



Ministry of Housing,
Communities &
Local Government



A Local Plan to End Homelessness

*Local Performance and Accountability: A Toolkit
for Developing Homelessness Strategies and
Action Plans*

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Ministerial Foreword: Minister of State for Local Government and Homelessness

Ending homelessness and rough sleeping is a priority for this government, and that is only possible through partnerships of Local and Strategic Mayoral Authorities, alongside the wider voluntary, community and faith sector. Each of these play a vital role in supporting those who experience homelessness. Your dedication is crucial to supporting people in their greatest time of need and means we can consign homelessness and rough sleeping where it belongs – to history.

Preventing homelessness and tackling its root causes is much more effective than a never-ending crisis response. In our cross-government homelessness strategy: [A National Plan to End Homelessness - GOV.UK](#) (published in December 2025), we set out our ambition to deliver culture change across homelessness services, so people are encouraged to seek support early, before their needs escalate. Delivering this culture change will take time but we want to support local areas to deliver the best possible services for their communities, which is why we are putting in place new guidance and support through these new toolkits. As we make that shift towards prevention, we also need to take action to tackle the most urgent and dangerous forms of homelessness. This means eliminating the use of B & Bs for families, other than very short-term use in emergencies, and halving numbers of people sleeping rough long-term. This is alongside preventing homelessness in the first place, increasing the proportion of people who are supported to stay in their own home or helped to find alternative accommodation.

These toolkits provide frameworks and guidance to support authorities and those they work with, including the voluntary, community and faith sector, to plan, assess and deliver services with greater consistency and confidence. They will cover a broad range of subjects in the homelessness and rough sleeping sector, such as domestic abuse, single homelessness and youth services. The toolkits will offer a range of examples, evidence and good practice on design and delivery of homelessness services, to help us towards our goal of ending homelessness.

We hope these toolkits will support you as you continue your invaluable work. It's now time for us all to join forces; and working together, we can get Britain back on track to ending homelessness.



Alison McGovern MP

Minister of State for Local Government and Homelessness

Chapter 1: Introduction

1.1 This toolkit has been produced by the Ministry of Housing, Communities and Local Government (MHCLG) to support local authorities to:

a) **Develop local Homelessness Strategies (Chapter 2).** This is an existing requirement for local authorities as set out in the [Homelessness Act 2002](#) and the [Homelessness Code of Guidance](#). This toolkit includes a summary of what is required as part of a Homelessness Strategy and provides guidance and best practice for developing them.

b) **Meet the new requirements for Action Plans (Chapter 3).** Action Plans set out how local authority Homelessness Strategies will be delivered. Having an Action Plan is already part of the Homelessness Code of Guidance (see 2.11). The new requirements for Action Plans are detailed in [A National Plan to End Homelessness](#) and in the Homelessness, Rough Sleeping and Domestic Abuse Grant 2026/27-2028/29 conditions and include:

i) **Action Plans must be published by Autumn 2026**

ii) **Action Plans must be regularly updated**

iii) **Action Plans must include:**

a) **targets** to improve performance against each of the [Local Outcomes Framework](#) metrics for homelessness and rough sleeping

b) local **governance** structures

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

d) reference to **specific plans** where appropriate (such as B&B elimination plans and new long-term rough sleeping partnership plans)

e) policy for ensuring **suitability of temporary accommodation**

1.2 MHCLG will issue a request to submit targets and relevant links to published Action Plan content **to the Department by 1 December 2026**. Further communication will be issued in due course.

1.3 **Chapter 5** sets out how MHCLG will review local authority performance, support them to improve services, including through sharing best practice, and intervene where necessary.

- 1.4 In this toolkit, “**must**” is used for **statutory requirements** and **grant conditions**, and “**should**” is used for **good practice**¹. Figure 1 illustrates the intersection between statutory requirements, grant conditions and best practice guidance.
- 1.5 This toolkit has been developed to help local authorities to meet their **Statutory Requirements and the Homelessness Code of Guidance** and must not be read in isolation.

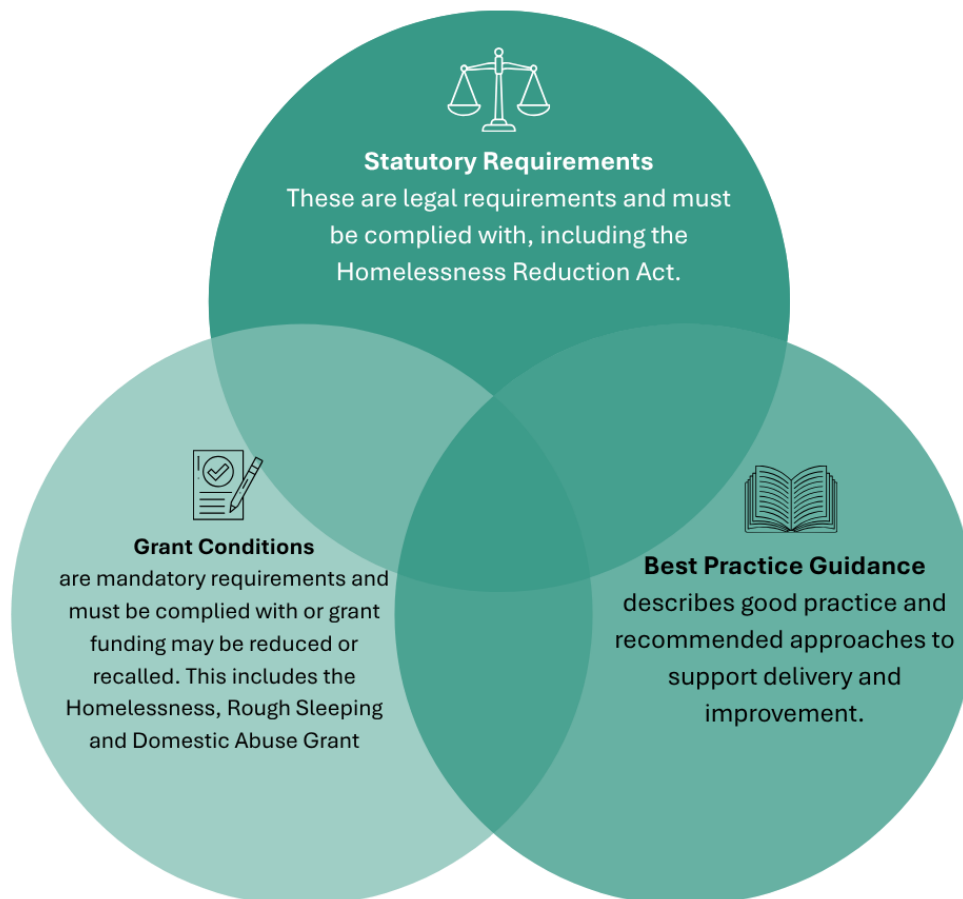


Figure 1: Statutory Requirements, Grant Conditions and Best Practice

¹ Where “must” is used as a grant condition for the [Homelessness, Rough Sleeping and Domestic Abuse Grant](#), it only relates to those local housing authorities that are in receipt of it. There are differences in reporting requirements between local housing authorities and Mayoral Strategic Authorities. Please see **Chapter 4** for information on Mayoral Strategic Authorities.

Chapter 2: Homelessness Strategies

- 2.1 As per the Homelessness Act 2002, all local authorities must have in place a Homelessness Strategy. This chapter sets out what must be included in those strategies and what should be included as best practice.
- 2.2 The table below captures the statutory requirements and where to find relevant best practice in this toolkit. Grant condition refers to the [Homelessness, Rough Sleeping and Domestic Abuse Grant](#).

Key Requirement	Basis
Delivering a Homelessness Strategy	
Housing authorities must undertake a homelessness review and formulate a Homelessness Strategy based on the results of this review	Statutory Requirement Homelessness Act 2002 s1(1, 4) Code of Guidance 2.1-2.2 Toolkit Best Practice Chapter 2
Local housing and social services authorities must take the Strategy into account when exercising their functions	Statutory Requirement Homelessness Act 2002, s1(5)-(6) Code of Guidance 2.8-2.9
As part of the Strategy, authorities must have a published Action Plan by Autumn 2026. See <i>Figure 2 for interaction with the Strategy</i>	Grant Condition: Annex A Paragraph 14 Code of Guidance 2.11 Toolkit Best Practice Chapter 3
In creating the Homelessness Strategies, authorities should: <ul style="list-style-type: none"> • Conduct an evidence-based review • Develop the Strategy in partnership • Define the Strategy’s contents and priorities <i>Details below.</i>	Code of Guidance 2.14-2.16 and 2.5 Toolkit Best Practice: Chapter 2, parts A, B, C
Contents of a Homelessness Strategy	
Conducting a robust evidence-based review	
The homelessness review must assess: <ul style="list-style-type: none"> • Current and future levels of homelessness in the district • Activities undertaken to prevent homelessness, secure accommodation and provide support 	Statutory Requirement Homelessness Act 2002 s2(1) Code of Guidance 2.14-2.16 Toolkit Best Practice Paragraph 2.4-2.7

<ul style="list-style-type: none"> Resources available across housing, social services, public bodies and the voluntary sector 	
In addition to the above row, authorities should also consider the needs of all relevant groups as part of this review	Code of Guidance: 2.63-2.75 Toolkit Best Practice: Paragraph 2.5 and Annex D.
Developing the Strategy in Partnerships	
The Homelessness Strategy must be developed in partnership, including with relevant authority departments and partners	Statutory Requirement Homelessness Act 2002, s3(5) Code of Guidance 2.5 Toolkit Best Practice Paragraph 2.8-2.13, Annex D
Defining the Strategy's Contents and Priorities	
The Homelessness Strategy must include objectives for all three statutory objectives: <ol style="list-style-type: none"> 1) prevention of homelessness 2) provision of accommodation 3) provision of support 	Statutory Requirement Homelessness Act 2002, s3(1) Code of Guidance 2.14-2.15 Toolkit Best Practice at Paragraph <ul style="list-style-type: none"> • Prevention 2.15 • Accommodation 2.16 • Support 2.17
Reviewing a Homelessness Strategy	
Housing authorities must publish a new Homelessness Strategy at least every five years	Statutory Requirement Homelessness Act 2002, s1(4) Code of Guidance 2.2 and 2.12
Strategies must be kept under review and may be modified from time to time	Statutory Requirement Homelessness Act 2002 3(6) Code of Guidance 2.13
Relevant public bodies must be consulted before adopting or modifying a Strategy	Code of Guidance 2.10
Strategies must not include actions for another body in the Strategy without that body's agreement	Statutory Requirement Homelessness Act 2002, s3(4)

- 2.3 The [Homelessness Act 2002](#) establishes a duty on local authorities to carry out a homelessness review and to publish a Homelessness Strategy, at a minimum, every five years. Local Homelessness Strategies must be reflective of local need, resources and partnerships and the approach required to respond to homelessness in their area. The [Homelessness Code of Guidance for local authorities - Chapter 2: Homelessness Strategies and reviews - Guidance - GOV.UK](#) outlines how these requirements should be implemented, with key elements including:
- Conducting a robust evidence-based review
 - Developing the Strategy in partnership
 - Defining the Strategy's contents and priorities

A) Conducting a Robust Evidence-Based Review

- 2.4 **The review provides the evidence base required to inform Strategy development.** Local authorities should review the actions that they are taking to prevent or relieve homelessness and the local and national factors influencing homelessness. Reviews must consider current demand and future need, local activities, accommodation available to meet demand, and the support and resources provided by the authority and its partners. As part of this, you should consider the following:
- 2.5 **Data Review:** Relevant data and information sources to review include:
- **Statutory homelessness statistics and rough sleeping management information**, including the causes of homelessness, outcomes, and temporary accommodation use of all types, including bed and breakfast.
 - **Outcomes across relevant [Local Outcomes Framework](#)** metrics for homelessness and rough sleeping (see Figure 3).
 - **Partnership data**, internal data and other relevant sources such as Joint Strategic Needs Assessments, adult and children's social care services (particularly important in two-tier authority areas), and external demand data.
 - **Benchmarking with other local authorities** that are high-performing comparable neighbours and against regional data. There is not a single definition for comparable authorities, so an element of judgement is advised. Statistical neighbours will be published on gov.uk as part of the publication of the Local Outcomes Framework metrics in due course.
 - **Equality monitoring data** to identify differential experiences and outcomes, including data from the women's rough sleeping census.
 - **Local structural or policy changes and national legislative changes.**

- 2.6 **Vulnerable Groups:** consideration should be given to how the needs of specific vulnerable groups will be met, with particular focus on how services can be tailored to meet their needs (see Annex D for suggested considerations).
- 2.7 **Accommodation Review:** this should include mapping of sufficiency and suitability of local accommodation options, the identified gaps and opportunities, including:
- **Social and affordable housing pipelines**, including rate of vacancies, size and type of homes, whether they're adapted, and areas of specific pressure and unmet need.
 - **Supported housing supply**, including pathways and linking to Local Supported Housing Strategies, the first of which are due to be published in March 2027.
 - **Specialist housing**, including shelters or other accommodation for people sleeping rough and refuge accommodation for survivors of domestic abuse.
 - **Private sector housing**, including availability, affordability and accessibility which should include shared housing (particularly for those under 35).
 - **Low-cost or shared ownership**, including availability for households with sufficient income to access.
 - **Temporary accommodation**, including supply, procurement, quality, specification, suitability, location and sufficiency².

B) Developing the Strategy in Partnership

- 2.8 **Effective Homelessness Strategies require a whole system approach.** [A National Plan to End Homelessness](#) recognises the system-wide collaboration required to deliver effective homelessness outcomes. Strategy development provides the opportunity locally to bring all services and wider partners together, to reinforce existing relationships, and to re-engage or build new partnerships.
- 2.9 **A partnership approach recognises individual organisations' strengths and identifies and reduces duplication.** It provides the foundation for comprehensive review and development, shared aims and activities of the Action Plan and promotes ongoing collaboration.
- 2.10 **Working in partnership is particularly important for reaching those furthest away from statutory services**, including but not limited to those sleeping rough long-term and those experiencing multiple disadvantage, where individuals may be more likely to

² MHCLG intends to publish temporary accommodation specific toolkits in 2026/27.

engage with non-statutory partners. Partnerships are pivotal to meeting the specific, tailored support needs of individuals and preventing homelessness.

- 2.11 **Stakeholder review and engagement is vital.** [Section 3 of the Homelessness Act 2002](#) sets out that the Strategy must be developed with any public authority who can support homelessness objectives, ensuring that all relevant departments are committed to preventing homelessness and supporting Strategy delivery. A full list is of recommended stakeholders is at Annex D.
- 2.12 **Consistency across other Strategies, plans, guidance and legislation is important** to ensure that there is effective read across. A full list of considerations is at Annex D.
- 2.13 **Lived Experience informs every part of our work** and we recommend local authorities consider how they can engage with local lived experience voices and forums in the development and delivery of their own Strategies and service approach. This might include creating a lived experience advisory panel of former and current service users or working via partner organisations or external lived experience providers.

C) Defining the Strategy's Contents and Priorities

- 2.14 [Under Section 3\(1\) of the Homelessness Act 2002](#) strategies must include the following objectives:

- **Prevention:** Prevent homelessness in their area
- **Accommodation:** Make sure that accommodation is, or will be, available for households who are, or may become, homeless
- **Support:** Secure support for people in their area who are or may become homeless or have been homeless and need support to prevent them from becoming homeless again

A) Prevention

- 2.15 [The 2017 Homelessness Reduction Act](#) strengthened statutory duties to prevent homelessness for all eligible applicants, including those who do not have priority need or are intentionally homeless, and regardless of local connection. It also introduced well the 'Duty to Refer'. Strategies should set out how local authorities intend to meet these duties and build and maintain a focus on prevention. This includes:

- **The provision of advice and information:** which includes websites, online resources, and signposting to relevant organisations, including non-commissioned services, regulated immigration advice, money and legal advice, etc.

- **Early identification:** looking beyond statutory requirements on timelines and investing in activities to identify and prevent homelessness, which might include working with schools, statutory and other agencies, and organisations such as food banks and community groups, as well as considering how referrals can be made for early assistance
- **Pre-crisis intervention:** working closely with social and supported housing providers, agreeing pre- eviction protocols and considering similar arrangements for private landlords, such as Call Before You Serve. This includes ensuring close links to other relevant services where the threat of homelessness may arise, such as private sector housing and environmental health teams alongside public bodies subject to the statutory Duty to Refer.
- **The role of partners** to ensure an aligned approach
- **The use of the Crisis and Resilience Fund** (which includes the former Discretionary Housing Payment funding and Household Support Fund), to provide preventative support, where appropriate, or as a temporary financial measure to help with rent or housing costs.

B) Accommodation

2.16 **Through the homelessness review that local authorities undertake to develop their Homelessness Strategy, local authorities will have already considered the existing supply of accommodation and likely future homelessness demand.** Strategies should set out the actions required to ensure a sufficient supply of accommodation to meet this future need, including³:

- **Increasing supply of new housing**, in line with the National Planning Policy Framework and Local Plans and working closely with providers of social and affordable housing
 - **Working in partnership with local landlords** to expand the provision of, and access to, private rented accommodation
 - **Reviewing allocation arrangements** for their own stock
 - **Reviewing allocation/nomination policies** and access to social housing including how it supports the prevention and relief of homelessness⁴
 - **Reviewing temporary accommodation need** and use and what improvements could be made to procurement plans
- Working with supported housing partners** to assess the need and plan for provision, including refuges, as per requirements in Local Supported Housing

³ More detail on options for securing accommodation can be found in the Homelessness Code of Guidance, sections 2.37-2.56.

⁴ MHCLG intends to publish a Social Housing Allocation toolkit in 2026/27

Strategies, and including having regard for Domestic Abuse Safe Accommodation Strategies.

- **Empty homes powers** and incentives to bring homes back into use
- **Social and affordable housing fraud initiatives**
- **Adapting Accommodation**, including **Disabled Facilities Grant** uptake and barriers, within a homelessness context
- **Making best use of social housing stock through rightsizing** (supporting households to move from a home that is too large or unsuitable for their needs into a more appropriate property)

C) Support

2.17 [The 2017 Homelessness Reduction Act](#) introduced duties to assess the support needs of all applicants who are homeless or threatened with homelessness and to consider the support needed for households to secure or sustain their accommodation. Strategies should set out how local authorities intend to meet these duties and should include:

- **Mapping of services:** local authorities should map all local support services and activities in their area to identify areas, both geographic and thematic, of duplication or gaps in provision. This will help to explore how budgets and resources, from a wide range of sources, could be used to realise efficiencies or address gaps moving forward.
- **Voluntary, community and faith sector:** local authorities should review the effectiveness of existing partner relationships and opportunities to develop new partnerships, to deliver their Strategy priorities.
- **Enhanced tailored support:** local authorities must consider the needs of specific groups (see Annex D in this toolkit) who are more vulnerable to homelessness, or who require an enhanced tailored response with support to recover and prevent homelessness from recurring, including how this can be delivered.
- **Support design:** local authorities must assess support needs and tailor provision. They should consider how the support is provided, and the use of trauma-informed practice and psychologically-informed environments appropriate to the needs of vulnerable individuals or those with complex needs. Thought should be given to specific services for women, gender or culturally appropriate service settings, including within the community, to promote engagement and support.

Homelessness Strategy	Action Plan
Describes the local picture , drawing on evidence, local insight and engagement	Reflects the priorities set out in the strategy
Sets out the key challenges and priorities to focus on	Brings together targets, actions and milestones in one place
Explains the strategic approach to prevention, accommodation and support	Describes how progress will be tracked and reviewed over time
Outlines how the authority will work with partners across the system	Clarifies roles, ownership and governance arrangements
Show how local priorities align with statutory duties and national ambitions	Draws together any required or locally relevant plans , where applicable

Figure 2: Strategies and Action Plans

Chapter 3: Action Plans

- 3.1. As per [the Homelessness Code of Guidance \(2.11\)](#), all local authorities should have in place an Action Plan that underpins delivery of the local Homelessness Strategy. This is now a grant funding requirement for all those in receipt of the [Homelessness, Rough Sleeping and Domestic Abuse Grant](#) (see **Chapter 4** for information on Mayoral Strategic Authorities).
- 3.2. The table below captures the requirements as set out in the Homelessness Code of Guidance, in the grant conditions for the [Homelessness, Rough Sleeping and Domestic Abuse Grant](#) and where to find the corresponding best practice in this toolkit.

Key Requirement	Basis
Delivering an Action Plan	
Action Plans must be written and published (except where specified otherwise in this Toolkit or in further guidance) by Autumn 2026.	Code of Guidance 2.11 Grant Condition: Annex A Paragraph 14 Toolkit Best Practice: Chapter 3
Action Plans must be regularly updated (new requirement from 2026/27)	Grant condition: Annex A Paragraph 14 Toolkit Best Practice: 3.12d
MHCLG will put out a request to submit targets and relevant links to Action Plan content to the Department by 1 December 2026.	Toolkit Best Practice: 3.14, Annex A and B.
Contents of an Action Plan (new requirements from 2026/27)	
Action Plans must include: <ul style="list-style-type: none"> a. Targets b. Local governance structures c. How partnerships work across the local area d. Reference to specific plans where appropriate <ul style="list-style-type: none"> • Bed & Breakfast Elimination Plans • Long-Term Rough Sleeping Partnership Plans e. Policy for ensuring suitability of temporary accommodation 	Grant condition: Annex A Paragraph 14.1-14.5 Toolkit Best Practice: <ul style="list-style-type: none"> a. Targets: Paragraphs 3.10-3.14 b. Local Governance Structures Paragraphs 3.15 c. Partnerships Paragraphs 3.16 d. Specific Plans Paragraphs 3.17-3.23 e. Temporary Accommodation Policy Paragraphs 3.24-3.26
A. Targets	

Action Plans must include targets against each of the Local Outcomes Framework metrics on homelessness and rough sleeping	Grant Condition: Annex A Paragraph 14.1 Toolkit Best Practice: 3.10-3.14, Annex A and B.
Targets, taking into account local context and the ambition set out in national targets, must improve performance against each of the homelessness and rough sleeping metrics in the Local Outcomes Framework by the end of the Parliament.	Grant condition: Annex A Paragraph 14.1 Toolkit Best Practice: 3.10-3.14, Annex A and B.
Local targets should align with the three core national targets	Toolkit Best Practice: Paragraph 3.12b
B. Local Governance Structures	
Action Plans must set out how local authorities and partners hold accountable for delivering the plan	Grant condition: Annex A Paragraph 14.2 Toolkit Best Practice: 3.15
C. How Partnerships Work Across the Local Area	
Action Plans must set out how local authorities will work with partners	Grant condition: Annex A Paragraph 14.3 Toolkit Best Practice: 3.11
D. Reference to Specific Plans	
Some areas must develop additional plans linked to specific national priorities (e.g. B&B elimination plans, long-term rough sleeping partnership plans)	Grant condition: Annex A Paragraph 14.4 (where applicable) Toolkit Best Practice: 3.17-3.23 (where applicable)
Publish non-sensitive / redacted B&B elimination plans and long-term rough sleeping plans (where applicable)	Grant condition: Paragraph 14.4 (where applicable) Toolkit Best Practice: 3.20, 3.23
E. Policy for ensuring the suitability of temporary accommodation	
Action plans must have a policy for ensuring suitability of temporary accommodation, following an assessment, including procuring sufficient units of temporary accommodation and allocating them	Grant condition: Annex A Paragraph 14.5 Toolkit Best Practice: 3.24-3.26

- 3.3. 2.11 of the Code of Guidance states that, “as part of the Homelessness Strategy housing authorities should develop effective action plans, to help ensure that the objectives set out in the Homelessness Strategy are achieved”.
- 3.4. **For the 2026-2029 Spending Review period, there is a new condition for [the Homelessness, Rough Sleeping and Domestic Abuse Grant](#) requiring local authorities to **publish and regularly update their Action Plan**.** To note, sensitive or commercially

confidential material does not need to be made public. In these cases, local authorities could either exclude as unpublished annexes or summarise sensitive sections.

3.5. As per the Homelessness, Rough Sleeping and Domestic Abuse Grant ([Homelessness, Rough Sleeping and Domestic Abuse Grant: supporting guidance - GOV.UK](#), Annex A, Paragraph 14), Action Plans must include:

- a. **Targets:** taking into account local context and the ambition set out in the national targets (see paragraph 3.12b in this toolkit). Targets must improve performance against each of the homelessness and rough sleeping metrics in the Local Outcomes Framework by the end of the Parliament. Action Plans should include a description of how the local authority, working with partners, will achieve these targets.
- b. **Local Governance Structures:** that hold authorities and partners accountable for delivering the plan.
- c. **How Partnerships Work Across the Local Area:** to manage homelessness and rough sleeping pressures, to shift from crisis response to a culture rooted in prevention.
- d. **Reference to Specific Plans:** where applicable. All Action Plans should include details of the steps local authorities will take to deliver against the Local Outcomes Framework, including delivering on the national targets (paragraph 3.12b). **For some local authorities, where there are the greatest pressures, additional plans to support delivery of the national targets may be required, including: a B&B Elimination Plan (existing requirement) and a Long-Term Rough Sleeping Partnership Plan (new requirement).** A local authority will be notified by their MHCLG homelessness and rough sleeping advisers if these plans are required.
- e. **Policy for Ensuring Suitability of Temporary Accommodation:** following an assessment, including procuring sufficient units of temporary accommodation and allocating them.

3.6 **The requirement to have Action Plans applies to local authorities and Mayoral Strategic Authorities *without* an Integrated Settlement** – it does not apply to Mayoral Strategic Authorities with Integrated Settlements. The details in this chapter are for local authorities. Mayoral Strategic Authorities *without* Integrated Settlements should see **Chapter 4** on details of what their Action Plan should cover. Mayoral Strategic Authorities *with* Integrated Settlements should refer to their Integrated Settlement Frameworks for requirements on reporting.

3.7 **Local authorities and Mayoral Strategic Authorities have flexibility in how they structure their Action Plan** (there is not a fixed format or template), provided the approach clearly aligns to their Homelessness Strategy and contains the requirements set out in this toolkit. Authorities can:

- **Cross-reference documents**, rather than duplicate content, where this avoids unnecessary bureaucracy and reflects the local operating model.
- **Refer to an existing plan** e.g. temporary accommodation strategies where these already contain relevant actions.

3.8 Local authorities going through **Local Government Reform can produce plans in partnership to reflect any future changes**. Lower-tier authorities can work together to produce one Action Plan if they are reforming into a unitary authority.

3.9 **Mayoral Strategic Authorities can produce plans in partnership with local authorities** and refer to existing local authority work.

A. Targets

3.10. **Action Plans must include targets against each of the Local Outcomes Framework metrics on homelessness and rough sleeping** (see Figure 3 and Annex A and B). Action Plans should include a description of how the local authority, working with partners, will achieve each of these targets.

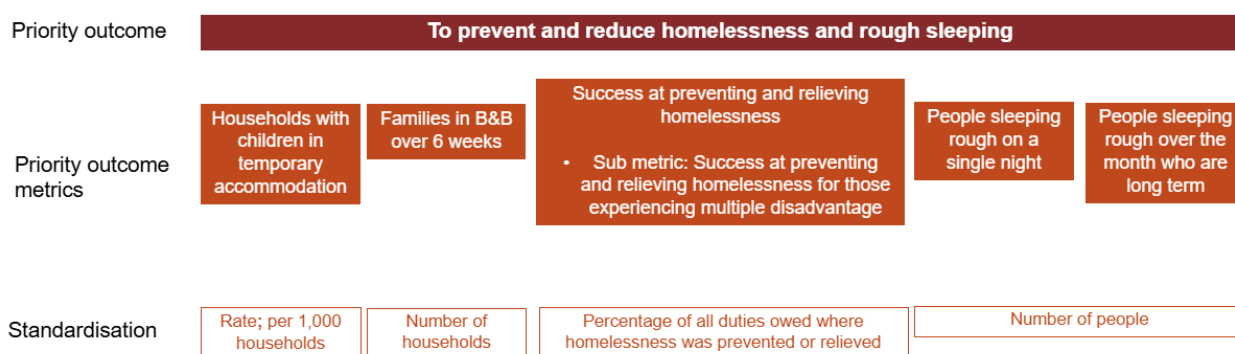


Figure 3: Local Outcomes Framework Homelessness and Rough Sleeping Metrics

3.11. Grant conditions stipulate that *“targets which, taking into account local context and the ambition set out in national targets, will improve performance against each of the homelessness and rough sleeping metrics in the Local Outcomes Framework by the end of the Parliament”*. Action Plans should include a description of how the

local authority, working with partners, will achieve these targets.

3.12. **Strong targets should consider all of the following:**

a. **A high level of ambition to improve performance against all the homelessness and rough sleeping indicators in the Local Outcomes Framework:** Targets should be clear and specific - including how progress will be measured. Targets should take into account what performance and improvement means in a local context. This includes reflecting on:

- **The scale and nature of homelessness locally**, informed by recent statutory homelessness statistics returns and rough sleeping data
- **Affordability and deliverability**, ensuring an appropriate balance between the targets set and the funding available
- **External dependencies**, including geographic factors and the local housing market
- **Risks and unintended consequences**, including the interaction between targets and the potential for progress in one area adversely impacting outcomes in another

b. **Alignment to the national targets:** For the Local Outcomes Framework indicators that have national targets attached to them, local authorities should ensure that local targets are aligned with these. There are three national targets in [a National Plan to End Homelessness](#), these are:

- i. **B&B accommodation: eliminate the use of B&B accommodation for families, other than very short-term use in emergencies.** When a household is placed in temporary accommodation it will be suitable, safe and decent. We will measure national success on this target by monitoring the number of families in a B&B or hotel for longer than the statutory six-week limit. The expectation is that all targets set against this metric will be 0.
- ii. **Prevention: increase the percentage of households whose homelessness prevention or relief duty ends because they have secured accommodation.** The national average at the start of the parliament was 42.3% and was 46.5% at the time of publishing A National Plan to End Homelessness. Our target is to increase it further across the Parliament.
- iii. **Long-Term Rough Sleeping: halve the number of people sleeping rough long term:** The expectation is that a numerical local target will be set against this metric that aligns in ambition with the national target.

- c. **Time-Bound:** the targets for all six Local Outcomes Framework metrics should align with the national target timelines of ‘by the end of the Parliament’. This means that the baseline for each target is when [A National Plan to End Homelessness](#) was published and the final target is the end of the Parliament, with an annual trajectory provided between the two points (see Annex A and B for more detail).
 - d. **Regularly Reviewed:** it is recommended that targets should be reviewed annually.
- 3.13. **Councils can choose to set further indicators beyond the Local Outcomes Framework to account for their specific local context**, for example local authorities with a high prison leaver homelessness population or high asylum pressures could set additional targets to prevent homelessness amongst those cohorts as set out in **Annex C** of this document.
- 3.14. **MHCLG will request that targets and links to relevant Action Plan content is submitted to the Department by 1 December 2026.** Further communication to be issued in due course.

B. Local Governance Structures

- 3.15. **Action Plans must set out how local authorities and partners hold each other accountable for delivering the Action Plan.** We expect local authorities to have strong local governance in place to scrutinise their Action Plans, targets, and monitor delivery against these. We strongly recommend that Governance structures include:
- **Clear leadership roles** (portfolio holder, senior responsible officer, cross-department leads), ensuring elected members have clear responsibilities, e.g., the Executive / Cabinet should set strategic direction, while Committees review progress at least annually.
 - **Clear allocation of responsibilities** for each action within the plan, this could include task and finish groups to drive specific pieces of work and report back to partners.
 - **A multi-agency Homelessness Strategy Steering Group**, chaired by a chief officer (or equivalent), that meets quarterly and is responsible for overseeing cross-sector delivery of the Strategy and Action Plan is strongly recommended. Detailed guidance on steering groups is provided by the Local Government Association: [5 67 Making Homelessness Strategies Happen appendicies 05.pdf](#).
 - **Homelessness forums:** Where local authorities do not have an active forum it is strongly recommended this be established or re-established to ensure that local

homelessness services and wider sector stakeholders are working effectively together. Forum membership should include partners from housing, adult and children's social care, health, criminal justice, and the voluntary community and faith sector. Where areas would like to discuss their approach, they should contact their MHCLG adviser for positive practice examples and support.

- **To ensure legitimacy and organisational buy-in, Strategies and Action Plans should be formally approved through the authority's governance process,** typically including:
 - Sign off by the Cabinet or equivalent executive body.
 - Review by relevant scrutiny committees where applicable.
 - Confirmation of partner contributions, especially where actions fall to non-housing services, in line with the Homelessness Code of Guidance's requirement for multi-agency involvement.

C. How Partnerships Work Across the Local Area

3.16. **Action Plans must set out how local authorities will work with partners to put prevention at the heart of support and services.** We expect local authorities to work in partnership to manage homelessness and rough sleeping pressures, to shift from crisis response to a culture rooted in prevention. This might include:

- **Making advice and information available on homelessness prevention and support services amongst partner agencies,** including housing options and homelessness.
- **Early identification of people at risk of homelessness,** for example through use of the Duty to Refer and referral arrangements with other appropriate agencies.
- **Consideration of how to intervene where a household may be at risk of homelessness** in the future, e.g. joint working arrangements with environmental health services, early engagement with children's social care services, funding a court duty advice service that identifies households at risk of loss or repossession of housing.
- **How data will be used** to identify applicants most at risk of repeat homelessness.
- **The practical arrangements needed** e.g. joint protocols, multi-agency teams, and co-location to ensure joint working.
- **Actions Plans should also set out how local authorities will work in partnership with local services to reduce homelessness for particular cohorts, including people leaving public institutions,** to align with the national ambition in [A National Plan to End Homelessness - GOV.UK](#), section 3.1, that no one should leave a public institution into homelessness. **Guidance on this is set out in Annex C.**

D. Reference to Specific Plans

- 3.17. For some local authorities with the greatest pressures, **additional plans may be required, this includes:**

i. B&B Elimination and B&B Elimination Plans

- 3.18. **As set out in the [Homelessness \(Suitability of Accommodation\) \(England\) order 2003](#), B&B accommodation does not meet the suitability requirements for families except where no other accommodation is available and in any event for a maximum of 6 weeks**, but in practice it should be far shorter. B&B accommodation is not suitable for 16 and 17 year olds even on an emergency basis. [A National Plan to End Homelessness](#) announces the Government's intention to end the practice of discharging newborn babies into B&B or other unsuitable shared accommodation.
- 3.19. **All Action Plans should consider how authorities will take action to tackle this and meet the ambition of the national target.** However, some authorities with the greatest pressures will be required to focus more intensely on measures to achieve progress on B&B elimination.
- 3.20. **Grant conditions require local authorities, where data is showing five or more families in B&B accommodation for longer than six weeks, to produce a B&B Elimination Plan (template at Annex E).** When developing their Elimination Plan local authorities are required to work with their MHCLG Adviser to agree it. What is expected to be covered in a plan can be found at Annex E. As these plans could contain sensitive or commercially-confidential material, they do not need to be made public in their entirety, but they should be referenced in the relevant section of the Action Plan.

ii. Halving Long-Term Rough Sleeping and Long-Term Rough Sleeping Partnership Plans

- 3.21. **All Action Plans should consider how authorities will take action on long-term rough sleeping, covering:**
- **A collective local vision for reducing long-term rough sleeping, including setting the local target** and relevant commitments necessary to support the delivery of the national target.

- **A partnership approach to prioritisation and targeting of resources:** describing how partners will work together to use intelligence and data from a range of sources to identify the individuals who will be targeted for support and interventions in order to deliver local targets.
- **An approach that co-ordinates the delivery of interventions:** explaining how partners will work together to deliver personalised support, sustained engagement and integration of housing, health, social care, substance misuse and community safety services around the individual. Partners should agree, create, refine and progress bespoke case plans for those individuals being prioritised for support.
- **An approach to collective monitoring of progress, governance and continuous learning:** describing how partners will work together to agree, report on and learn from the progress being made towards meeting local targets, with a particular focus on developing case level data for the identified cohort.
- **The Target Priority Group:** the Action Plan should describe how partners will work together to identify, support and report progress on the Target Priority Group in your area, and how this will contribute the delivery of the local target to reduce long-term rough sleeping. We will be sending areas further guidance on refreshing their Target Priority Group for 2026/27 in due course.

3.22. **In addition to the above that is required for all local authorities, some local authorities (including those participating in the Long-Term Rough Sleeping Innovation Programme) will be required to produce an additional Long-Term Rough Sleeping Partnership Plan. This is also set out in the grant conditions for the Homelessness, Rough Sleeping and Domestic Abuse Grant ([Homelessness, Rough Sleeping and Domestic Abuse Grant: supporting guidance - GOV.UK](#), paragraph 14.4b. This includes areas with high pressures of long-term rough sleeping, based on total numbers and/or proportions of total people sleeping rough. MHCLG advisers will be in contact with areas that this applies to.**

3.23. **A guidance document for Long-Term Rough Sleeping Partnership Plans published alongside this Toolkit** an aid when drafting. There is an expectation for the local partnership to identify a lead for reducing long-term rough sleeping from outside the local authority. The plan should also be co-produced and co-signed by partner agencies and agreed with your MHCLG adviser and must be published, unless otherwise agreed with your MHCLG adviser.

E. Policy for ensuring the suitability of temporary accommodation following an assessment, including procuring sufficient units of temporary accommodation and allocating them

3.24. Following the decision in *Nzolameso v City of Westminster*, local authorities should already have a **policy in place for procuring and allocating sufficient temporary accommodation** to meet anticipated demand, and to comply with the authority's statutory duties – including to safeguard and promote the welfare of children under the Children Act 2004. A core part of this is ensuring suitability requirements are met. **Setting out in this policy how suitability requirements will be met is now explicitly required in grant conditions.** Reviewing this policy alongside the authority's Action Plan provides the opportunity to consider and set out how the policy will support achievement of relevant Local Outcomes Framework targets.

3.25. The policy should include:

- an assessment of **anticipated demand for temporary accommodation of different types** (taking into account the assessment of demand for supported housing prepared for the local authority's Supported Housing Strategy), and a long-term plan for delivering good-quality temporary accommodation to meet that need. This should include, where necessary, how the local authority will reduce reliance on expensive and poor-quality temporary accommodation, including through an increased focus on prevention, better use of data, planning and stock management, minimisation of voids and move-on into settled accommodation;
- a. how **local authorities will ensure suitability requirements are met** in accordance with Section 210 of the Housing Act 1996. This should include ensuring that the quality of accommodation is assessed, that accommodation is free of Category 1 hazards (e.g. damp and mould, fire safety and electrical safety) as set out under the Housing Health and Safety Rating System, and that the accommodation meets all applicable health and safety requirements. Further quality requirements will depend on the type of accommodation being used, as set out in [Section 17 of the Homelessness Code of Guidance](#);
- b. how the local authority will **mitigate disruption to support and essential services**, in particular health services, education and other vital support networks (where relevant). This should include, where relevant:
 - i. **the factors to be taken into account in offering accommodation within the authority, close to the authority or further away**, in accordance with *Nzolameso v City of Westminster*. This should reflect that, wherever possible, authorities should seek to place homeless

households within their area and avoid multiple moves, except where there are clear benefits for the person seeking assistance

- ii. where placements are made outside the area, how the authority will ensure it complies with **Section 208 of the Housing Act 1996** to provide notification to a receiving authority
- iii. Where **vulnerabilities or safeguarding issues** have been identified that will require services to be provided by another authority, how the placing authority will ensure appropriate liaison with the receiving authority (or authorities in two tier areas) prior to the placement being made, in order to ensure the necessary services or provision can be delivered
- iv. on entry into force of the new requirement, how the local authority will provide **notification to health and education bodies** when a child is placed in temporary accommodation (with relevant consent), as will be set out in guidance
- v. how the authority will ensure that **families in temporary accommodation have access to key facilities**, including cooking and laundry facilities, secure storage and Wi-Fi. As a minimum requirement, accommodation for families with babies under the age of two must have adequate space for a cot. Where households do not have access to a cot, housing authorities should immediately consider what support is available to provide it

3.26. The policy should set out what **local oversight is in place to ensure suitability**. This could include **regular audits of temporary accommodation** which include confirming occupation, ensuring the quality of accommodation, and addressing any changes in circumstance or support needs of the occupant to prepare them to move on.

Chapter 4: Mayoral Strategic Authority Action Plans

- 4.1. The 2026-2029 [Homelessness, Rough Sleeping and Domestic Abuse Grant](#) will also be paid to Mayoral Strategic Authorities. **As these are not housing authorities, they do not need to develop or publish Homelessness Strategies, but they should support local authorities in their area to develop their Strategies.**
- 4.2. **Mayoral Strategic Authorities without an Integrated Settlement are required to develop and publish a high-level Action Plan.** The plan must set out how they will use their funding to meet the purposes over the multi-year Local Government Finance Settlement
- **Set the regional ambition** on homelessness, working in partnership with councils to develop regional structures.
 - **Encourage a preventative approach** to homelessness and rough sleeping.
 - **Convene homelessness and rough sleeping** partners, including in the voluntary, community and faith sectors, to strengthen services.
 - **Deliver, as appropriate, region-specific interventions** that will enhance the statutory work of councils and relevant public sector partners. This may be less relevant to newer Mayoral Strategic Authorities with lower amounts of funding who should focus on the strategic and convening work.
- Action Plans could also include:
- **How Mayoral Strategic Authorities will support the work of local authorities** to deliver their Action Plans and meet their targets.
 - **Local governance structures** that outline how Mayoral Strategic Authorities support delivery and accountability across the region.
- 4.3. As many Mayoral Strategic Authorities have not had homelessness and rough sleeping funding before 2026/2027, we recommend engaging with your local authorities, more experienced Mayoral Strategic Authorities and MHCLG advisers at an early stage to develop the Action Plan.
- 4.4. **Mayoral Strategic Authorities *with* an Integrated Settlement will receive separate guidance on the reporting requirements for the Integrated Settlement**, as part of their Integrated Settlement Outcomes Framework.

Chapter 5: How MHCLG will Engage with Authorities on Performance

- 5.1. **The homelessness and rough sleeping team in MHCLG will review performance across the Action Plans and targets**, including where we feel Action Plans and targets are not sufficiently ambitious. Data for the Local Outcomes Framework will be collected and reviewed alongside other homelessness and rough sleeping data and further information gathered from local authority engagement, including through our homelessness and rough sleeping advisers.
- 5.2. **MHCLG will conduct regular reviews of local authority performance** and will identify and share examples of strong practice. In the first instance, our approach is to support capacity and capability and improve services and deliver outcomes. This might include further toolkits and guidance, enhanced adviser engagement, in-depth service reviews and connecting peer support.
- 5.3. **Where there are concerns about performance, MHCLG will engage with that authority to understand issues, and to identify and support areas for improvement**, this could include:
 - Updates of Action Plans and additional reporting requirements
 - Increased or more frequent engagement between councils and MHCLG's homelessness and rough sleeping advisers
 - A homelessness and rough sleeping adviser being seconded into a council
 - In-depth homelessness service reviews to identify wider system improvements
- 5.4. Where there are sustained concerns, the expectation is that a local panel will be established with an independent chair that reports to the government against the proposed targets, unless suitable alternative models are agreed.
- 5.5. Where issues cannot be resolved through such interventions and measures, we will escalate issues to senior levels within MHCLG and the councils themselves to raise the performance issues and agree what needs to be improved. This could include direct Ministerial engagement with council leaders.
- 5.6. Where there is additional evidence that service failure is a result of systemic weaknesses in leadership, governance and culture, we will consider whether there has been a failure to meet the Best Value Duty. Where grant conditions have not been met, MHCLG reserves the right to withhold, reduce or suspend funding.

Annex A: Guidance on factors to be considered under each of the Local Outcomes Framework metrics when setting targets

Metric	How it is calculated	Factors to consider when setting the local target
Households with children in temporary accommodation	<p>This metric measures the number of households with children who are in temporary accommodation on the last day of the reporting period, per 1,000 households in the population. Temporary accommodation is accommodation secured by a local authority under their statutory homelessness functions.</p> <p>Data Source: Statutory Homelessness in England Quarterly Publications Table TA1, Col H, “<i>Total number of households in TA with children</i>”</p>	<p>Local authorities should consider:</p> <ul style="list-style-type: none"> • Existing good practice and barriers/challenges to prevention? • Benchmarking against your statistical nearest neighbour? • What type of accommodation households been moved on to • What measurable outcomes or indicators can you track to assess impact on children’s education, attendance, health, or wellbeing • Involving schools, health services, or voluntary sector partners in delivery, and what partnership arrangements were funded or expanded • Your approach to occupancy and welfare checks • Including output targets that subsequently impact the number of families in TA
Households with children in B&B over 6 weeks	<p>This metric measures the number of families in Bed & Breakfast accommodation who have been resident for more than six weeks. The Homelessness (Suitability of Accommodation) (England) Order 2003</p>	<p>As this is a statutory duty, all targets set for this metric should be zero by default.</p> <p>Local authorities should consider:</p> <ul style="list-style-type: none"> • Do you have a strong corporate commitment to eliminate the use of B&B? • Do you understand the demand and routes into B&B?

	<p>came into force on 1 May 2004. This prohibits the use of B&B accommodation for families except in an emergency and even then, for no longer than six weeks.</p> <p>Data Source: Statutory Homelessness in England, Quarterly Publications Table TA1, Col M, “<i>Bed and Breakfast hotels (including shared annexes): Total with children and resident more than 6 weeks</i>”</p>	<ul style="list-style-type: none"> • Do you have an accessible homelessness service and prevention opportunities/tools? • Have you considered focussed management of placements into B&B? • Do you have a focus on the development of more suitable temporary accommodation? • Have you developed plans/strategies to maximise opportunities for move on from B&B?
<p>Success at preventing and relieving homelessness</p>	<p>This metric measures the percentage of successful outcomes (secured accommodation for 6+ months) at preventing or relieving homelessness in a quarter relative to the number of new prevention or relief duties owed that quarter. This metric helps track local authority “outflow” relative to “inflow” of initial duties owed in a quarter, a higher percentage indicates a local authority is more successful at earlier prevention/relief when first approached for support.</p>	<p>Local authorities should consider:</p> <ul style="list-style-type: none"> • The national target set in A National Plan to End Homelessness - GOV.UK, section 7.1a, is an increase to the current proportion as of the publication of the Strategy (46.5%) of households whose homelessness prevention or relief duty ends because they have secured accommodation. Authorities should have a target with a similar level of ambition. • Prioritising earlier engagement to prevent homelessness before crisis point through more proactive engagement with households at risk of homelessness. • Benchmarking to statistical nearest neighbours as a means to identify the level of increase to achieve. • The proportion of prevention duties against relief duties, rather than the total number of duties successfully discharged.

	<p>Data Source: Statutory Homelessness in England. Quarterly publications. This will be calculated by:</p> <p>Successful outcomes ÷ duties owed, where:</p> <p>Successful outcomes = Table P1, Col G, “Total Secured accommodation for 6+ months” PLUS Table R1, Col F, “Secured accommodation for 6+ months”</p> <p>Duties owed = Table A1, Col G, “Total owed a prevention or relief duty”</p>	
<p>Success at preventing and relieving homelessness for those experiencing multiple disadvantage</p>	<p>This metric will be measured as per the ‘Success at preventing and relieving homelessness’, but for the cohort of people who have three or more of the following support needs recorded on Homelessness Case Level Information Collection (H-CLIC) quarterly publications:</p> <ul style="list-style-type: none"> • Offending history • Domestic abuse - victim 	<p>Local authorities should consider:</p> <ul style="list-style-type: none"> • The purpose of this sub-metric is to increase visibility and understanding of how the main prevention and relief duty is working for more complex cases experiencing multiple disadvantage. • This sub-metric is linked to a wider multiple disadvantage outcome in the Local Outcomes Framework, with the purpose is to increase collective understanding of multiple disadvantage across local services and support partnership working.

	<ul style="list-style-type: none"> • History of repeat homelessness or history of rough sleeping • Drug dependency needs or alcohol dependency needs • History of mental health problems <p>Data Source: This is a new metric and we first published it as part of the Statutory Homelessness Collection Oct – Dec 2025. There are detailed notes as to how this is calculated in the accompanying tables here.</p>	<ul style="list-style-type: none"> • In setting targets, areas should consider how it relates to the main prevention metric above and aim to increase the proportion of households experiencing multiple disadvantage whose prevention or relief duty ends because they have secured accommodation. • This may link to wider local plans and strategies to address adult multiple disadvantage, including where areas are delivering the Changing Futures programme.
<p>People sleeping rough on a single night</p>	<p>This metric measures the number of people sleeping rough on a single night between 1 October and 30 November. People sleeping rough are defined as people sleeping, about to bed down (sitting on/in or standing next to their bedding) or bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments) and people in buildings or other places not designed for habitation (such as stairwells, barns,</p>	<p>Local authorities should consider:</p> <ul style="list-style-type: none"> • The approaches to support those new to sleeping rough, particularly through the removal of verification and the use of the Ending Rough Sleeping Assessment Tool. • The approaches that you are taking to reduce long-term rough sleeping.

	<p>sheds, car parks, cars, derelict boats, stations, or ‘bashes’ which are makeshift shelters, often comprised of cardboard boxes). The definition does not include people in hostels or shelters, people in campsites or other sites used for recreational purposes or organised protest, squatters or travellers. Bedded down means either lying down or sleeping. About to bed down includes those who are sitting in/on or near a sleeping bag or other bedding.</p> <p>Data Source: Rough sleeping snapshot in England, Table 1</p>	
<p>People sleeping rough long-term</p>	<p>This metric measures the number of people sleeping rough during the month who are long-term.</p> <p>Long-term rough sleeping is defined as the number of people seen sleeping rough in the current month and who have also been seen sleeping rough in 2 or more additional months over the past 12 months.</p>	<p>Local authorities should consider:</p> <ul style="list-style-type: none"> • The national target set in A National Plan to End Homelessness - GOV.UK, section 7.1, of halving long-term rough sleeping before the end of this parliament • How to agree a baseline figure in the area with partners, in line with the definition set out here • How partners will work together to agree, create, refine and progress bespoke case plans for those individuals being prioritised for support. • Agreeing an approach to collective monitoring of progress

	<p>The number of people sleeping rough over the course of the month is an estimated figure based on outreach contacts, and the same definition of sleeping rough as above is applied</p> <p>Data Source: Rough sleeping data framework, Table 15, Long term</p>	<ul style="list-style-type: none"> • Agree the Target Priority Group (TPG) of individuals who have a history of sleeping rough or street attachment in an area, who are furthest from asking for or receiving the support they need, and having a target for them
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Annex B: Target Baselines, Trajectories and Final Target Dates

Metric	Baseline (Latest data available as of National Strategy Publication – December 2025)	Annual Checkpoint 1	Annual Checkpoint 2	Final Target (Annual Checkpoint 3 before end of Parliament)
Households with children in temporary accommodation	<i>Enter the number as of September 2025 (HCLIC)</i>	<i>Enter the target number as of September 2026</i>	<i>Enter the target number as of September 2027</i>	<i>Enter the target number as of September 2028</i>
Households with children in	<i>Enter the number as of September 2025 (HCLIC)</i>	<i>Enter the target number as of September 2026</i>	<i>Enter the target number as of September 2027</i>	<i>Enter the target number as of September 2028</i>

B&B over 6 weeks				
Success at preventing and relieving homelessness	<i>Enter the % as of July - September 2025 (HCLIC)</i>	<i>Enter the % target as of July - September 2026</i>	<i>Enter the % target as of July - September 2027</i>	<i>Enter the % target as of July - September 2028</i>
Success at preventing and relieving homelessness for those experiencing multiple disadvantage	<i>Enter the % as of July - September 2025 (HCLIC)</i>	<i>Enter the % target as of July - September 2026</i>	<i>Enter the % target as of July - September 2027</i>	<i>Enter the % target as of July - September 2028</i>
People sleeping rough who are long term	<i>Enter the number as of November 2025 (Rough Sleeping Data Framework)</i>	<i>Enter the target number as of November 2026</i>	<i>Enter the target number as of November 2027</i>	<i>Enter the target number as of November 2028</i>
People sleeping rough on a single night	<i>Enter the number as of the snapshot count in Autumn 2025 (Snapshot)</i>	<i>Enter the target number as of the snapshot count in Autumn 2026</i>	<i>Enter the target number as of the snapshot</i>	<i>Enter the target number as of the snapshot count in Autumn 2028</i>

			<i>count in Autumn 2027</i>	
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Annex C: Guidance on local partnership work to reduce homelessness for particular cohorts, including people leaving public institutions

Cohort	Joint working to consider for inclusion in Action Plans that will support the cohort
Prisons and probation	<p>The Government has set a target of a 50% reduction in the proportion of people who become homeless on their first night out of prison and are subject to probation supervision, and an overall increase by the end of this Parliament in the number of prison leavers in settled accommodation at three months after release and thereafter.</p> <p>On reducing people leaving prisons into homelessness, our national targets are joint ones across prison, probation and housing. You should set out how you will work with local partners on a local target across services with particular emphasis on how housing, prison and probation services will work together.</p>
Young people leaving care	<p>As corporate parents, local authorities should continue to support people leaving care with the same care and responsibility they would give to their own children, even as they move into adulthood. This means effective planning to ensure safe, suitable and stable accommodation is identified and secured before a young person leaves care and being ready to step in quickly with the support they need if things go wrong.</p> <p>The Government has committed to targets to 1) reduce the proportion of care leavers under 25 experiencing homelessness, and 2) that the homelessness system should never be used as a pathway to house young people following the end of a Looked After Child Placement. To support this, you should:</p> <ul style="list-style-type: none"> • Develop a joint housing protocol between local authorities, children’s services authorities, young people with lived experience, and wider stakeholders – ensuring corporate parenting support to young people leaving care.

	<ul style="list-style-type: none"> • Plan accommodation, commissioning and sufficiency strategies with shared commitments from both Housing and Social Services authorities focused on preventing homelessness and supporting successful transitions to adulthood. • Establish joint working arrangements to help care leavers prepare for the realities of living independently, involve them in planning and decisions about their housing options, ensure suitable housing and support is in place and are ready to respond with contingency arrangements if things do go wrong.
Hospital and health	<p>The Government has committed to a target that no one eligible for homelessness assistance is discharged to the street after a hospital stay. To support this, you should</p> <ul style="list-style-type: none"> • Work closely with NHS Trusts, Integrated Care Boards, adult social care and voluntary sector partners to ensure early identification of housing need at admission or first contact. • Ensure housing status, safeguarding and care needs are identified as early as possible, with trained staff and clear referral routes into housing and homelessness prevention services. • Embed housing within multi-agency discharge planning so accommodation and support are in place before discharge and agree clear roles and escalation routes to prevent unsafe discharge. • Agree joint discharge pathways and information-sharing arrangements. • Explore co-locating housing or homelessness prevention staff within hospitals or providing in-reach to support coordinated, timely discharges. • Provide follow-up support after discharge, including tenancy sustainment and contingency arrangements, to prevent repeat homelessness or street discharge.
Asylum	<p>The Home Office has committed to ensuring councils receive information from asylum accommodation providers for 100% of newly granted refugees at risk of homelessness, to enable councils to commence a homelessness assessment. This will be received within two days of an asylum discontinuation of support notification, and within 14 days of family reunion visa issuance.</p>

	<p>To enable early intervention for refugees at risk of homelessness, you should consider:</p> <ul style="list-style-type: none"> • Starting the homelessness prevention duty without delay to give newly recognised refugees the best chance of securing onward accommodation and successfully transitioning into their community. • Introducing targeted interventions for individuals transitioning from asylum accommodation, with a focus on preventing rough sleeping and facilitating access to sustainable onward housing solutions.
Veterans	<p>The Government has committed to ensuring that all councils are aware of service provision in their area to support veterans at risk of homelessness. To do this you should:</p> <ul style="list-style-type: none"> • Consider training/ upskilling staff to make sure veterans are identified and supported. • Provide information on veteran specific support available in your local area including any local VALOUR Recognised Centres providing support across housing, health and employment.

Annex D: Vulnerable Groups, Stakeholders, Strategies and Policies to consider in the development of a local Homelessness Strategy and Action Plan

Vulnerable Groups

- **Families**, including large families
- **Single people**, to support the prevention of rough sleeping
- **People sleeping rough**, with consideration to preventing rough sleeping and those new to rough sleeping, in addition to those long-term rough sleeping
- **Victims and survivors of domestic abuse**, including perpetrator approach
- **Care leavers and other young people**
- **People leaving institutions**, including hospitals, prison & asylum accommodation
- **Households with physical or mental health needs**
- **Other groups** might include people at risk of or experiencing exploitation, including victims of modern-day slavery, boat or van dwellers and specific approaches relevant to women and other genders, people who are LGBTQ+, people who are neurodiverse, individuals experiencing multiple disadvantage, Gypsy Roma Travellers and other locally identified groups.

Stakeholders

- Public bodies subject to the statutory Duty to Refer
- Adult and Children Social Care services in two-tier areas must assist local housing authorities in carrying out the review ([section 1\(2\) of the 2002 Act](#)), and to formulate and publish their Strategy
- Health, including public health, mental health services, substance misuse and other relevant health services
- The Home Office (the asylum system)
- Community safety partnerships
- HM Prison and Probation Services
- Domestic abuse services

- Voluntary sector organisations, or others, who can contribute to the Strategy aims, such as advice agencies, food banks, trusts and other organisations including any specialist equality groups
- Neighbouring local authorities, Mayoral Strategic Authorities and upper-tier authorities to form a coherent approach to tackling homelessness across regions and join up with housing services.
- Registered Providers, Private Landlords and Social Housing Investors where relevant

Strategies and Policies

- [Government's A National Plan to end Homelessness \(2025\)](#)
- [Child Poverty Strategy 2025](#)
- Government's Long Term Housing Strategy (once published)
- [Local Supported Housing Strategies Guidance \(2026\)](#)
- Domestic Abuse Safe Accommodation Strategies
- [Freedom from Violence and Abuse Strategy](#)
- Local Supported Housing Strategies (once published in March 2027)
- Health and Wellbeing Strategies
- [Health and Social Care Act 2012](#)
- Local Housing Strategies
- Local Tenancy Strategies
- Local Plans
- Local Housing Allocation/Nomination Policies
- Relevant regional housing strategies
- Local approach to addressing anti-social behaviour where this overlaps with people rough sleeping
- Armed Forces Covenants
- [Community Cohesion Strategy 2026](#)
- [Renters' Rights Act 2025](#)

Annex E: Template Format B&B Elimination Plan

i. Strategy and Corporate Support:

- **Gaining organisational commitment** to develop and deliver the Action Plan – with support from members and senior management that includes agreement of governance, monitoring and review processes.

ii. Developing your Elimination plan

- **Linked to your temporary accommodation policy, identify current and anticipated future demand for Temporary Accommodation** including identifying the processes and factors contributing to the use of TA and specifically B&B placements.
- **Analysis of the routes into and trends in B&B use** over previous quarters. This should include more detailed review of the reasons for initial placement, length of stay, the legal duties under which B&B is used and what prevents early move on/placement into suitable TA–B&B accommodation.
- **Identifying the net costs** of B&B and estimating the costs of alternative approaches.
- **Engaging with partners** to understand options and galvanise support, including learning from other local authorities, particularly those who have a suitable portfolio of TA to meet demand without reliance on B&B or who have successfully reduced B&B use through an effective B&B elimination plan and MHCLG’s homelessness adviser team. Engagement should also focus on working with partners to review the effectiveness of duty to refer and other referral pathways to enable early intervention, and work with RP and supported housing providers to increase alternative TA and / or to review access to settled accommodation options.
- **Identifying targets, actions and priorities to be included in the Elimination Plan**, Specific actions will vary depending on local context and both supply and demand factors, but it is advised that the following areas should be considered:
 - Enhanced earlier identification
 - Prevention and casework planning
 - Focused management of placements into temporary accommodation and sufficient oversight and support for those in temporary accommodation

- Development of more suitable temporary accommodation
- Maximising opportunities to move on from B&B, which could include more intensive casework support
- Development of more settled accommodation options
- **Review existing plans** and strategies to look for alignment and collaboration.

iii. Implementing the plan

- The Elimination Plan should include **appropriate prioritisation of actions and timescales for delivery**, and the LA should have in place appropriate arrangements for monitoring and review of progress. This will include on-going work and regular updates on action plan delivery as part of regular engagement with MHCLG's area adviser team.
- **Collecting data and reporting on progress** should be wider than the number of families in B&B and progress to eliminating B&B use support services to monitor impact and make changes as need. This will include monitoring wider metrics in terms of both quantitative data and at a case level, e.g.
 - Demand factors, including reasons for approach and placement, stage of approach, successful prevention, relief and main duty outcomes
 - Overall households in temporary accommodation and breakdown of accommodation type, length of stay, suitability etc
 - Number of move on plans for families in B&B
 - Number of temporary accommodation units in the pipeline
 - Number of temporary accommodation units still required to meet demand

