

Transport, Infrastructure and Housing Scrutiny Panel

DATE	14/07/2026
REPORT OF	Katie Brown, Director Adults, Housing and Communities
SUBJECT	Homelessness Prevention and Rough Sleeping Strategy
STATUS	Open

CONTRIBUTION TO OUR AIMS

This report presents the Homelessness Prevention and Rough Sleeping Strategy for North East Lincolnshire for consideration. The proposed strategy aligns with the Governments 'Plan to End Homelessness' and delivery of the indicators outlined in the Local Government Outcomes Framework. The proposal aims to prevent homelessness wherever possible, halve long term rough sleeping and ensure that every resident of North East Lincolnshire has access to a safe, stable and affordable home. This proposal also supports the ambitions of the Council Plan, particularly the 'stronger communities' aim by enabling people to live a healthy life and have good quality and sustainable housing.

EXECUTIVE SUMMARY

The draft Homelessness Prevention and Rough Sleeping Strategy provides detail on the steps needed to reduce homelessness and rough sleeping in the borough. This strategy has been developed with our external partners, who will play a key role in delivering the strategies five key objectives.

Aligned with the Governments 'Plan to End Homelessness', the strategy focuses on key areas including; Prevention – Tackling the root causes, support for those at higher risk of homelessness, helping people stay in their homes, eliminating the unlawful use of Bed and Breakfast accommodation, improving temporary accommodation and halving long-term rough sleeping.

The proposed strategy is evidence based and takes into account views from our partners who we engaged during its development. We are also consulting with partners, services users and the general public to gain their feedback during the consultation phase that will take place during July and August. Once the consultation has ended, we will evaluate responses received and make changes to the strategy where required, presenting a report to Cabinet for approval and adoption of the revised strategy.

This report therefore seeks commentary from Scrutiny in parallel to public consultation.

MATTERS FOR CONSIDERATION

We invite Scrutiny to review the draft strategy, providing feedback on its content.

Scrutiny may also wish to consider recommendations it would like to make to Cabinet which will be presented to Cabinet in the fullness of time.

1. BACKGROUND AND ISSUES

- 1.1 The government published a new Homelessness Strategy in December 2025 – [A National Plan to End Homelessness](#) – which sets out new expectations of local authorities and their partners with regards to their local homelessness strategies.
- 1.2 Legislation states that local authorities must have a homelessness strategy in place and that these should be renewed at least every five years. We were therefore already in the process of updating our strategy when the new national strategy was published. We have since worked with partners to develop a new local strategy that meets both local need and new national expectations.
- 1.3 We have used local data and insights and conversations with our partners to understand both the successes and challenges facing both our and our partners' internal homelessness and rough sleeping services since the last strategy was developed.
- 1.4 We have held nine events including 8 themed workshops where we looked at key priorities.
- 1.5 We held further one to one sessions with partners (including the National Residential Landlords Association) to understand their viewpoints and concerns.
- 1.6 Feedback during this engagement work has helped to shape our strategy development and has included: a desire from partners for stronger involvement in service delivery and design, the need for shared accountability across organisations, the importance of earlier intervention, and a requirement for better access to data and improved transparency.
- 1.7 Our proposed strategy focusses on five priorities:
 - a) Prevent homelessness wherever possible
 - b) Halve rough sleeping, as a first step towards ending rough sleeping entirely
 - c) Ensure we have suitable accommodation and support solutions for all residents
 - d) Use data to predict need, drive continuous service improvement and ensure transparency
 - e) Work in partnership to deliver our council and borough wide strategy, improving outcomes for all residents.
- 1.8 The strategy also includes new local targets against outcomes set out in the government's new Local Government Outcomes Framework. In summary the outcome measures are:
 - Prevent the illegal use of Bed and Breakfast for households with children
 - Reduce the rate of households with children in temporary accommodation

- Reduce overall homelessness presentations through earlier intervention
 - Increase the number of cases prevented or relieved before reaching statutory homelessness
 - Increase success at preventing and relieving homelessness for those experiencing multiple disadvantage
 - End rough sleeping as far as possible
 - Halve the number of long-term rough sleepers
- 1.9 The Homelessness Prevention and Rough Sleeping Strategy is attached separately alongside an Action Plan for Delivery. Subject to subsequent Cabinet approval, the Strategy and the Action Plan will be published and submitted to Government, in accordance with requirements set out in legislation and in the 'National Plan to End Homelessness'.
- 1.10 Consultation is due to begin on 8 July 2026 and will close on 2 September 2026. The final strategy will be presented to Cabinet for approval in November.

2. RISKS, OPPORTUNITIES AND EQUALITY ISSUES

- 2.1 The Council must review its current strategy in accordance with the Homelessness Act 2002. This review must ensure alignment with requirements set out both in legislation and in the Governments 'National Plan to End Homelessness'.
- 2.2 The Council must also publish an Action Plan by December 2026.
- 2.3 The government have been clear that failure to achieve this could impact on future funding received by the Ministry of Housing, Communities and Local Government.
- 2.4 Reviewing the strategy provides an opportunity to update the strategy with new guidance and legislation. It also provides an opportunity to ensure that the actions we are taking – both as a council and through partners – ensure both improvement in outcomes for residents of the borough and value for money for the council.
- 2.5 An impact assessment has been completed and there are no equality issues identified. The impact assessment will be reviewed prior to presenting the strategy to cabinet.

3. REPUTATION AND COMMUNICATIONS CONSIDERATIONS

- 3.1 A full public consultation is being prepared to commence on 8 July 2026, closing on 2 September 2026. This consultation will include an online survey and a number of in-person consultation opportunities. This will include theme based workshops with partners and members of the community.
- 3.2 An analysis of the consultation will be undertaken and any changes required as a result will be made to the strategy.

- 3.3 A full summary report on the outcome of the consultation will be produced. This will accompany the final report to Cabinet for November presentation.

4. FINANCIAL CONSIDERATIONS

- 4.1 NELCs Housing and Homelessness Prevention Services receives a mixture of funding from NELC's core budget and grants directly received from the MHCLG specifically for homelessness prevention and rough sleeping.
- 4.2 Whilst the council pays directly for the accommodation it owns and leases, it receives rent from residents who live in this accommodation, via Housing Benefit recovery.
- 4.3 In 2025/2026 the council's net spend was approximately £3 million on homelessness and rough sleeper support services and accommodation. This was supported by approximately £1.35 million of grant funding from MHCLG, almost £1.3 million from Housing Benefit recovery and core council funding.
- 4.4 In 2026/2027, NELC is due to receive approximately £1.4 million of grant funding specifically for homelessness and rough sleeper services through MHCLGs Homelessness, Rough Sleeping and Domestic Abuse Grant. The council will continue to fund homelessness support services through a mixture of this grant funding, Housing Benefit recovery and core council budget, focusing on the delivery of the strategic priorities identified within this strategy.
- 4.6 Any additional projects proposed during the delivery of this strategy will have a full business case developed and will be submitted through the current governance process.

5. CHILDREN AND YOUNG PEOPLE IMPLICATIONS

The strategy and action plan include important work to support Care Leavers to secure and maintain suitable accommodation, and to support families with children who are homeless or at risk of homelessness. Children's Services have been engaged in the development of this strategy.

6. CLIMATE CHANGE, NATURE RECOVERY AND ENVIRONMENTAL IMPLICATIONS

There are no implications.

7. PUBLIC HEALTH, HEALTH INEQUALITIES AND MARMOT IMPLICATIONS

This proposal supports reducing health inequalities and the achievement of progress against the 8 Marmot Principles.

8. FINANCIAL IMPLICATIONS

Whilst there are no direct finance implications arising, Housing and Homelessness Preventions services are funded through a combination of specific grant funding, Housing Benefit recovery and core Council resources. Delivery should continue to focus on securing value for money and, maximising available external funding.

9. LEGAL IMPLICATIONS

There are no immediate legal implications arising. A key facet of scrutiny is to influence and test emerging strategies, giving feedback and making recommendations to Cabinet., This in turn strengthens the ultimate decision and is demonstrative of good governance practice.

10. HUMAN RESOURCES IMPLICATIONS

No HR implications

11. MONITORING COMMENTS

12. WARD IMPLICATIONS

This strategy will provide support for all households in the borough who are homeless or at risk of homelessness.

13. BACKGROUND PAPERS

['Plan to End Homelessness'](#)
[Homelessness and Rough Sleeping Strategy 2019-2024](#)

14. CONTACT OFFICER(S)

Jacqui Wells – Lead for Housing Strategy and Affordable Housing

Katie Brown
Director Adults, Housing and Communities

Annex A: North East Lincolnshire Council's draft Action Plan to deliver our Homelessness Prevention and Rough Sleeping Strategy

Prevent homelessness wherever possible, halve rough sleeping as the first step towards ending it entirely, and ensure that every resident of North East Lincolnshire has access to a safe, stable and affordable home		
This plan will be reviewed by the NELC Housing Board on an annual basis.		
Priority 1: Prevent homelessness wherever possible		
Strengthen universal prevention		
1.1	Review the council website to provide consistent homelessness information for residents and partners.	December 2026
1.2	Introduce a "Call Before You Serve" (CB4YS) approach to support landlords and tenants before notice is served.	March 2027
1.3	Strengthen partnerships with partners and local organisations, and education providers to improve awareness of the prevention and early intervention, and how residents can be supported at the earliest opportunity.	September 2027
1.4	Implement the new Home Choice Lincs Housing Allocations Policy	March 2027
1.5	Deliver a new Homelessness Financial Assistance Policy	September 2027
Targeted prevention		
1.7	Develop a coordinated approach to youth homelessness.	December 2027
1.8	Develop pathways for households that repeatedly experience homelessness	December 2027
1.9	Develop a coordinated prison leaver accommodation and support pathway with Probation	June 2027
1.10	Develop a hospital discharge protocol to prevent discharge into homelessness.	September 2027
1.11	Improve accommodation pathways and support for care leavers	January 2027
1.12	Continue delivering a coordinated response to support victims of domestic abuse.	Review April 2027
1.13	Maintain and promote housing pathways for military veterans.	March 2027
1.14	Work with partners to increase delivery of the Crisis Resilience Fund. The fund helps households facing financial shocks, while stronger referral networks and resilience services support	April 2027

	residents to sustain tenancies and build long-term financial stability.	
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Priority 2: We will half rough sleeping, as a first step to ending it entirely		
2.1	Review and strengthen Rough Sleeper Multi-Disciplinary Team (MDT) arrangements.	December 2026
2.2	Establish a senior Rough Sleeping Partnership Group focused on entrenched rough sleepers	September 2026
2.3	Strengthen outreach services and engagement with rough sleepers experiencing multiple disadvantage	April 2027
2.4	Commission a 24/7 warm space for rough sleepers.	March 2027
2.5	Develop a proposal for a new multi-agency hub supporting rough sleepers and homeless residents with complex needs.	December 2028
2.6	Review and strengthen housing pathways and accommodation options for rough sleepers.	December 2027

Priority 3: We will ensure suitable accommodation and support for all residents		
3.1	Recommission Housing Related Support	March 2027
3.2	Develop a joint Care Leaver Accommodation Strategy.	December 2026
3.3	Undertake a review of accommodation and support services for vulnerable groups	December 2027
3.4	This review will consider: • Families (including large families) • Single people • Victims and survivors of domestic abuse • People leaving institutions • People with physical or mental health needs • People experiencing multiple disadvantage.	
3.5	Develop and publish a Supported Housing Strategy	March 2027
3.6	Develop an Affordable Housing Strategy	December 2026
3.7	Develop a new Section 106 affordable housing policy	April 2027
3.10	Establish a Registered Provider Forum	July 2026
3.11	Develop an Empty Property Strategy	June 2027
3.12	Review the Housing Assistance Policy to support households requiring adapted accommodation	April 2028
3.13	Develop a Bed & Breakfast use strategy that will eliminate the use of B&B accommodation for families, and creates a consistent pricing structure to the costs of commissioning B&B accommodation, where required for individuals.	April 2027
3.14	Develop a Temporary Accommodation strategy setting out plans to remove the use of B&B as a form of temporary accommodation.	December 2027

Priority 4: We will use data to drive improvement and transparency		
4.1	Establish a dedicated data and intelligence function within the Housing and Homelessness Prevention Service	June 2026
4.2	Develop and publish a partner-facing homelessness and rough sleeping dashboard	January 2027
4.3	Use data and intelligence to identify emerging trends and support earlier intervention	December 2027
4.4	Review and embed customer voice and lived experience throughout service design and delivery	March 2027

Priority 5: We will work in strong partnership to deliver this strategy		
5.1	Establish a Homelessness Prevention and Rough Sleeping Steering Group accountable to the Housing Board	August 2026
5.2	Establish multi-disciplinary Targeted Prevention Panels for households with multiple needs	March 2027
5.3	Expand and strengthen partnerships with community organisations including food banks and community cafés	April 2027
5.4	Create new opportunities for service user engagement and co-production	April 2027

North East Lincolnshire's Homelessness Prevention and Rough Sleeping Strategy, 2026 – 2029

Working together to prevent homelessness
and end rough sleeping in North East Lincolnshire



Prevent



Support



Sustain



Together



A great place to live,
work and visit



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Executive Summary

Everyone deserves a safe place to call home. Yet in the last year alone, at least 1361¹ people became homeless in North East Lincolnshire. With well evidenced links between housing, employment and health, preventing and reducing homelessness is central to the achievement of positive health and economic outcomes for residents across the borough.

The government's [National Plan to End Homelessness](#) sets out a clear expectation on local authorities and their partners to strengthen their focus on prevention and tackling the worst forms of homelessness, including rough sleeping. With significant focus on these areas already underway via our 2019 – 2024 Homelessness Strategy, we have a strong foundation to build on.

This strategy sets out how we will strengthen our work with committed and ambitious partners across the borough to tackle the challenges we face, including:

- Persistent demand for homelessness support and temporary accommodation
- Complex challenges with supporting long term rough sleepers
- Demand for social housing that outstrips supply
- Affordability and supply challenges in accessing private sector housing
- Complex needs, including alcohol and drug addiction and mental health challenges in homeless households

The strategy sets out our five priorities for this new strategy, informed by conversations with partners and people with lived experience. These priorities will be our focus for action over the next three years to successfully prevent and reduce homelessness. They are:

- **Prevent homelessness wherever possible** by strengthening universal support, improving early intervention, and targeting those most at risk. This includes young people, prison leavers, care leavers and people leaving hospital. Through expanding access to the Crisis Resilience Fund, we can help households facing financial shocks, while developing stronger referral networks and resilience services to support residents to sustain tenancies and build long-term financial stability.
- **We will half rough sleeping, as a first step to ending it entirely**, by enhancing multi-agency working, strengthening outreach, and ensuring access to a 24/7 warm space.

¹ Source: H-Click Data return collated by NELC and submitted to the Ministry of Housing, Communities and Local Government (MHCLG)

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- **We will ensure suitable accommodation and support for all residents** through recommissioned support services, a new accommodation strategy, improved provision for care leavers, eliminating family B&B use, and increasing the supply of social and affordable homes.
- **We will use data to drive improvement and transparency**, investing in better data, insight and reporting to support a more preventative and evidence-led approach.
- **We will work in strong partnership to deliver this strategy**, supported by a new Homelessness Prevention and Rough Sleeping Steering Group to provide leadership and oversight.

We will measure our success by tracking progress against new locally developed targets, in line with government expectations set out through the National Plan to End Homelessness and the new Local Government Outcomes Framework. (See 8.2)

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1. Introduction

- 1.1 In the last year alone, at least 1361 people became homeless in North East Lincolnshire. With no place to call home, we know that people's lives and life chances across health, education and employment outcomes are hugely impacted.
- 1.2 Everyone deserves a place to call home. This strategy sets out how we will work in partnership with committed and ambitious partners across the borough to support all of our residents to have safe and secure homes.
- 1.3 The government's [National Plan to End Homelessness](#) sets out a clear expectation on local authorities and their partners to strengthen their focus on prevention and to tackle the worst forms of homelessness. It sets out new requirements that local authorities will set, publish, and report against a set of targets to prevent and reduce homelessness and rough sleeping. As a condition of receiving government funding, local authorities are expected to publish and regularly update their strategies and related action plans.
- 1.4 This strategy sets out the commitments and targets we will meet in North East Lincolnshire and how we intend to do that through strengthened partnership working. It demonstrates high local ambition to improve outcomes for our residents, ensuring connections are made across related strategies, teams and systems, including for example Children's Services and Public Health.

2. National and regional context

- 2.1 Since the publication of the 2019 to 2024 [Homelessness and Rough Sleeping Strategy](#), there has been significant change at both a national level and regional level.
- 2.2 Nationally, the UK Government has published the cross-government [National Plan to End Homelessness](#), setting out the government's long-term vision to end homelessness and rough sleeping, making sure everyone has access to a safe and secure home. It sets out rising need as a result of the rising cost of living, lack of social and affordable homes and poor quality, high-cost homes. It highlights the need for an urgent response to get back on track to ending homelessness and rough sleeping, tackling the root causes and investing in long-term solutions. It has a significant focus on prevention, setting out action from a range of government departments, greater freedoms and accountability for local authorities to make changes locally, and a range of funding and support to enable councils to achieve positive outcomes.
- 2.3 The legislative context is changing, with new duties being introduced across a number of new Acts. This includes:
 - Greater protection for tenants under the Renters' Rights Act.
 - Sharing data between services for children staying in temporary accommodation through the Children's Wellbeing and Schools Act.
 - Strengthening the regulation of Supported Housing through the Supported Housing (Regulatory Oversight) Act.

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2.4 Other relevant national strategies, policies and legislation include, but are not limited to:

- The UK Government's National Plan to End Homelessness
- Part 7 of the Housing Act 1996
- Child Poverty Strategy 2025
- Statutory guidance: Local Supported Housing Strategies
- Freedom from Violence and Abuse Strategy
- Health and Social Care Act 2012
- Community Cohesion Strategy 2026

2.5 Regionally, the establishment of the Greater Lincolnshire Combined County Authority (GLCCA) in February 2025 introduces new opportunities through devolved funding and strategic collaboration. We are part of a new GLCCA homelessness group, working with partners to share learning and develop solutions to share challenges.

2.6 In parallel, Local Government Reorganisation aims to streamline council structures and improve efficiency and accountability. North East Lincolnshire Council, as a unitary authority, has submitted proposals to retain its independence within this evolving landscape. Alternative proposals have been submitted by other councils, and we are awaiting decisions from the Ministry of Housing Communities and Local Government (MHCLG) that are expected later this year.

2.7 These changes collectively require a renewed approach to North East Lincolnshire's homelessness prevention and relief activity. This strategy sets out how we are responding to national and regional policy direction whilst ensuring all action we take is informed by and focussed on meeting the needs of our residents in a changing environment.

3. Local context

3.1 North East Lincolnshire Council has high ambition for the borough and its residents. The [Council Plan](#) details the council's commitments to building a stronger economy and stronger communities. To support this, in July 2025 the council approved a decision to become a [Marmot Place](#), embedding a focus on reducing inequalities through all we do. The Marmot Principles are embedded through all council strategies and activities, including the Children and Families [Growing Stronger Together Strategy](#), which has a commitment to giving every child the best start in life – one of the eight Marmot principles. Strategies across council services set out related actions aligning and strengthening actions to prevent and relieve homelessness.

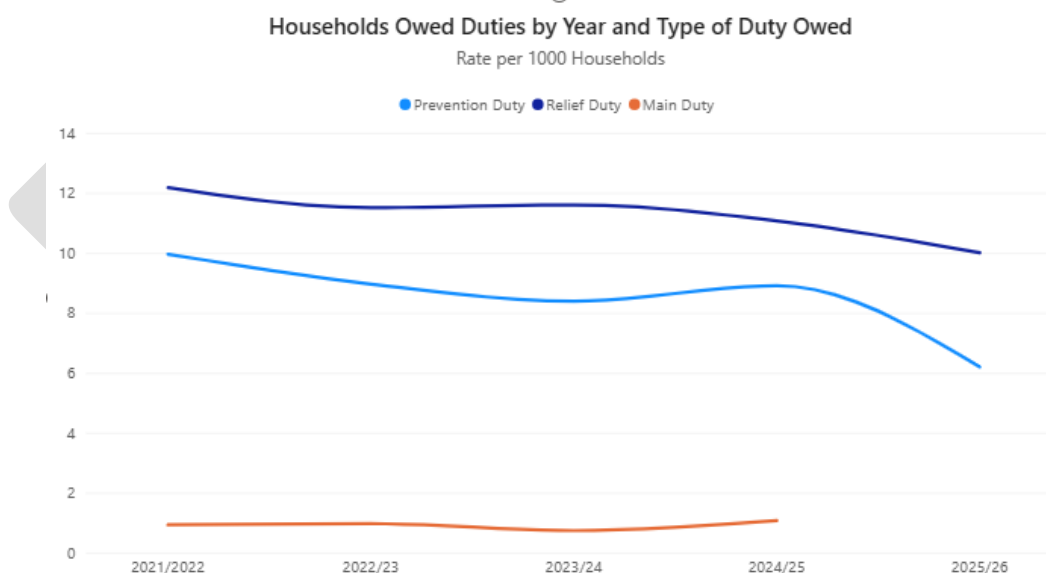
3.2 North East Lincolnshire is a place of huge opportunity, with significant investment in the borough to support regeneration. This includes the regeneration of Grimsby Town Centre and the delivery of Pride in Place funding for both Grimsby and Immingham and Habrough. In Cleethorpes, regeneration schemes are also underway at Pier Gardens and Cleethorpes Market Place.

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- 3.3 The borough has a strong connection with the Armed Forces community, with the council reaffirming their commitment to the Armed Forces Covenant in 2023 and appointing a new Armed Forces Officer in 2026. The new officer works across all services to ensure serving and former members of the Armed Forces and their families are not disadvantaged by their service and sacrifice.
- 3.4 Whilst need for social housing outstrips supply, we are seeing examples of national and local house builders partnering with registered providers of social housing to build, sell and rent new social and affordable homes in the borough. The government's £39bn Social and Affordable Homes Programme provides an opportunity for the borough to continue on this path.
- 3.5 This regeneration, opportunity and investment is happening against a backdrop of social and economic challenges; as a borough we have higher than average unemployment rates, lower than average wages² and areas of significant deprivation.
- 3.6 From a housing and homelessness perspective these challenges result in affordability issues, tenancy sustainment challenges and poor quality housing stock.
- 3.7 We have:

a) Continued demand for homelessness support

The chart below shows that the number of prevention and relief cases over the last 5 years and numbers of cases have decreased after the impact of the pandemic, but demand remains.



² [Economy - UTLA | North East Lincolnshire | Report Builder for ArcGIS](#)

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³Figure 1 NELC Duties owed 2020-2026

As shown in figure 2 below, we have a good record of relieving homelessness, with our relief rate staying around 50% over the past 4 years. Conversely, our prevention rates have fallen just below the national average, falling from 60% in 2022/23 to 47% in 2025/26. This suggests that there is more to do to prevent homelessness in North East Lincolnshire.

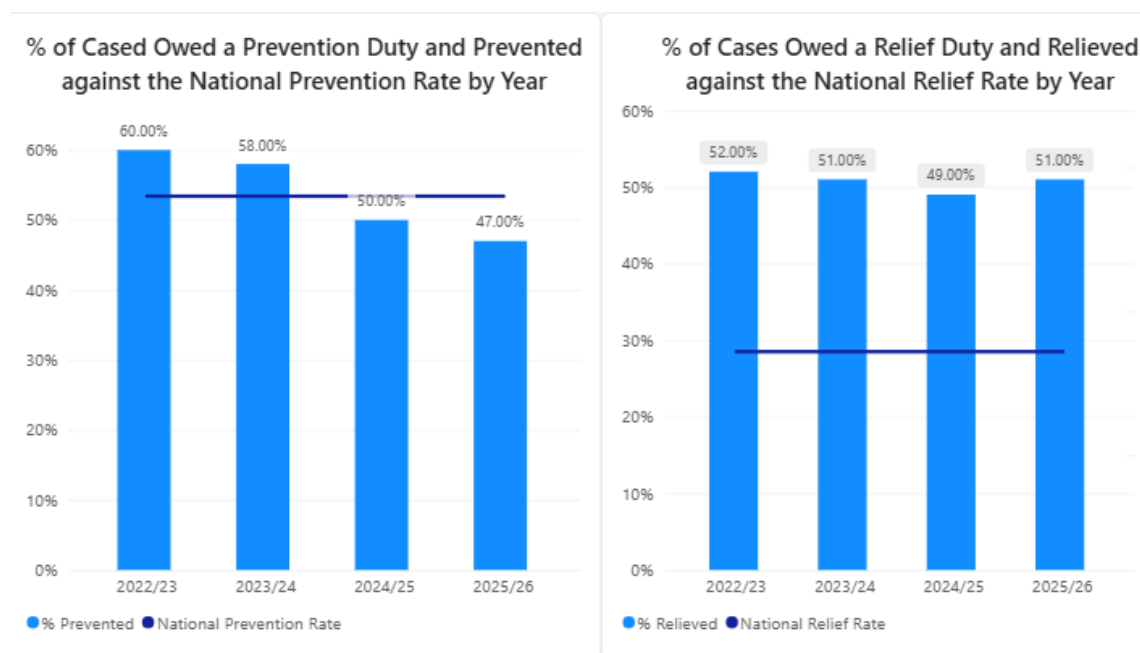


Figure 2 NELC Cases owed a NEL Prevention and Relief duty v National Relief Rates 2022 - 2026

Between 2023 and 2025, the three main reasons households became homeless in North East Lincolnshire were:

- Family or friends no longer being willing or able to accommodate them
- Leaving an institution without accommodation
- Domestic abuse

Figure 3 below shows that loss of accommodation with family or friends is by far the most common cause of homelessness, accounting for just over 30% of cases opened in 2023/24 and slightly lower, but still the largest proportion, in 2024/25. This pattern mirrors national trends, where relationship breakdown remains the leading driver of homelessness.

³ Source: MHCLG Annual Return (please note that the way data was collated changed in 2022/23 for those owed a duty.)³ Source: MHCLG Annual Return

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Top 3 Reason for loss of last settled home for households owed a relief duty

Data taken from the Statutory Homelessness return

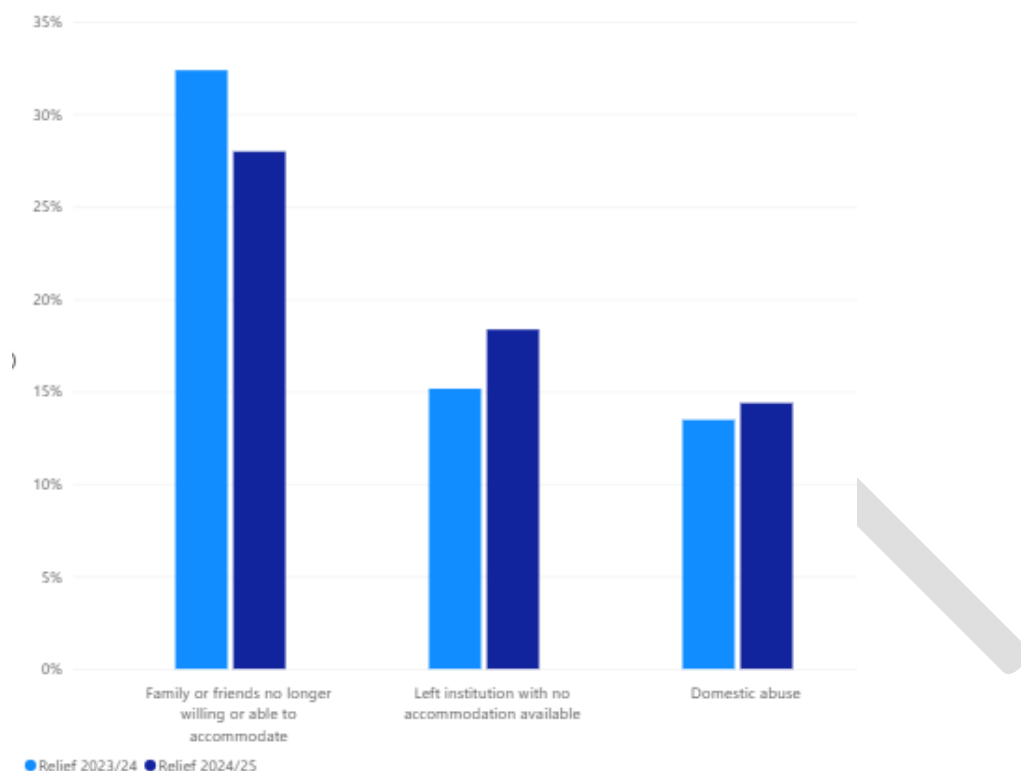


Figure 3 NELC reasons for loss of settled home 2023-2025

b) A cohort of long-term rough sleepers with complex needs

During the COVID-19 pandemic, strong partnership working enabled rapid accommodation of those sleeping rough, successfully supporting people with complex needs through emergency provision. Since then, demand and complexity of need has increased, with rising numbers of rough sleepers and more entrenched support needs.

Rough sleeping in the borough has nearly doubled from 12 individuals in autumn 2025, to 23 in April 2026. This includes new and repeat cases, with some people returning after recently accessing supported accommodation. This shows that there is more we need to do to ensure the support provided across the borough leads to sustained, improved outcomes.

Daily outreach with those rough sleeping engages 10–12 individuals. Outreach engagement has been steadily increasing in the last 6 months, and of the 23 individual rough sleepers recorded in April we understand that:

- 7 individuals were new to rough sleeping over this month
- 2 individuals had returned to rough sleeping

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- 4 individuals had returned to rough sleeping, having lived in supported accommodation within the last 12 months

We are seeing increasing levels of multiple disadvantage, including non-engagement, substance misuse, mental health issues, limited access to communication, literacy barriers, and a shortage of suitable supported housing options.

While partnership foundations remain strong in North East Lincolnshire, growing demand is placing pressure on the system. A more flexible, targeted approach to supporting the most vulnerable is needed.

c) Demand for social housing outstrips supply

The 2021 census evidenced that approximately 22 out of 100 homes were rented from a private landlord. In comparison, only about 13 out of 100 were rented from a social landlord. Across the UK, about 20 out of 100 homes are rented privately, and 18 out of 100 are social homes. This means that in North East Lincolnshire there is a higher reliance on private renting despite high need for social housing, likely contributing to affordability pressures and increasing the risks of homelessness.

According to the 2021 census, there were 69,826 households in borough. In May 2026 there were 4,230 households on the housing register⁴. This includes households who are in temporary accommodation, or wish to move to more suitable accommodation that meets their requirements.

In the past five years we have seen a shortfall in delivering new affordable housing, meaning need for social housing continues to outstrip supply. The figures below are evidenced in the [Housing and Economic Development Needs Assessment 2026](#) as shown in figure 4.

⁴ Registered on Home Choice Lincs Social Housing Register

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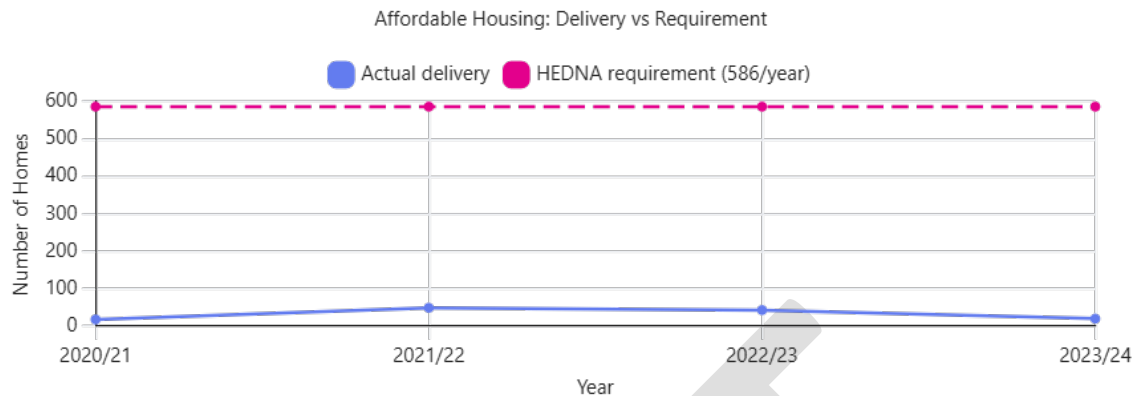


Figure 4 Affordable Housing Delivery v Requirement 2020 - 2024

d) Affordability and supply challenges in accessing private sector housing

Unemployment is Rising

Levels of unemployment are higher in North East Lincolnshire in comparison to the rest of the UK. Nearly 7 out of 100 people in North East Lincolnshire are unemployed (ONS December 2025), compared to 5 out of 100 nationally.

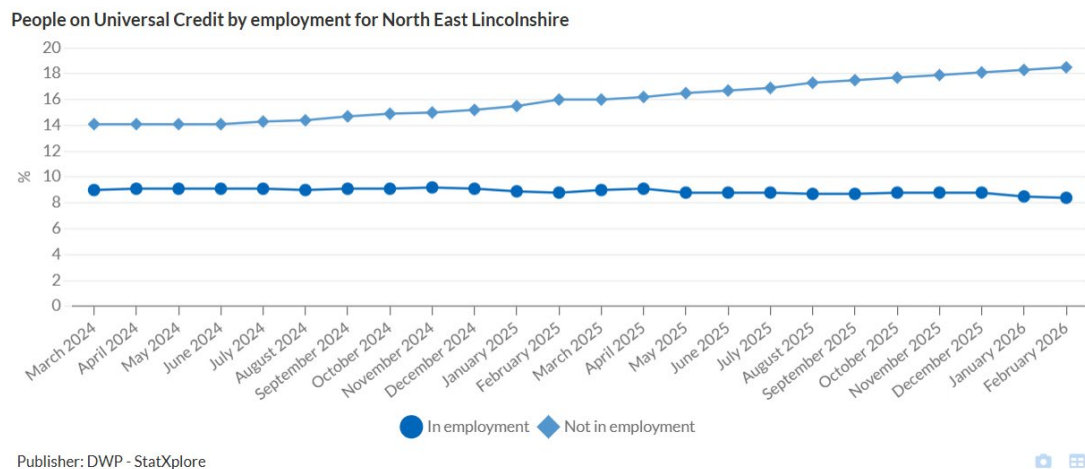


Figure 5 NEL No. of people claiming Universal Credit 2024-2026 ⁵

The above chart shows the current trajectory of people on universal credit who are both in and not in employment in North East Lincolnshire, showing a widening gap between those in and out of employment.

⁵ [Economy - UTLA | North East Lincolnshire | Report Builder for ArcGIS](#)

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Lower incomes for those in employment

The chart below shows data from the [Employee Earnings in the UK](#) published by the Office for National Statistics.

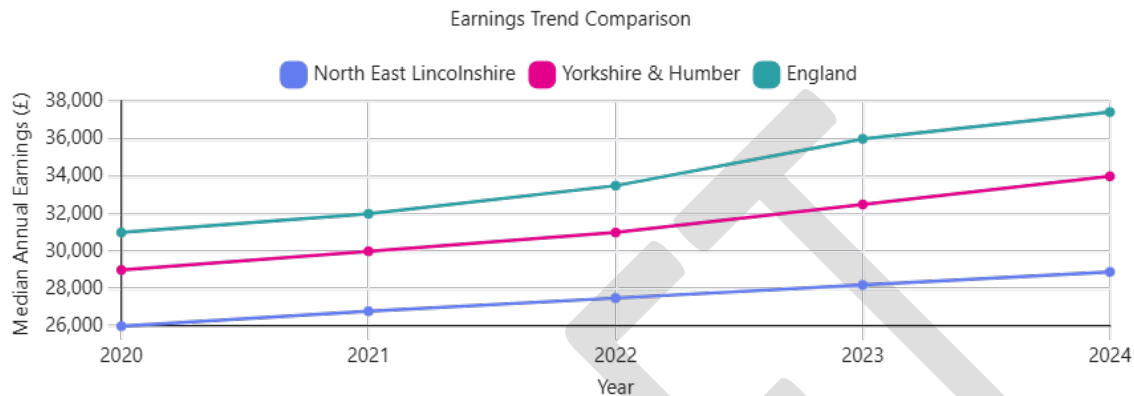


Figure 5: ONS Employee Earnings in the UK 2020 - 2024

The above chart shows that although earnings have increased steadily across North East Lincolnshire, Yorkshire & Humber, and England between 2020 and 2024, a clear gap remains between them. North East Lincolnshire consistently has the lowest earnings, rising from around £26,000 to just under £29,000, while Yorkshire & Humber sits higher, and England remains the highest, reaching over £37,000. This demonstrates a persistent and widening disparity, with local wages in North East Lincolnshire not keeping pace with regional and national levels, contributing to ongoing affordability and inequality challenges.

Areas where we have high levels of deprivation

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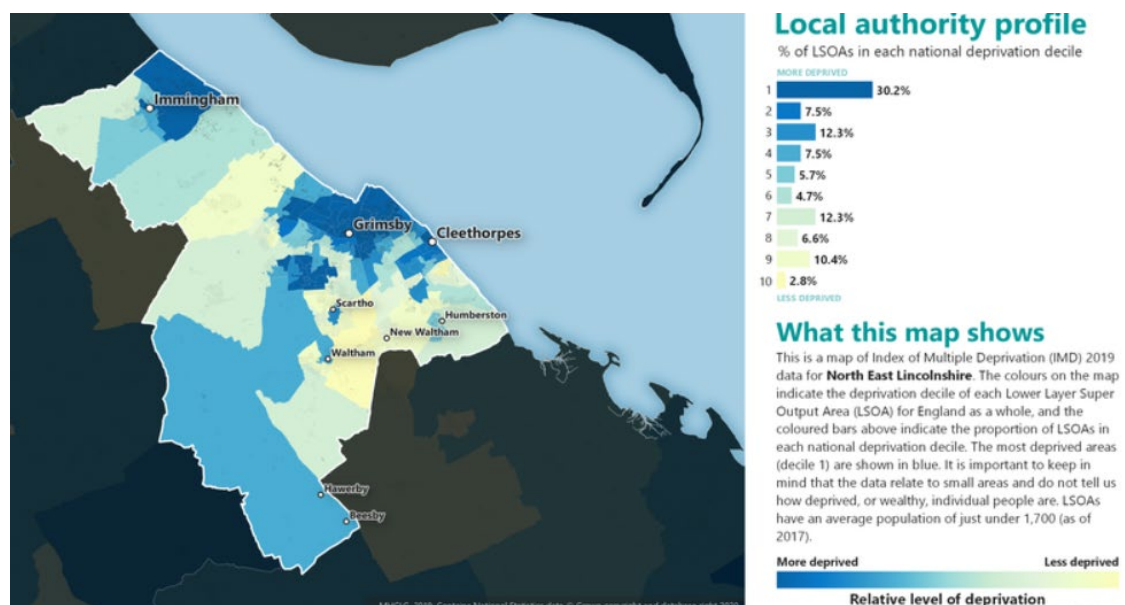


Figure 6: Index of Multiple Deprivation 2019

Deprivation in North East Lincolnshire is highly concentrated in a small number of urban wards, particularly in central Grimsby, where several neighbourhoods fall within the most deprived decile nationally. In contrast, suburban and rural wards such as Humberston, Wolds and Laceby experience significantly lower levels of deprivation. This uneven distribution highlights a clear spatial divide across the borough, with the most acute deprivation linked to areas of lower income, poorer health outcomes and higher unemployment.

Types of Property

The areas identified as having higher levels of deprivation are the inner urban areas, e.g. the East and West Marsh, Sidney Sussex and Heneage Wards. These areas have high levels of terrace housing built in the 1900s to provide housing for families coming to work in the former fishing industry.

According to the Census 2021, 54.9% of the borough's housing stock has three bedrooms, with only 29% 1 or 2 bedroom properties. These do not align with the national figures where 40% of housing stock has three bedrooms and 39% has one or two bedrooms. There is a need for more 1 and 2 bedrooms in the borough.

Types of Household

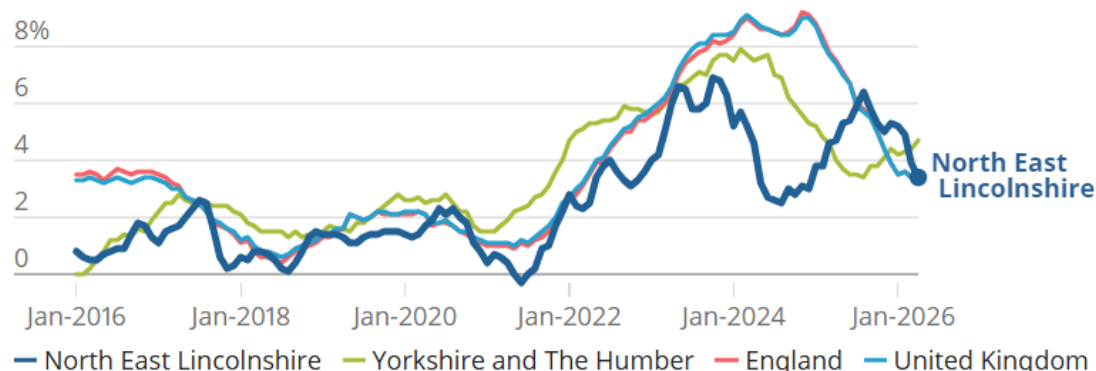
The 2021 Census evidences 32.5% of households in North East Lincolnshire were single households slightly exceeding the nation average. Single households rely on one income and therefore are likely to be unable to afford higher rents.

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Future forecasts, look towards North East Lincolnshire continuing to have smaller household sizes (which is below the national average), continuing our local need to increase both one and two bedroom homes, creating more access to affordable housing.

House Prices

In April 2026, as demonstrated by the chart below, North East Lincolnshire's average monthly private rent was £617, increasing by 4% from the previous year. This average remains much lower than regional and national rents, but with the challenges set out above, affordability remains a challenge for many residents.



Source: Price Index of Private Rents from the Office for National Statistics

Figure 7 NEL Rent Trends 2016 - 2026⁶

Affordability Pressures

There are a number of ongoing pressures affecting low-income households, many of whom are reliant on Universal Credit. Households are assessed for bedroom need and typically only receive Local Housing Allowance (LHA) rates aligned to this, meaning those assessed as requiring one or two bedrooms are only entitled to LHA for properties of that size. However, due to a shortage of suitably sized and affordable accommodation, households are often forced to consider bigger properties than they need and must meet any shortfall in rent themselves.

⁶ [Housing prices in North East Lincolnshire](#)

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This financial pressure is compounded by rising utility bills and general household costs, meaning many households enter tenancies already facing affordability challenges.

These issues are further intensified by the high proportion of [older](#) housing stock ([HEDNA 5.15 P.65](#)); these properties that are less energy efficient and more expensive to heat. As a result, fuel poverty is a significant concern in North East Lincolnshire, affecting around 18.4% of households compared to 9.4% nationally, highlighting the disproportionate impact on lower-income residents.

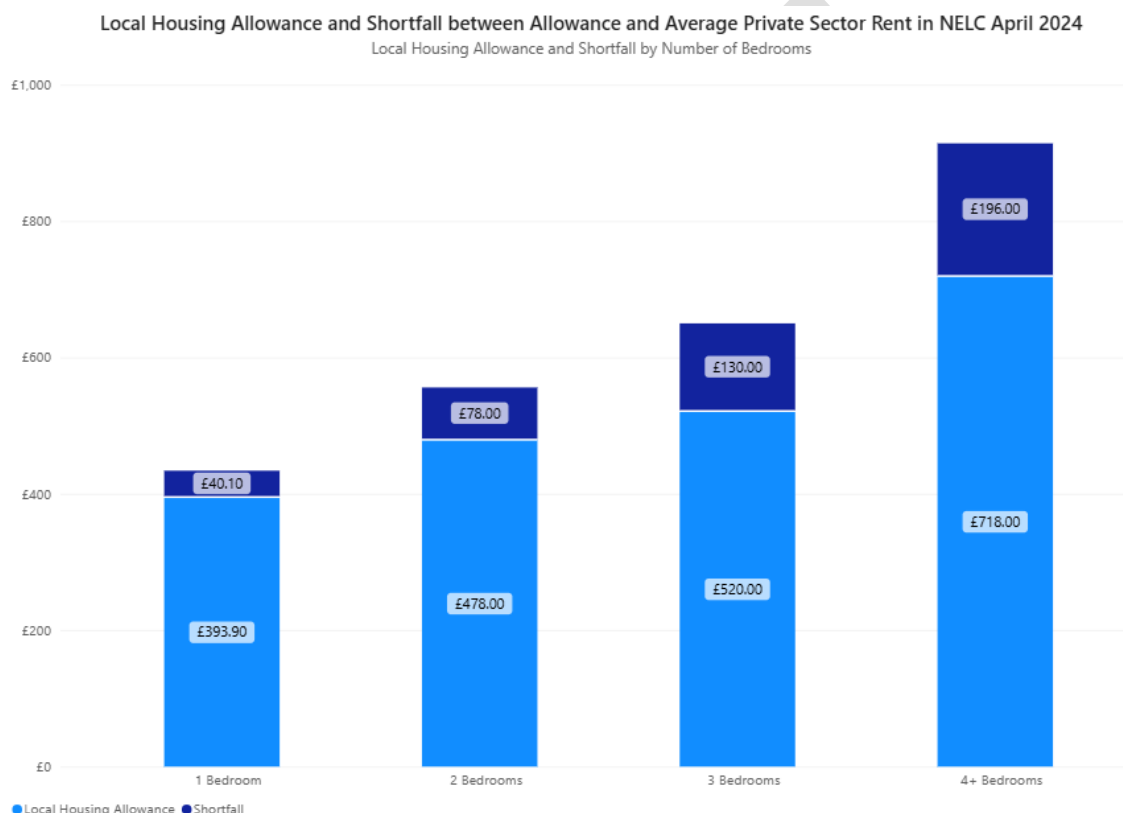


Figure 8: Difference between LHA Rates and private rent per bedroom

Figure 8 shows the difference between market and LHA rates according to [House Prices](#) data published by the ONS. [LHA](#) rates vary when the Valuation Office Agency (VOA) reviews and publishes rates to reflect the cheapest 30% of local rental market rates. The government has the discretion to freeze or cap them during uprating periods, and has over recent years.

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e) Challenges in homeless household experiencing multiple disadvantage

Adults experiencing multiple disadvantage arises from a combination of needs including substance misuse, mental ill health, domestic abuse, contact with the criminal justice system or challenges in homeless households.

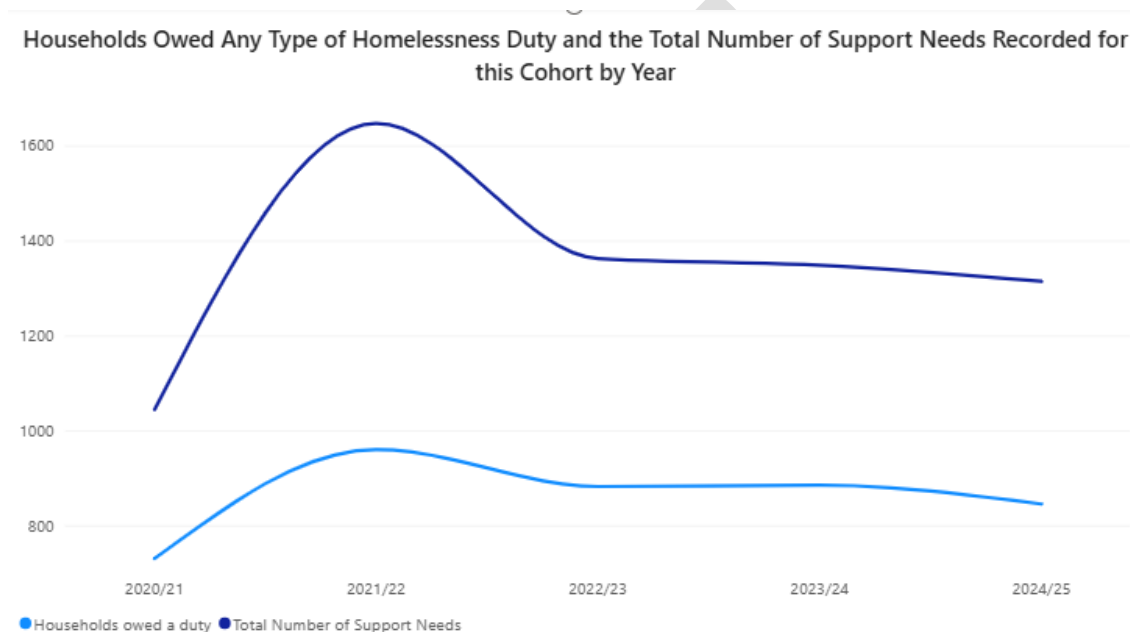


Figure 9: Households owed any type of Homelessness Duty and Total Number of Support Needs Recorded by Cohort by Year – Source MHCLG

There are many reasons why a household becomes homeless. Sometimes it is because the household is struggling with a combination of needs, resulting a need for help with the most complex problems to regain control over their lives. Without the right support at the right time, it can become extremely difficult for those who struggle with a combination of needs to maintain a tenancy consistently and live independently.

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The data we collect and provide to MHCLG evidences the increase in need during 2020/21 and 2021/22, likely as a result of the impact following the Covid-19 pandemic, Over the years since then need has returned to pre-Covid levels. The data demonstrates a continued high level of support needs in the borough, with many households having more than one need identified. Individuals and households with multiple needs, require a multi-disciplinary team approach, with services working together to deliver a range of support to achieve sustainable outcomes.

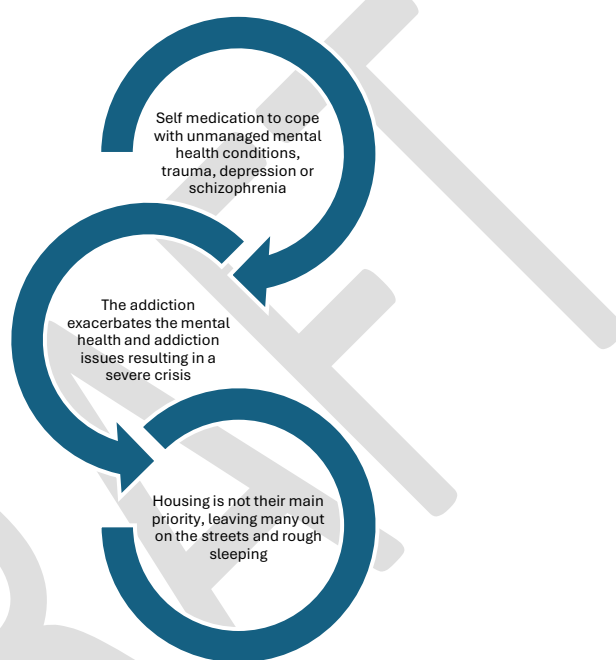


Figure 10: The Cycle of Dual Diagnosis in NEL

Partners and customers have shared their experiences with us about the cycle of Dual Diagnosis where individuals have multiple needs, requiring a range of support from across multiple services and organisations. Customers have shared their journeys and tell us they find ways of coping with their needs, such as self-medicating with substances. This fuels further addiction and creates additional needs with their mental ill health or ability to manage their money. This creates changes in behaviours which results in crisis situations arising in short periods of time. Often when presenting to services, housing is not their priority need resulting in them rough sleeping, with the cycle continuing.

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4. Progress made under the 2019 – 2024 Homelessness Strategy

4.1 The 2019 – 2024 Homelessness and Rough Sleeping Strategy set out four priorities areas to focus action on to improve support for residents who are homeless or at risk of homelessness. The four priorities were:

- Preventing homelessness – early intervention, quality advice, timely assistance to help people maintain their accommodation.
- Reducing rough sleeping – effective outreach, accommodation and health pathways to assist those who are roofless
- Accommodation and support provision – working with the private, supported and social sectors to secure and maintain tenancies;
- Partnership working – an effective Homelessness Forum and multi-agency working to improve outcomes, advice and guidance.

4.2 The COVID-19 pandemic brought new challenges to the delivery of the strategy. The ‘everyone in’ initiative was a success (with thanks to the commitment and dedication of officers working in the Housing and Homelessness Prevention service and our partners)

4.3 Progress against the four priorities from the 2019- 2024 strategy is summarised below.

a) Preventing homelessness;

- We developed protocols with partners for groups at higher risk of homelessness - prison release, homeless 16/17-year-olds and care leavers.
- Working through the Home Choice Lincs Partnership, we developed and consulted on a new Housing Allocations policy to ensure that the allocation of social housing reflects a fair prioritisation of need, supporting the prevention of homelessness
- We worked with a number of partner organisations including Equans to support a number of empty homes being brought back into use.
- The protocol between Children’s Services and Housing has significantly improved services for those aged 16-17 years old.
- Selective Licensing was introduced in April 2026 and aims to improve housing conditions and partnership working with landlords.

Case study: Project Athena provides wrap around, intensive, long term support for female prison leavers starting from 16 weeks prior to release. With a person-centred approach Project Athena focuses on an individual’s support needs and external barriers or gaps in service provision. Spear-headed by lived experienced Navigators at Wizer CIC, key stakeholders across North East Lincolnshire work in collaboration to provide continuity of care through daily updates and weekly meetings to discuss and plan care, ensure joint working and prevent duplication. This project focuses on all aspects of the woman’s life to address criminogenic needs, health, employment and sustainability. This helps prevent homelessness.

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b) Reducing Rough Sleeping;

- Swan House was opened by the council in 2024, providing rough sleeper accommodation to support former rough sleepers to move off the streets and turn their lives around. One to one support is provided through dedicated housing related support provision.
- We have implemented a Rapid Rehousing Pathway for rough sleepers with our partner Amplius who provided accommodation and support.
- We have published articles to support the public to understand how the council is supporting rough sleepers and how they can too.
- We have produced a leaflet containing contain vital information for rough sleepers, including the location, opening times and contact details for the major local services for rough sleepers.
- We have supported dentistry outreach with rough sleepers.
- We have established and continue to lead a multi-disciplinary approach to identifying support for rough sleepers, working with our partners to strengthen co-ordination of support.
- We have continued to fund a rough sleeper outreach service and strengthened multiagency outreach activity.

Case study: An elderly man in his 80s became homeless for the first time and needed support to secure housing. The gentleman had no pension and little experience of independent living, he was placed in a crisis unit. Officers helped him arrange paperwork to access his pension and benefits, assisted with food shopping, and obtained a bus pass. They supported him to find and view a suitable property, sign his tenancy, and set up utilities and set up his new home. After moving in, they helped him register with a GP so he could attend medical appointments. Nearly two years on, he is settled and happy in his flat. Officers still check in occasionally, and he remains grateful for their support.

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c) Accommodation and support provision;

- We have reduced B&B use overall, including for families. Since 2020/21, numbers of households with children in B&Bs for over six weeks have fluctuated, peaking at 19 in January 2023 and 10 in July 2024. Following implementation of the Council's B&B elimination plan, numbers fell to just 2 households by Q3 2025.

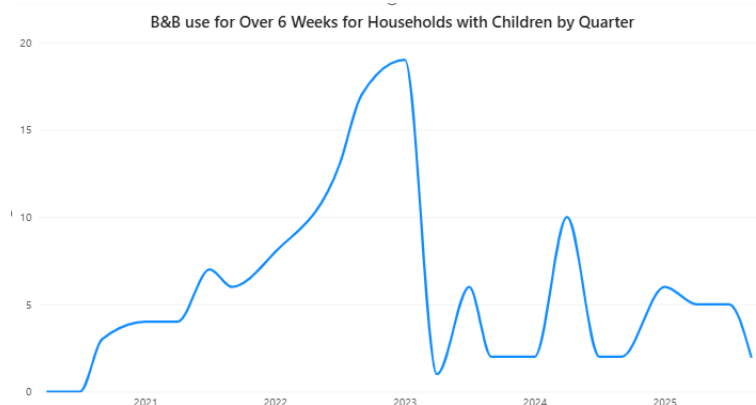


Figure 7 NELC B&B Use over 6 weeks for household with children

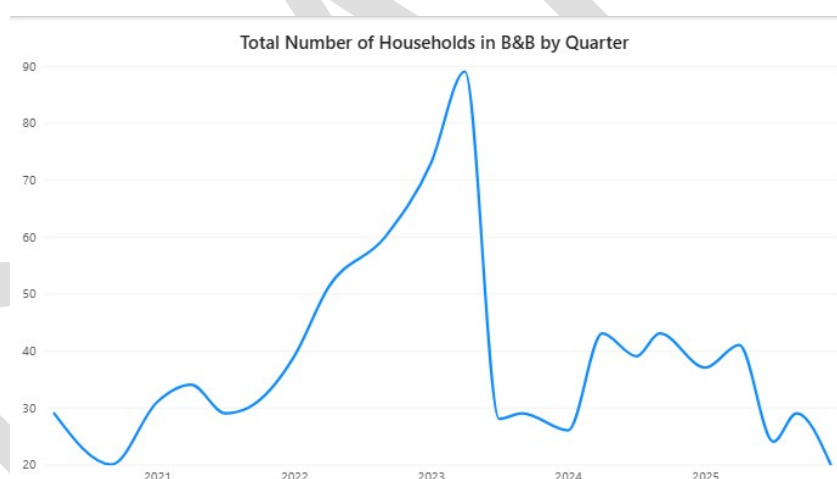
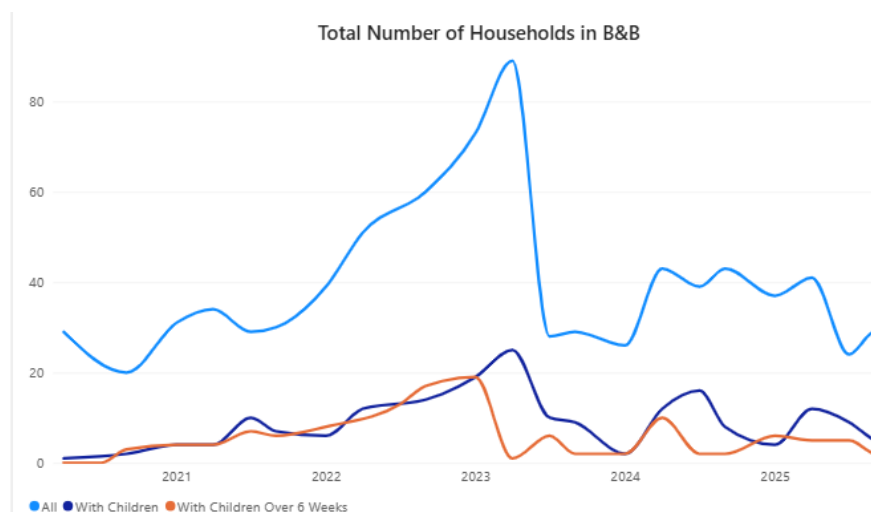


Figure 8 NECL B&B use 2021-2025

- The Authority has focused on reducing our use of bed and breakfast for all households – not just families – as it is unsuitable for long-term use. We have worked closely with local providers to ensure, where possible, households are allocated self-contained, furnished accommodation, rather than the interim use of guesthouses.
- Our latest quarterly returns evidence that during Oct-Dec 2025, 20 households were in B&Bs compared to 89 households in Jan-April 2023. Our

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data demonstrates an average net reduction in B&B use of 67% between 2022/23 and 2025/26.



- Since 2021, over 4,500 households have received Housing Related Support, including individuals and families requiring support to maintain a tenancy via a dedicated framework. In 2025/26, 581 households accessed over 60,000 hours of support via this framework. The support provided by the framework covers areas such as financial management, tenancy sustainment, employment, health, daily living skills, and support networks.
- Engagement has taken place with stakeholders including pre-market engagement events to help design the new housing related support framework that will be commissioned in 2026.

Case study: A woman in her 40s became homeless after a relationship breakdown and was placed in a B&B with her two children. She was very anxious but engaged well with support, actively bidding for homes and searching privately. After moving into a crisis unit, she was matched to a new 3-bed property with ONGO. Officers supported her application and sign-up; she was overwhelmed with happiness and very grateful for the help from the team.

d) Partnership working;

- The Council and [Navigo](#) have strengthened their partnership working to ensure individuals experiencing rough sleeping are consistently supported to access appropriate mental health services
- We have implemented a coordinated multi-agency outreach model, working in partnership with police, drug and alcohol services, Navigo, and social care to deliver holistic support

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- We have enhanced system-wide coordination between the Council and housing providers to increase access to supported accommodation, including pathways into Swan House
- We have embedded collaborative practice between the Council and [Focus](#) to ensure individuals with multiple and complex needs are effectively assessed and supported under the Care Act
- We have improved transition pathways through joint working between the council's support officers and external housing related support providers, ensuring seamless handovers of support for those in temporary accommodation
- We have improved collaboration with the Council's Housing Enforcement team to ensure individuals living in unsafe accommodation are rapidly identified and provided with suitable alternative housing during works and remediation activities

5. Funding

- 5.1 Homelessness support services receive a mixture of funding from NELC's core budget and grants directly received from the MHCLG specifically for homelessness prevention and rough sleeping.
- 5.2 Whilst the council pays directly for the accommodation it owns and leases, it receives rent from residents who live in this accommodation, via Housing Benefit recovery.
- 5.3 In 2025/2026 the council's net spend was approximately £3 million on homelessness support services, supported by approximately £1.35 million of grant funding from MHCLG and almost £1.3 million from Housing Benefit recovery.
- 5.4 In 2026/2027 NELC will receive approximately £1.4 million of grant funding specifically for homelessness and rough sleeping services through MHCLGs Homelessness, Rough Sleeping & Domestic Abuse Grant.
- 5.5 The council will continue to fund homelessness support services through a mixture of this grant funding, Housing Benefit recovery and core council budget, focusing on the delivery of the strategic priorities identified within this strategy.

6. Our vision and priorities for 2026 – 2029

- 6.1 Our 2026 – 2029 vision in North East Lincolnshire is to;
- Prevent homelessness wherever possible, halve rough sleeping as the first step towards ending it entirely, and ensure that every resident of North East Lincolnshire has access to a safe, stable and affordable home**
- 6.2 We have engaged with stakeholders to reflect on recent successes and challenges with our collective efforts to prevent and relieve homelessness, and to agree our collective priorities for the next three years.

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6.3 There is a consensus that we together need to maintain and renew our focus on the areas prioritised under the last strategy, but with a new focus on capturing data and insights under each priority.

6.4 We will achieve this by taking forward actions with partners under five priority pillars.

6.5 We will:

1. Prevent homelessness wherever possible
2. Halve rough sleeping, as a first step towards ending rough sleeping entirely
3. Ensure we have suitable accommodation and support solutions for all residents
4. Use data and insights to forecast emerging need, drive continuous service improvement and ensure transparency
5. Work in partnership to deliver our council and borough wide strategy, improving outcomes for all residents.

6.6 **Priority 1: Prevent homelessness wherever possible by strengthening universal support, improving early intervention, and targeting those most at risk. This includes young people, prison leavers, care leavers and people leaving hospital**

To strengthen universal prevention we will:

- Review the council's website to provide consistent information for our partners and the general public
- Introduce a 'call before you serve' (CB4YS) providing support to landlords and tenants before a notice is served.
- Strengthen partnerships with existing services (e.g. Family Hubs, Crisis Resilience Fund, health services, DWP, voluntary and community sector organisations), education providers; to provide education, earlier intervention, coordinated support and improved access to preventative services.
- Implement a new social housing allocations policy through Home Choice Lincs to ensure suitable prioritisation of those at risk of homelessness.
- Deliver a new Homelessness Financial Assistance Policy providing transparency on how we use the Crisis and Resilience Fund⁷ and Homelessness Prevention Funding.

To strengthen targeted prevention (focusing on known high risk groups) we will:

⁷ The Crisis and Resilience Fund provides rapid financial support and assistance, helping households to withstand financial shock and build resilience.

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- Work with partners to develop a coordinated and preventative approach to youth homelessness, improving early identification, support pathways and outcomes for young people
- Develop clear pathways for households who repeatedly experience homelessness, ensuring coordinated multi-agency support is accessible to help them sustain a stable home
- Work closely with probation to develop a coordinated approach for prison leavers, improving pre-release planning, accommodation pathways and support to prevent homelessness, especially those who are not priority need who often resort to rough sleeping
- Develop a hospital discharge protocol, to strengthen joint working with health care providers ensuring no one is discharged without suitable accommodation, through early planning and clear referral pathways
- Support care leavers to transition successfully into independent living through clear, individually tailored pathways to stable accommodation, improving long-term life outcomes
- Continue to develop and deliver a coordinated, victim-centred response to high-risk domestic abuse victims, ensuring all Multi Agency Risk Assessment Conference referrals are triaged and supported through full assessment. Victims are actively engaged with partners, statutory and multi-agency forums, providing quick and safe housing outcomes, along with practical support including access to grants to enable sustainable resettlement.
- Continue to support Veterans with a clear pathway into housing.

6.7 Priority 2: Halve rough sleeping, as a first step towards ending rough sleeping entirely, by enhancing multi-agency working, strengthening outreach, and ensuring access to a 24/7 warm space.

6.8 We will:

- Review and strengthen our multi-disciplinary meetings to ensure partner engagement, improved co-ordination and outcomes, and clear accountability through the Housing Board.
- Establish a new senior Rough Sleeping senior partnership group to monitor outcomes for the priority group of entrenched rough sleepers, ensuring shared accountability across partners for actions that will support them to live independently in a stable home.
- Strengthen outreach activity and related support services to maximise engagement with long term rough sleepers with multiple needs. This will include the commissioning of a 24/7 warm space for rough sleepers and the development of a proposition for a new multi-agency hub to support rough sleepers and other homeless residents with complex needs.

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- Review and strengthen housing options for rough sleepers, ensuring access to stable accommodation with integrated, multi-agency support to address underlying needs and promote recovery.

6.9 Priority 3: Ensure we have suitable accommodation and housing-related support solutions for all residents through recommissioned support services, a new accommodation strategy, improved provision for care leavers, eliminating family B&B use, and increasing the supply of social and affordable homes.

6.10 We will:

- Learning lessons from the current housing-related support framework, recommission housing-related support to create a more integrated and responsive system, aligned with wider services and focused on prevention, early intervention and long-term independence
- Develop a joined-up Care Leaver Strategy Accommodation Strategy with partners to deliver coordinated support, strengthen accommodation pathways, and improve long-term independence and life chances for care leavers
- Provide a review of services by December 2027 with partners to look at how we support vulnerable groups including;
 - Families, including large families
 - Single people, to support the prevention of rough sleeping
 - Victims and survivors of domestic abuse (including perpetrators)
 - People leaving Institutions
 - Households with physical or mental health needs
 - Other groups; e.g. people who have multiple disadvantage
- Work with Adult Social Care to develop and publish a new Supported Housing Strategy by the statutory deadline of March 2027.
- Develop an Affordable Housing Strategy in partnership with key stakeholders to increase the supply of social and affordable homes, reduce pressure on housing waiting lists, and ensure provision meets local needs. This will include the development of a new section 106 policy, action to support community-led housing and actions to ensure North East Lincolnshire benefits from the new £39 billion Social and Affordable Homes Programme.
- Establish a new Registered Provider Forum to help meet these aims.
- Develop an Empty Property Strategy in partnership with key stakeholders to increase the number of properties brought back into use to provide affordable housing, or housing that supports homeless households to gain a sustainable home.
- Review the Housing Assistance Policy to ensure households with an adapted need receive support to move earlier.

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6.11 Priority 4: Use data to predict need, drive continuous service improvement and ensure transparency, including use of customer experience data.

6.12 We will:

- Establish a dedicated data and intelligence function within the Housing and Homelessness Prevention Service to ensure we are collecting, analysing and using high-quality data to better understand need, target interventions, and support a more proactive, preventative approach
- Develop and publish a data dashboard for partners, providing real-time insight into performance, enabling informed decision-making, and reinforcing joint accountability for delivering this strategy
- Use data and insights from a range of sources to identify emerging trends, enabling the service to respond to changing need and work with partners to identify and prevent homelessness at an earlier stage
- Embed customer voice and lived experiences throughout the service, ensuring we are led by the needs of the residents we are seeking to support.

6.13 Priority 5: Work in partnership to deliver this strategy, supported by a new Homelessness Prevention and Rough Sleeping Steering Group to provide leadership and oversight.

6.14 We will:

- Establish a new ‘Homelessness Prevention and Rough Sleeping Steering Group’, which is accountable to the council’s Housing Board. The Steering Group will be made up of partners who will have a shared accountability for preventing homelessness and reducing rough sleeping.
- Establish new multi-disciplinary panels for ‘Targeted Prevention’ households, who have multiple needs, to co-ordinate person-centred solutions that support reducing trauma.
- Expand and strengthen our network of partners, including community organisations such as food banks and community cafés, to improve early engagement, better understand the drivers of homelessness, and enable earlier, more effective prevention
- Create new opportunities to engage with service users to gain insight into their lived experience, placing their voice at the centre of all we do.

8. How we will measure success

- 8.1** In line with the Government’s *Plan to End Homelessness and the Local Government Outcomes Framework*, the Council will adopt a set of new, published performance targets focused on prevention, relief, reducing rough sleeping, minimising the use of temporary accommodation and improving long-term housing outcomes. These

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targets will be monitored regularly by the new Homelessness Prevention and Rough Sleeping Steering Group and the Housing Board to ensure continuous improvement in response to changing local need.

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8.2 Our targets are:

Outcome Metric	Baseline 2024/25 Data	2026 Target	2027 Target	Target at End of Parliament 2028
Households with children in temporary accommodation	0.48 per 1000 Households	0.46 per 1000 Households	0.43 per 1000 Households	0.41 per 1000 Households
Households with children in B&B over 6 weeks	1 Household	1 Household	0 Households	0 Households
Success at preventing and relieving homelessness	58.6% Percentage of all duties owed where homelessness was prevented or relieved	65% Percentage of all duties owed where homelessness was prevented or relieved	72.5% Percentage of all duties owed where homelessness was prevented or relieved	80% Percentage of all duties owed where homelessness was prevented or relieved
Success at preventing and relieving homelessness for those experiencing multiple disadvantage	57.1% Percentage of all duties owed where homelessness was prevented or relieved	59% Percentage of all duties owed where homelessness was prevented or relieved	61% Percentage of all duties owed where homelessness was prevented or relieved	63% Percentage of all duties owed where homelessness was prevented or relieved
People sleeping rough on a single night	12 People	10 People	8 People	6 People
People sleeping rough long-term	4 People	4 People	3 People	2 People

Figure 9 NELC Local Outcomes 2024 -2027

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9 Governance

9.1 All work to prevent and reduce homelessness and rough sleeping reports into the council's Housing Board. The new Homelessness Prevention and Rough Sleeper Steering Group will report into this Board. A number of related groups and forums sit beneath this to drive progress, as set out in the diagram below.

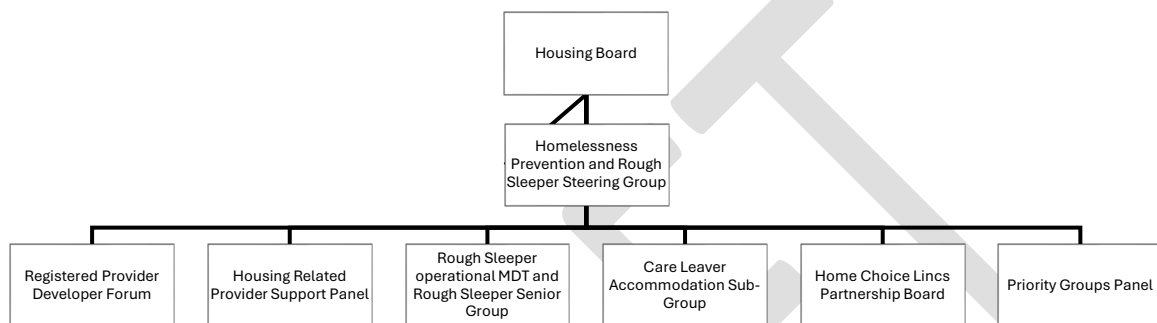


Figure 10 NELC Governance Model

10. Review

10.1 The Council will continue to review the strategy and update the action plan annually. All metrics linked to targets will be reviewed annually as part of this process to ensure they remain ambitious.

11. Acknowledgments

11.1 We are grateful to everyone who has contributed to the production of this strategy, from residents with lived experience of being homeless who have shared their experiences and ideas, to partner organisations across the borough who continue to show commitment and dedication to doing all they can to end homelessness. Thank you to you all.