



Although a formal committee of Brighton & Hove City Council, the Health & Wellbeing Board has a remit which includes matters relating to the Clinical Commissioning Group (CCG), the Local Safeguarding Board for Children and Adults and Healthwatch.

Title:	Draft homelessness and rough sleeping strategy 2025 to 2030	
Date of Meeting:	16 September 2025	
Report of:	Director of Housing People Services	
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Wards Affected:	All	

FOR GENERAL RELEASE

Executive Summary

Under the Homelessness Act (2002) all housing authorities must have a homelessness strategy based on a review of all forms of homelessness in their district. The strategy must be renewed every 5 years.

The council is consulting on a draft homelessness and rough sleeping strategy 2025 to 2030. This sets out plans for preventing and reducing homelessness and for ensuring that sufficient accommodation and support are available for people who are at risk or those who become homeless.

The consultation runs from 8 September to 26 October 2025 with more information about how to respond on the council's consultation website at yourvoice.brighton-hove.gov.uk/

The review and draft strategy have been developed with extensive engagement from statutory and voluntary, community and social enterprise partners. They have also been shaped by input from people with lived experience of homelessness.

1. Decisions, recommendations and any options

- 1.1 That the Board
- 1.2 Note the ongoing consultation on a draft homelessness and rough sleeping strategy 2025 to 2030.
- 1.3 Note the findings of the review of homelessness 2025.
- 1.4 Board members are encouraged to promote the consultation to staff and people using their services and, where appropriate, to submit an organisational or individual response.

2. Relevant information

- 2.1 There are an increasing number of people experiencing homelessness in the Brighton & Hove. Analysis by Shelter in 2024 indicated that homelessness affects around 1 in 77 people in the city (3,580 people or 1.3% of the city's population). They estimated that at the end of June 2024 there were 3,528 people homeless and living in temporary accommodation.
- 2.2 Shelter estimated that there were 1,411 homeless children in the city in June 2024: almost 40% of the total homeless population. This is confirmed by council data. Most of these children are living in temporary accommodation. At the end of 2024, 47% of households living in temporary accommodation contained children.
- 2.3 Rough sleeping is also rising in Brighton & Hove, reflecting national trends. The rate of rough sleeping in Brighton & Hove was 30 per 100,000 population in March 2025, up from 20 per 100,000 in October 2020. Brighton & Hove has the joint 19th highest rate of rough sleeping in England.
- 2.4 More people are approaching services with significant and often complex needs. Data from a recent audit of people with Multiple Compound Needs indicates that there were 704 people in contact with services who were experiencing homelessness with 2 or more other compounding needs (mental health, substance misuse, domestic violence, history of offending).
- 2.5 There are specific legal duties that the council, as the local housing authority, must comply with. This includes providing information and advice and preventing or relieving homelessness. If homelessness cannot be prevented the council may have a duty to help applicants find a settled home if they are eligible, have a priority need and other tests are met. There are other duties relating to homelessness, including the Duty to Refer, and responsibilities under the Children Act 1989, that also apply to the council's partners.
- 2.6 While people's homeless applications are being processed or while they are waiting to be rehoused, they may be placed in temporary accommodation. After falling between 2020 and 2022, the use of temporary accommodation by the

council has again risen, with 1,928 households living in temporary accommodation at the end of 2024. We know from national evidence and local Health Counts data, that living in temporary accommodation has adverse effects on people's health and wellbeing. The cost of temporary accommodation is not sustainable with both rising prices and reducing resources. We anticipate a significant reduction in grant funding over the life of the strategy. To deliver the strategy with its planned shift to prevention it must be financially sustainable in the short and medium term to deliver the desired long term benefits.

- 2.7 The draft strategy puts a strong emphasis on partnership with health and care partners involved in providing data and shaping the development of the strategy. Areas with a strong link with the priorities of the city's Health & Care Partnership relate to people with multiple compound needs and children and young people's health and wellbeing.
- 2.8 The numbers of people who are homeless with multiple health and social care needs are increasing. This has driven the third priority area in the strategy 'Provide joined-up support with our partners to people who most need help'. The work of the Homeless & Multiple Compound Needs Partnership facilitates deliver of 3.2. create integrated services for people with multiple compound needs.
- 2.9 Health Counts survey data has confirmed national research which shows that people living in temporary accommodation have significantly poorer health outcomes than people in settled housing. Due to the significant number of children and young people impacted by homelessness we have included a dedicated chapter on addressing the impact of homelessness on children. We are seeking support for an in depth needs assessment to better understand the support needs of children, families and young people living in temporary accommodation.
- 2.10 Homelessness is rooted in structural inequalities and system wide challenges. Unemployment, disability, physical ill health, mental health needs, substance use, domestic abuse, and family breakdown create pathways into homelessness for many. The current cost of living crisis has intensified these pressures, while a chronic shortage of genuinely affordable housing means that even those in work can struggle.
- 2.11 The broader determinants of homelessness require comprehensive, coordinated responses that span multiple partners and levels intervention. The draft homelessness and rough sleeping strategy focuses on prevention and early intervention, temporary accommodation, and support for those in greatest need. Sustainable progress, however, depends on addressing the underlying causes of homelessness through a broader strategic lens. This includes actions set out in the housing strategy, the city plan, economic development strategy, the health and wellbeing strategy and more.
- 2.12 The proposed priorities for the homelessness and rough sleeping strategy 2025 to 2030 are to:

1. Increase our effectiveness in preventing homelessness and rough sleeping
 - 1.1 Early identification of risk and early intervention
 - 1.2 Support people to stay in their homes or to find a new home
 - 1.3 Deliver targeted prevention for people at risk of rough sleeping
2. Improve temporary accommodation pathways and experiences
 - 2.1 Improve move on from temporary accommodation into settled housing
 - 2.2 Support people living in temporary accommodation
 - 2.3 Improve the supply and quality of temporary accommodation
3. Provide joined-up support with our partners to people who most need help
 - 3.1 Target support for people who are most vulnerable
 - 3.2 Create integrated services for people with Multiple Compound Needs
 - 3.3 Support people experiencing rough sleeping to access services and accommodation

3. Important considerations and implications

Legal:

- 3.1 Under the Homelessness Act (2002) all housing authorities must have a homelessness strategy based on a review of all forms of homelessness in their district. The strategy must be renewed every 5 years. The current strategy expires this year.

Lawyer consulted: Simon Court

Date: 8 September 2025

Finance:

- 3.2 The Homelessness and Rough Sleeping Strategy 2025 to 2030 indicates a robust and well-structured plan aimed at addressing the critical issue of homelessness.
- 3.3 The financial appraisal of the strategy reveals significant and increasing risks associated with shrinking budgets and diminishing resources. The strategy prioritises prevention and early intervention, as these represent the most cost-effective approaches. However, persistent pressures on temporary accommodation, including rising unit costs, limited supply, and extended stays, continue to drive up expenditure and put a strain on the Council's finances.
- 3.4 The overall funding environment is contracting. The Council's core budget remains static, while external grants from the Ministry of Housing, Communities and Local Government (MHCLG), namely the Homelessness Prevention Grant (HPG) and Rough Sleeping Prevention and Recovery Grant (RSPARG) are under threat. Notably, following a formal consultation on the HPG funding formula for 2026/27, Brighton & Hove City Council faces a potential reduction of approximately 45%, falling from £10.9 million in 2025/26 to around £6 million in 2026/27. Although transitional arrangements may

partially cushion the impact, the reduction in grant income will still be considerable.

- 3.5 RSPARG allocations for 2025/26 are currently stable, but there is no confirmed funding for 2026/27. There is a real risk that RSPARG could be absorbed into HPG and subject to substantial cuts. New initiatives, such as a 'No First Night Out' model, would require decommissioning existing services or reallocating funds, as no new grant funding is expected. This poses a major financial risk.
- 3.6 Charitable and NHS contributions are also under financial pressure, which may further limit support and compound strain on Council services.
- 3.7 Short-term cost pressures impede progress towards prevention strategies, and reliance on expensive spot purchasing for temporary accommodation increases costs. Difficulties in moving individuals out of temporary accommodation result in further financial burdens. Proposals to reduce the use of costly placements, including relocating people outside the area, present practical and political challenges.
- 3.8 In summary, the financial context for the Homelessness and Rough Sleeping Strategy 2025–2030 is increasingly constrained, with declining funds and mounting risks. The combined effect of static Council budgets threatened external grants, and wider pressures on partners and charities is likely to result in significant negative financial implications for homelessness and rough sleeping services.

Finance Officer consulted: Ferrise Hall

Date: 29/08/2015

Equalities:

- 3.9 An initial equalities impact assessment was undertaken as part of the review of homelessness. Equalities considerations are set out in the review of homelessness in sections 'Who experiences homelessness?' and 'Support needs of people experiencing homelessness'. A full equalities impact assessment will accompany the final strategy to council cabinet following consultation. Consultation findings will also be taken into account.

Sustainability:

- 3.10 There are no immediate sustainability implications arising from this report.

Health, social care, children's services and public health:

- 3.11 Illness and disability can be both a cause and a consequence of homelessness. Data and evidence on health and homelessness in the city is included in the review of homelessness alongside summary information on healthcare services for people experiencing homelessness in the city. There is evidence from local Health Counts data and national research that living in

temporary accommodation has a negative impact on both physical and mental health. People with multiple compound needs have significant health and care needs.

Supporting documents and information

Appendix 1: Draft homelessness and rough sleeping strategy 2025 to 2030

Appendix 2: Review of homelessness in Brighton & Hove 2025