AGENDA FOR

HOUSING ADVISORY BOARD

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To: All Members of Housing Advisory Board

Councillors : D Green, B Ibrahim, A Arif, J Roith and M Walsh

Dear Member/Colleague

Housing Advisory Board

You are invited to attend a meeting of the Housing Advisory Board which will be held as follows:-

Date:	Wednesday, 18 November 2026
Place:	Committee Rooms A&B
Time:	5.00 pm
Briefing Facilities:	If Opposition Members and Co-opted Members require briefing on any particular item on the Agenda, the appropriate Director/Senior Officer originating the related report should be contacted.
Notes:	

AGENDA

1 APOLOGIES FOR ABSENCE

2 DECLARATION OF INTEREST

3 MINUTES OF THE LAST MEETING *(Pages 3 - 8)*

Minutes from the meeting held on the 10th September 2026 are attached for approval.

4 INSPECTION FEEDBACK *(Pages 9 - 20)*

Report from Sian Grant, Director of Housing attached.

5 ANTI-SOCIAL BEHAVIOUR POLICY 2027-2030 *(Pages 21 - 58)*

Report attached from Kimberley Partridge, Head of Housing and Neighbourhood Services.

6 HOMELESSNESS PREVENTION STRATEGY - DRAFT *(Pages 59 - 228)*

Report and Appendices attached from Amanda Mullen, Homelessness and Housing Manager.

7 QUARTERLY PERFORMANCE UPDATE QUARTER TWO *(Pages 229 - 250)*

Report from Esme Davies, Programme Manager attached.

Agenda Item 3

Minutes of: **HOUSING ADVISORY BOARD**

Date of Meeting: 10 September 2026

Present: Councillor A Arif (in the Chair)
Councillors B Ibrahim, E FitzGerald, A Arif, J Roith and M Walsh

Also in attendance: Kate Waterhouse, Executive Director (Strategy & Transformation), Kimberley Partridge, Head of Housing and Neighbourhood Services, Claire Rogan, Head of Performance, Assurance and Improvement, Jill Brown, Vice Chair, Springs TMO, Bryan Simpson, Independent Member and Rachel Everitt, Democratic Services

Public Attendance: Andy W-Morris observing

Apologies for Absence: Councillor D Green, Ella Crookes

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1 APOLOGIES FOR ABSENCE

Apologies were received from Councillor Debra Green

2 DECLARATION OF INTEREST

There were no declarations of interest

3 MINUTES OF THE LAST MEETING

The minutes of the meeting held on 28 July 2026 were accepted as a true record.

4 ACTION TRACKER

Members noted the action tracker

5 TENANT VOICE REPORT

The Head of Performance, Assurance and Improvement provided an update highlighting:

- The Complaints Group reviewed complaint themes and recurring service issues, challenging how easy it is for tenants to access services and raise complaints. The group has helped shape improvements to complaint information and communication, including co-producing an Easy Read Complaints Guide. The next review will focus on Compensation Guidance.
- The Repairs Group influenced the Repairs Policy and challenged issues relating to missed appointments, right-first-time repairs, contractor communication and support for vulnerable tenants. The next review will focus on the Lettable Standard.
- The ASB Group reviewed the ASB Policy and Improvement Action Plan, focusing on communication, support for victims, reporting processes and Housing Officer visibility. Feedback will be used to improve tenant information and understanding of responsibilities. The next review will co-design a tenant-friendly ASB guide.
- Alongside the review groups, tenants continue to influence services and neighbourhoods through estate walkabouts, action days, community events and

consultations. Recent engagement has informed priorities for the £20 million Radcliffe Pride of Place investment, identified local environmental issues, and highlighted ongoing priorities around communication, access to services, digital inclusion and community learning opportunities.

- The TPAS review is now over 50% complete and has included document reviews, staff interviews and tenant discussions. Early findings suggest opportunities to strengthen the links between tenant influence, scrutiny, complaints, performance information and customer insight. Further tenant engagement will take place before recommendations are developed. Key areas of focus include refreshing the engagement approach, strengthening scrutiny arrangements, and clarifying governance and accountability.

Cllr Roith queried whether the 50+ recommendations made by tenants have been implemented. The Head of Assurance, Performance and Improvement confirmed that all recommendations have been reviewed and progress is being tracked.

Cllr Arif queried timescales for visibility and support for coproduction with families in relation to ASB and the Head of Performance, Assurance and Improvement agreed to provide timescales.

Bryan Simpson queried the diversity of the review group and whether there were any age/race profiles available. The Head of Performance, Assurance and Improvement advised that there are limited numbers at the moment and acknowledged that we need to be more diverse and representative of the communities we serve.

Members discussed the difference between the Bury figures and the Springs TMO figures and what could be scaled across Bury. Members were reminded that Springs is a small estate with 284 properties, a dedicated manager, director and staff and this can't be scaled across Bury.

The Head of Housing and Neighbourhood Services advised that a mass door knocking exercise, which is targeting tenants who haven't been in touch with us before is being planned. This will increase visibility, and help to understand tenants issues and improve engagement

Members noted the report.

6 TENANT PARTICIPATION ADVISORY SERVICE UPDATE

The Head of Performance, Improvement and Assurance introduced the report highlighting

- Six of the nine consultancy days have been completed.
- A desktop review has been undertaken, although this was delayed due to the phased sharing of documentation and the timing of the regulatory inspection.
- Discussions have taken place with key stakeholders including service leads, managers, frontline staff and elected members
- Cross-service staff workshops have been completed, generating a range of findings and potential actions to strengthen resident influence across services.
- Initial resident engagement has taken place; however, feedback has so far been obtained from only two engaged residents.

Next Steps were confirmed as:

- Complete the final reality-checking discussions with tenants and the Engagement Team.
- Undertake a comprehensive review of findings from all engagement activity completed throughout the consultancy.
- Receive the consultant's final recommendations and proposed next steps.

- Consider recommendations and develop an implementation plan, including ownership, reporting arrangements and timescales.
- Progress the refresh of the Tenant Engagement Strategy, scrutiny framework and resident influence arrangements

Bryan Simpson queried whether there was any idea on timescales? The Head of Performance, Improvement and Assurance confirmed it was anticipated it will be a 12-18 month improvement plan.

Councillor Arif advised members that the report is expected next week and this would be shared with HAB members in early October to give as much time for members to review before discussion at the next Housing Advisory Board meeting.

Members noted the report.

7 ANNUAL TENANT VOICE REPORT

The Head of Performance, Improvement and Assurance highlighted some of the achievements including:

- Strengthening tenant influence through the Tenant Voice Forum and the introduction of Tenant Voice briefing notes to the Housing Advisory Board, creating a more formal route for tenant feedback and challenge to be considered in governance discussions.
- Increased tenant participation in service reviews, policy development, scrutiny activities, community events and consultation exercises.
- Tenant-led scrutiny of complaints handling, resulting in improvements to communication, accessibility and customer information.
- Tenant influence on the development of new policies.
- Delivery of learning and development opportunities supporting 103 tenants and volunteers through 14 training courses.
- Investment in community engagement activities, grant funding, estate action days and environmental improvement projects that have strengthened neighbourhoods and community cohesion
- Positive movement in key tenant satisfaction measures, including overall satisfaction increasing from 70.6% to 73.9%, satisfaction with being treated fairly and with respect increasing from 74.9% to 76%, and satisfaction with being kept informed increasing from 65% to 68.1%.
- Whilst tenant scrutiny and influence are not yet where we want them to be, a range of engagement activities were delivered throughout 2025/26 to provide tenants with opportunities to contribute to service improvements and local initiatives.

Councillor Roith commented that lots of tenants in Unsworth particularly, feel quite marginalised and like there has been a disconnect.

The Head of Housing and Neighbourhood Services advised that we need to manage expectations as we are constricted by housing allocations policy but acknowledged that we need better communication

Councillor Roith queried how we engage with ward councillors who could bring a lot of value to tenant engagement

The Director of Housing committed to setting up meetings with ward councillors.

Members discussed other options for engaging with residents and agreed we can work better together to ensure all residents engaged.

Members noted the report.

8 SPRING TMO ANNUAL ASSURANCE REPORT

The Head of Performance, Improvement and Assurance introduced the report and highlighted

- Springs Tenant Management Co-operative (TMC) provides services to the 284 homes it manages on behalf of Bury Council. Springs TMC performs well in a number of key areas, including repairs, tenancy management, complaint handling and tenant satisfaction. Most Tenant Satisfaction Measures compare favourably against regulatory benchmarks and locally agreed targets.
- Safety compliance performance has remained high throughout the year, with gas, fire, asbestos and electrical safety requirements consistently meeting or close to 100%. Reviews undertaken by Bury Housing Services' Compliance Team identified opportunities to further improve property compliance reporting. This will improve oversight, assurance and the quality of management information. Support has been provided to Springs TMC and will continue to support ongoing improvement.
- The review identified some areas for further development particularly around governance assurance, risk management, audit arrangements and property compliance reporting, monitoring relating to rent arrears and damp and mould cases.

The Housing Director advised that one of the reasons this report came about is because the inspector thought we didn't have enough oversight of Springs TMC. They have been doing a good job but we are now meeting regularly to ensure we have the assurance required.

Councillor Roith questioned what long term funding arrangements are in place to spend money on existing assets and what happens to the surplus in the accounts. The Housing Director confirmed that it is a self financing arrangement with rent surplus reinvested into properties. Part of the ongoing work with the consultant is to map out what Springs TMC should be paying back, if anything.

Bryan Simpson queried the stock condition survey and was advised that we are providing support on the delivery of the Stock Condition Survey to Springs TMC.

Members noted the report

9 ASB AND TENANCY MANAGEMENT REPORT

The Head of Housing and Neighbourhood Services introduced the report highlighting:

- In Quarter 4 2025/26, only 32% of cases had a completed risk assessment. During Quarter 1 2026/27, completion rates improved significantly to 83%. Action plan compliance remained strong at 85%.
- Continued increase in our visibility on estates through action days, targeted events and regular walkabouts. We engaged tenants through our ASB Forum and developed an action plan to improve our cleaning and grounds maintenance service following feedback from the recent tenant survey.
- Managed 103 tenancy support cases through quarter 1, with 12 cases successfully closed following positive outcomes for tenants. Support provided included helping tenants to sustain their tenancies, assisting with furnished tenancy arrangements, and delivering additional support to care leavers during the early stages of their tenancies. New tenancies involving care leavers are closely monitored to ensure appropriate support is in place,

The Head of Housing and Neighbourhoods confirmed the actions moving forwards are:

- Continue regular case audits and Head of Service reviews to improve compliance, case progression, and quality assurance.
- Improve the quality of equality, diversity, vulnerability, and customer profile data.
- Ensure risk assessments are completed and reviewed throughout the life of every case.
- Continue to focus our resources and interventions in identified hotspot locations, including Ribble Drive and areas of Radcliffe.
- Strengthen customer insight by improving survey response rates and reviewing feedback, complaints, and outcomes to identify service improvements.
- Continue to communicate enforcement outcomes to residents, providing reassurance and encouraging reporting.
- Deliver and monitor the Housemark Improvement Action Plan through regular performance reviews.
- Further develop the ASB Tenant Forum and use resident feedback to shape service delivery and policy development.
- Increase tenant engagement and visibility through additional housing drop-ins, action days, tenancy visits, and targeted door-knocking activities.

Bryan Simpson queried whether we have we identified customers we don't hear from and prioritise them and was advised we have a no contact report

Councillor Walsh queried how we escalate issues and was advised that it depends on the circumstances . some of the options include making sure the right support is in place, early intervention to see what can resolve issues, if a resident breaches their tenancy agreement reviewing what are next actions and considering whether a property is right for an individual. Eviction is the last course of action.

Councillor Walsh queried whether we use cameras and was advised we purchased a camera to be used at Eton Hill for a month. A fine was issued for fly tipping and we have seen a reduction in fly tipping in that area since the camera has been there.

Members noted the report.

10 ALLOCATIONS POLICY REVIEW

The Director of Housing advised members that there is a need to make a small change to policy. Within the councis wider housing stock there are some properties that sit within parks and have tied in tenants who are about to retire.

These residents can't retire into those tenancies so in order to rehouse them we need to make them an offer, however the current policy is silent on tied tenancies. This will need to go to cabinet for approval

Councillor Roith queried whether tenancies would only be in the name of the retiring employee or whether it would include family members and was advised if they live with a partner it could be a joint tenancy

Councillor Walsh queried direct lets and was advised they are only used in certain circumstances. There is a review of the allocations guidance being conducted by the Government, and the Director Housing agreed to circulate the question to all members. The Allocations Policy will be reviewed again, once the guidance has been published.

Councillor Roith flagged a discrepancy on the numbers provided and the Director of Housing agreed to check the numbers provided.

Members noted the report and recommended the updated Allocations Policy to be sent to Cabinet for approval.

Agenda Item 4

Classification: Open	Decision Type:

Report to:	Housing Advisory Board	**Date:** 18 November 2026
Subject:	Regulator for Social Housing Regulatory Judgement and Next Steps	
Report of	Sian Grant, Director of Housing	

Summary

1. The purpose of the report is to provide an update on the outcome of the recent housing regulatory inspection of Bury Housing Services carried out by the Regulator for Social Housing (RSH) over summer 2026, and to provide an update on the next steps.

2. The Council was advised by the Regulator on 22nd October 2026 that it had received a C3 rating. The regulator published the judgement on 11th November. It was the Regulator's judgement that there are serious failings in how Bury Council is delivering the outcomes of the consumer standards and significant improvement is needed.

3. The Regulator noted the positive trajectory of the housing service since the council took management of the housing stock back in house. They also noted that plans were already underway to continue to improve performance in the identified areas. The judgement provides external assurance that the roadmap is going in the right direction.

Recommendation(s)

4. It is recommended that Housing Advisory Board:

   a. Note the outcome of the regulator of social housing inspection for Bury Housing Services

   b. Note the next steps in developing the improvement plan

   c. Discuss the reporting template attached at appendix 2

Background

4. Following the Grenfell fire tragedy, the Social Housing (Regulation) Act 2023 brought in new powers for the RSH to carry out regular landlord inspections and the power to issue unlimited fines.

5. In addition, the Act brought in reform of the following four Consumer Standards that aim to ensure that tenants have a safe, secure and well-

maintained homes, with clear communication and good service from the landlord:

- Safety and Quality Standard
- Transparency, Influence and Accountability Standard
- Tenancy Standard
- Neighbourhood and Community Standard

6. In 2023 the Council made the decision to bring the management of its housing stock back into the council following concerns about how its ALMO (Six Town Housing) was manging the stock due to a self-referral to the RSH about fire safety compliance. The transfer of the management of the properties back to Bury Council was completed in February 2024 and a full permanent leadership team was in place by November 2025.

7. The council made the decision to bring the management of the housing stock back in house when it became clear that performance on key compliance issues was not accurate and it could be no longer be assured of the validity of the data. There was also a lack of triangulation with feedback from what tenants were telling us and that there were a number of issues with data quality across a range of services areas. We also found that a number of service areas were not meeting requirements of the consumer standards or best practice. This included key service areas such as;
    - Fire safety, electrical safety and gas safety
    - Anti-social behaviour management
    - Complaints handling
    - Repairs and maintenance
    - Caretaking and cleaning

8. Since Feb 2024 the service has been working hard to put in place the fundamentals to ensure we can build and deliver an excellent housing service. This has included improving data quality in key areas, improving performance reporting to show a true picture of performance, strengthening key teams and service areas and bringing in external support to provide assurance and guide improvement in key areas.

Regulatory inspection

9. In May 2026, the Council received notification that it was being inspected by the RSH and following the submission of a significant amount of evidence to support the inspection and demonstrate the improvement made since bringing the stock back in house, the inspection took place from 20th – 22nd July 2026.

10. Following an inspection, landlords are given one of four ratings:

    - C1 – overall the landlord is delivering the outcomes of the consumer standards. The landlord has demonstrated that it identifies when issues occur and puts plans in place to remedy and minimise reoccurrence.

- C2 – no failings but some weaknesses in the landlord delivering the outcomes of the consumer standards and improvement is needed.
- C3 – there are serious failings in the landlord delivering the outcomes of the consumer standards and significant improvement is needed.
- C4 – there are very serious failings in the landlord delivering the outcomes of the consumer standards. The landlord must make fundamental changes to that improved outcomes are delivered.

Bury Council Judgement

11. The Council was advised by the Regulator on 22nd October 2026 that it had received a C3 rating. This grading was published on 11th November 2026. It was the Regulator's judgement that there are serious failings in how we are delivering the outcomes of the consumer standards and significant improvement is needed.

12. Specifically, the Regulator found serious failings in the Safety and Quality Standard and the Transparency, Influence and Accountability Standard. They also found weaknesses requiring improvement in the delivery of some of the outcomes of the Neighbour and Community Standard. The published judgement can be found here.

13. The Regulator also provided more detailed verbal feedback at the feedback meeting on 22nd October, which is not included in the regulatory judgement. As part of this feedback they stated we had made significant progress in improving the service since it had been brought back in house and that they could see that significant and fundamental changes had been put in place. They had been assured that we have a full understanding of where we are and what the issues are, and that we have improvement plans in place to address the issues. At the time of the inspection these plans were at an early stage and were not yet embedded enough to show outcomes.

14. They also identified that data quality is a cross-cutting theme in the judgement and that our data quality was not sufficiently robust to provide assurance. There was a specific ask that we look at improving how we audit our data and assure senior leaders and councillors of its accuracy. They also noted that we are in the process of upgrading our housing management system and this was a key part of improving our data quality and data governance.

15. Overall, they stated that the inspection is a point in time and they could see a positive trajectory of improvement which provides assurance that we will meet the requirements of the higher grades in time.

Safety and Quality standard – serious failings

16. The Safety and Quality Standard requires landlords to identify and meet all legal requirements that relate to the health and safety of tenants in their homes and communal areas and ensure that all required actions arising from legally required health and safety assessments are carried out within appropriate timescales. It also requires landlords to have an accurate, up to

date and evidenced understanding of the condition of their homes and communal areas. This knowledge must reliably inform the provision of good quality, well maintained and safe homes for tenants, and landlords must ensure that tenants' homes meet the requirements of the Decent Homes Standard. It requires landlords to have a timely, effective and efficient repairs service and provide access to disabled adaptations.

17. The outcomes of the regulatory judgement for each of the areas within the Safety and Quality standard are provided below:

- Stock quality and decency – some weaknesses
- Health and safety – serious failings
- Repairs and maintenance – some weaknesses
- Damp and mould – serious failings
- Adaptations – serious failings

18. The judgement identified following areas of the Safety and Quality Standard as requiring improvement:

- There was insufficient assurance on the accuracy of the health and safety compliance information.
- We were unable to evidence that all required actions arising from legally required Health and Safety assessments have been carried out in homes managed by Springs TMC.
- There was a lack of clarity on the length of time fire remedial actions have been open.
- We need to improve reporting against legally required timescales to investigate, identify and repair hazards including damp and mould (including Spring TMC).
- There are weaknesses in our approach to using stock condition data to reliably inform its planning and provision of good quality, well maintained and safe homes.
- We need to strengthen assurance that tenants homes meet the Decent Home Standard.
- We need to continue to deliver improved outcomes in relation to repairs and maintenance especially timeliness.
- We need to continue to improve outcomes in relation to aids and adaptations (especially timeliness).

Transparency, Influence and Accountability standard – serious failings

19. The Transparency, Influence and Accountability Standard sets out the outcomes landlords must deliver about being open with tenants and treating them with fairness and respect so that tenants can access services, raise complaints, influence decision making and hold their landlord to account.

20. The outcomes of the regulatory judgement for each of the areas within the Transparency, Influence and Accountability standard are provided below;

- Diverse needs – some weaknesses
- Engagement with tenants – serious failings
- Service and performance information (including TSMs) – serious failings
- Complaint handling – some weaknesses
- Fairness and respect – some weaknesses

21. The judgement identified the following areas of the Transparency, Influence and Accountability standard are requiring improvement:

- There is no evidence of meaningful opportunities for tenants to influence and scrutinise strategies, policies and services.
- There is a need to improve trust between tenants and Bury Council.
- There are serious failings in how Bury Council provides accessible information about the landlord services and its performance in delivery to its tenants.
- There is a need to improve non-digital access to service information for those tenants who do not engage digitally.
- Performance information is not shared in an accessible way to able tenants to hold us to account.
- We are not meeting the technical and survey requirements of the tenant satisfaction measures.
- There are some gaps in our understanding of our tenants and in the information we hold on tenants.
- We could not consistently evidence that we are using tenant information to evidence communication with and provision of information is appropriate for tenants needs and to ensure that services are accessible to tenants.
- We need to further embed actions from complaints review to improve accessibility of the complaints process and consistency in complaint handling.

Neighbourhood and Community standard – some weaknesses

22. The Neighbourhood and Community Standard requires landlords to work in partnership to promote positive outcomes for tenants.

23. The outcomes of the regulatory Neighbourhood and Community standard are provided below:

- Safety of shared spaces – not actively assessed but no issues found
- Local co-operation – meeting expected outcomes
- Anti-social behaviour and hate incidents – some weaknesses
- Domestic Abuse -– not actively assessed but no issues found

24. The judgement identified the following area of weaknesses in the Neighbourhood and Community standard:

- We had not yet sufficiently embedded ongoing improvements to address longstanding issues in our approach to ASB case handling, including inconsistent application of policies and procedures, and evidence that tenants affected by anti-social behaviour and hate incidents had not always been adequately supported to demonstrate consistently improved outcomes for tenants.

Tenancy standard – meeting expected outcomes

25. The judgement found that we are meeting the expected standards of the Tenancy Standard. It found we offer tenancies and terms of occupation that meet all applicable statutory and legal requirements and are compatible with the purpose of the accommodation, the needs of individual households, the sustainability of the community, and the efficient use of their homes.

26. The judgement found this area could be improved through strengthening our assurance that relevant tenancy management policies are accessible to tenants.

Communication plan

27. The regulatory judgement was published on 11th November 2026 at 9.30am. A number of communication activities took place following the immediate publication of the judgement including briefing all housing staff and councillors. We also informed tenants via a letter send via CX and ensured that the judgement went live on our website. This week we have also sent a letter by post to all tenants along with some questions and answers.

28. A report will go to cabinet on 2nd December to update on the outcomes of the inspection and the next steps.

Regulatory Judgement Improvement Plan

29. As we have been graded as a C3 we will have intensive engagement with the RSH going forward in the form of monthly meetings. At the meetings they will seek assurance that we are making sufficient and timely progress to improve. This will include monitoring our plans for improvement and ensuring there are improved outcomes for tenants.

30. Bury Housing Services already has a substantial action plan in place to improve services. We will review this action plan to ensure it covers all the feedback and areas for improvement from the regulatory judgement and more detailed verbal feedback provided by the regulator.

31. Over the next few weeks we will work to develop a draft regulatory improvement plan for discussion and approval by the regulator. A template for the improvement plan is attached at appendix two for discussion.

32. We will also share and discuss the regulatory judgement with involved tenants at a meeting on 23rd November. This will include the start of a wider

discussion on how we improve engagement with tenants and how we can better enable tenants to be involved in decision making and scrutiny. We also plan to discuss the findings with service managers at our quarterly service managers meeting on 25th November. The views gather in these sessions will inform the improvement plan. The regulatory judgement and draft improvement plan will be presented to Cabinet on 2nd December.

33. It is anticipated that a first meeting with the regulator will take place in December 2026, where we will discuss their expectations of the improvement plan. Once the improvement plan has been agreed with the regulator we will present the final improvement plan to HAB, staff and tenants.

Links with the Housing and Corporate Priorities:
Please summarise how this links to Let's Do It Strategy and Let's Do Housing.

The regulatory judgement and associated improvement plan support us on our journey to achieve our housing vision of;

- Satisfied Tenants
- Quality Homes
- United Communities

It provides a sense check that we are heading in the right direction and that we have moved significant improvement since the management of the housing stock was brough back in house. We will use the regulatory judgement to continue to improve housing services for tenants.

Tenant voice

The RSH interviewed tenants and observed a tenants meeting as part of its on site inspection. The RSH also took into account wider tenant feedback including tenant satisfaction measures, transactional surveys and complaints and compliments received by the service.

As part of taking forward the improvement plan the results will be shared with all tenants including publishing the judgement, the next steps and, once agreed, the improvement plan on our website. We will also share the results with a group of involved tenants and seek views on how we take forward the improvement required. Specific work will be commented with tenants to determine the how they want to be involved and engaged in the service going forward.

Equality Impact and Considerations:
None as a result of this report

Environmental Impact and Considerations:
None as a result of this report

Assessment and Mitigation of Risk:
Link to Housing Strategic risk register = make sure you use risks that are on the housing strategic risk register

Risk / opportunity	**Mitigation**
Failure to meet the consumer standards	Housing Services improvement plan Monthly meetings with the RSH Improved internal audit to provide assurance on data New housing management system to improve data quality and governance

Procurement Implications:
None as a result of this report

Legal/ Regulatory Implications:
All registered providers are expected to deliver housing services to tenants that meet the requirements and outcomes of the consumer standards. As a result of the C3 grading Bury will be subject to intensive engagement with the RSH, including monthly meetings to ensure we are making sufficient and timely progress to improve. This engagement will be monthly.

Financial Implications:
None as a result of this report

Appendices:
Please list any appended documents (please save these as clearly labelled separate documents in the Teams folder).

Appendix one –Regulatory Judgement
Appendix two – Draft improvement plan template example

Background papers:
Please list any background documents to this report and include a hyperlink where possible.

Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning
RSH	Regulator of Social Housing
DHS	Decent Homes Standard
ALMO	Arms Length Management Organisation

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Example:

RH1 H&S Safety Data
Safety and Quality Standard
Lead: Naziar Ghaffar Head of Compliance

Area of Weakness	*Insufficient assurance of Health and Safety Compliance data*
Intended Outcome (s)	*Compliant homes that meet regulatory requirements for big 6 (gas, fire, electrical, legionella, lifts, asbestos) health and safety risks* *Percentage of tenants who report they are satisfied that their home is safe increased to 80%*
Target Completion	*Audit reports by end of March 2027*
Step Targets	*If applicable*
Short/Medium Long-term plans	*Short term: Reconciliation with stock list* *Short Term: Data cleansing internally* *Medium term: Commissioning of external audits*
Operational Risks	• *Affordability with additional resources requested from the HRA* • *Access to properties*
Impact on customers if we do not achieve outcome	*Exposure to tenants to risks in the home* *Exposure of staff to risk in tenants homes* *Tenants do not feel safe in their home*
RAG	*Red – At Risk* *Amber – Partially on Target* *Green – On Target* *Blue - Complete monitored through BAU*
Current Position	*Update from Lead*
Date Update	*Date last updated.*

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Agenda Item 5

Bury Council

Classification: Open	Decision Type: Approval

Report to:	Housing Advisory Board	**Date:** 18 November 2026
Subject:	Anti-Social Behaviour Policy 2027-2030 (Renewal)	
Report of	Kimberley Partridge, Head of Housing and Neighbourhood Services	

Summary

1. This report seeks approval for the adoption of the Bury Council Anti-Social Behaviour (ASB) Policy 2027-2030.
2. The revised policy provides the framework through which Bury Council and its partners will prevent, investigate and respond to anti-social behaviour across the borough. The policy reflects current legislative requirements, supports the Council's commitment to safe and sustainable communities, and sets out a clear and consistent approach to addressing ASB.
3. The policy retains the Council's established victim-centred and harm-focused approach, strengthens partnership working arrangements and introduces clarification regarding complaints relating to overgrown trees, vegetation, high hedges and non-native invasive plant species. These additions respond to recurring enquiries from residents and provide greater clarity regarding responsibilities and appropriate routes for resolution.
4. Approval of the policy will ensure the Council continues to meet its statutory obligations whilst maintaining an effective and proportionate response to anti-social behaviour.

Recommendation(s)

5. It is recommended that the board:
    a. Remmended the approval of the Anti-Social Behaviour Policy 2027-2030 to cabinet.
    b. Approval will be sought from Cabinet to delegate authority to the Assistant Director of Public Protection & Resilience, in consultation with the Cabinet Member for Communities and Inclusion, to make minor administrative, legislative and procedural updates to the policy during its lifetime, provided these do not materially alter its intent or objectives.

Reasons for recommendation(s)

6. The revised policy provides a clear and legally compliant framework for addressing anti-social behaviour whilst supporting Bury Council's strategic commitment to creating safer and stronger communities. It also ensures consistency in the investigation and management of ASB cases and strengthens victim-focused practice through risk assessment and support arrangements. It clarifies the Council's approach to issues frequently reported as ASB but more appropriately addressed through alternative statutory processes whilst promoting

effective partnership working between the Council, Greater Manchester Police, registered providers and Community Safety Partnership agencies.

7. The policy supports transparency, accountability and continuous improvement through performance monitoring and customer feedback mechanisms.

Alternative options considered and rejected

8. Option 1: Retain the Existing Policy. This option has been rejected as the current policy requires renewal and updating to reflect current operational practice, emerging community safety issues and lessons learned from case management and partnership working.

9. Option 2: Develop Separate Policies for Housing Services and other Emerging Issues**.** This option has been rejected as it would create unnecessary complexity and potential confusion for residents and practitioners. Incorporating guidance within the ASB Policy provides a single and coherent framework for managing related community concerns.

Report Author and Contact Details:

Name: Ben Thomson | Dean Walker
Position: Assistant Director Public Protection & Resilience | ASB Manager
Department: Corporate Core
E-mail: b.thomson@bury.gov.uk

Name: Kimberley Partridge
Position: Head of Housing and Neighbourhood Services
Department: Corporate Core, Housing Services
E-mail: k.partridge@bury.gov.uk

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10. Anti-social behaviour can have a significant impact on individuals, communities and neighbourhoods. It can affect residents' wellbeing, reduce confidence within communities and undermine perceptions of safety.

11. The Anti-Social Behaviour, Crime and Policing Act 2014 provides local authorities and partner agencies with a range of powers to prevent and address anti-social behaviour. While responsibility for tackling ASB is shared across several agencies, Bury Council plays a central role in coordinating local responses and supporting affected residents.

12. The existing policy has been reviewed to ensure it remains effective, proportionate and aligned with current operational practice. The revised policy continues to support early intervention and prevention measures while ensuring appropriate enforcement action is available where serious or persistent anti-social behaviour occurs.

Current Anti-Social Behaviour Context in Bury

13. Anti-social behaviour remains one of the most common issues reported by residents and can have a significant impact on community wellbeing, perceptions of safety and quality of life. Complaints received by the Council and partner agencies range from environmental nuisance, neighbour disputes and public space issues through to more serious incidents involving intimidation, criminality, substance misuse and exploitation.

14. The Council utilises a broad range of interventions to prevent and tackle anti-social behaviour. These include informal interventions, problem-solving approaches, community engagement activity and statutory enforcement powers.

15. Where necessary, officers work jointly with Greater Manchester Police, Registered Providers, Community Safety Partnership agencies and other regulatory services to address persistent nuisance, criminality and behaviour causing harm to local communities.

16. This joint working approach ensures that anti-social behaviour, environmental crime, nuisance businesses, criminal exploitation and related community safety concerns are addressed using the most appropriate powers available.

17. The Council works alongside Greater Manchester Police, housing providers and Community Safety Partnership partners to investigate complaints, support victims and take appropriate preventative and enforcement action. The Anti-Social Behaviour Policy provides the overarching framework which guides these activities and ensures a consistent and proportionate approach across the borough irrespective of housing tenure or location.

18. The policy supports the Council's wider ambitions around community safety, neighbourhood resilience and protecting vulnerable residents from harm.

Emerging Community Safety Challenges

20. The nature of anti-social behaviour continues to evolve and increasingly overlaps with wider safeguarding and community safety concerns including:

- Criminal exploitation.
- County lines activity.
- Cuckooing.
- Substance misuse.
- Mental health vulnerabilities.
- Neighbourhood intimidation.
- Hate incidents.

21. The policy supports a multi-agency approach to identifying and managing such risks whilst ensuring vulnerable victims and communities receive appropriate support.

ASB Service Activity and Outcomes

22. During 2025/26 the Council and its partners continued to respond to reports of anti-social behaviour affecting communities across the borough.

23. Performance information is routinely monitored through Community Safety governance arrangements and includes:

Performance Measure	2024/25	2025/26	Trend	Commentary
Number of ASB reports received	357	409	↑ 14.6%	There were 52 more complaints in 25/26 than the previous year, which is an increase of 14.6%.
Community Protection Warnings and Notices (CPWN) issued	1	5	↑ 400%	We issued 1 CPNW in 24/25... and 5 CPNW's in 25/26, with 1 escalating to a full CPN. Which is 400% increase. Demonstrating officers are utilising the tools and powers more to tackle ASB effectively.
Injunctions and Closure Orders obtained	1	1	→	There was one ASB Injunction in 24/25 and one Closure Order in 25/26
ASB Case Reviews requested	4	7	↑ 75%	An increase of 3 Case review requests from 24/25 to 25/26 equivalent to a 75% increase. Note – only 5 of the 11 review requests met the threshold to progress. All reviews had an outcome of "Satisfactory" with slight advisories which is very positive.
Customer satisfaction and victim feedback measures	N/A	77% (Q1) 100% (July-August)	→	Customer feedback during 2025/26 has been highly positive. Transactional customer satisfaction surveys were introduced as a new performance measure in 2025/26 to strengthen the Council's understanding of victim experience and service quality. As this is the first full year of data collection, no directly comparable historical data is available. The introduction of this measure represents an enhancement to the Council's performance management framework and establishes a baseline against which future performance can be

				assessed. During Quarter 1, 77% of respondents reported satisfaction with the way their case was handled, the communication received throughout the process, and the outcome achieved. Eight respondents reported being fully satisfied with the service provided. Performance improved further during July and August, with 100% customer satisfaction recorded across all three measures. Whilst response volumes remain relatively small and should therefore be interpreted with appropriate caution, the results indicate a strong level of customer confidence in the service and provide encouraging evidence that victims feel supported throughout the ASB case management process. Ongoing monitoring will allow trends to be tracked over time and support continuous service improvement.
Housing Services tenant satisfaction with the Council's handling of ASB (Tenant Satisfaction Measures)	50.31% (Q1 24/25)	54.55% (Q1 26/27)	↑ 4.24%	Tenant Satisfaction Measures show a positive upward trajectory, increasing from 50.31% in Quarter 1 2024/25 to 54.55% in Quarter 1 2026/27, representing an improvement of 4.24 percentage points. This suggests a gradual improvement in tenant confidence in the Council's response to ASB and aligns with the positive feedback being received through the newly introduced transactional surveys. The Council will continue to monitor both measures to ensure that service improvements remain focused on victim outcomes, communication, and overall customer experience.

24. The introduction of transactional customer satisfaction surveys during 2025/26 represents a significant improvement in the Council's ability to understand victim experience and service effectiveness. Whilst no historical comparator is available, the data establishes an important baseline for future performance monitoring. Combined with the improving Tenant Satisfaction

Measure results, the feedback indicates that residents increasingly feel listened to, supported and informed throughout the management of ASB cases. Future reporting periods will enable trend analysis and benchmarking against the baseline established during 2025/26.

Policy Overview

25. The Anti-Social Behaviour Policy 2027-2030 establishes the principles and procedures that will guide the Council's response to anti-social behaviour. The policy also maintains the statutory ASB Case Review process, providing victims with the right to request a multi-agency review where they believe reports of persistent anti-social behaviour have not been adequately addressed. This provides an important accountability mechanism and reinforces the Council's commitment to victim-centred service delivery

26. Key elements of the policy include:

27. A Victim-Centred Approach - The policy places victims at the heart of service delivery. All reports are assessed according to risk and vulnerability, adopting a harm-centred approach, ensuring that vulnerability and the impact of anti-social behaviour on victims are considered alongside the behaviour itself when determining priorities and appropriate interventions.

28. Encouraging Reporting and Community Intelligence - The Policy recognises that many incidents of anti-social behaviour go unreported and that early reporting is essential to enable the Council and its partners to understand emerging issues, identify repeat locations, victims and perpetrators, and deploy appropriate interventions. The Council actively encourages residents, businesses, elected Members, landlords and community organisations to report concerns, even where incidents may appear minor in isolation. Multiple reports relating to the same location, behaviour or individual can assist agencies in building a broader intelligence picture, identifying hotspots, understanding cumulative harm and directing resources to where they are most needed. The Policy therefore promotes a culture of reporting, recognising that if concerns are not reported, agencies may be unaware of problems affecting communities and unable to take appropriate action.

29. Risk-Based Prioritisation - Reports are prioritised according to the severity of harm and risk posed to victims and communities. Serious incidents involving violence, hate crime, safeguarding concerns or criminal activity are referred to Greater Manchester Police and partner agencies where appropriate.

30. Investigation Standards - Reports will be acknowledged within five working days and allocated to a named investigating officer. Investigations will be undertaken proportionately and in accordance with relevant legislation and guidance.

31. Prevention and Early Intervention - The policy emphasises prevention through:

- Community engagement.
- Mediation and restorative approaches.
- Warning letters and acceptable behaviour agreements.
- Referrals to support services.

- Partnership intervention and problem solving.

32. Enforcement - Where informal measures are unsuccessful or where serious harm is identified, the Council may use a range of legal remedies, including:
    - Community Protection Notices.
    - Civil Injunctions.
    - Criminal Behaviour Orders.
    - Closure Orders.
    - Possession proceedings and tenancy enforcement where appropriate.
33. Partnership Working - The policy supports coordinated working arrangements between the Council, Greater Manchester Police, Community Safety Partnership agencies and Safeguarding and support organisations. The policy also recognises the responsibilities of Registered Providers in managing anti-social behaviour affecting their tenants and establishes clear arrangements for partnership working, information sharing and coordinated enforcement where appropriate
34. Relationship with Wider Enforcement Activity - The Anti-Social Behaviour Policy forms part of a broader enforcement framework used by the Council and its partners to protect residents and communities.
35. Where appropriate, complaints of anti-social behaviour may also be addressed through the following alternative provisions ensuring the most appropriate regulatory and enforcement powers are used to address both behaviour and its root causes:
    - Environmental Protection legislation.
    - Licensing enforcement.
    - Trading Standards investigations.
    - Community Protection powers.
    - Planning enforcement.
    - Housing standards enforcement.
    - Public Protection investigations.
    - Community Safety Partnership interventions.
    - Criminal investigations led by Greater Manchester Police.
36. Anti-Social Behaviour and the Private Rented Sector - The policy applies equally across all housing tenures, including social housing, owner occupied properties and the private rented sector.

37. Where anti-social behaviour is linked to privately rented accommodation, the Council works with landlords, managing agents, housing providers and other agencies to address complaints and improve outcomes for affected communities.

38. The policy complements wider housing enforcement activities and supports the Council's ability to tackle issues including nuisance, persistent disorder, poor property management and behaviours which negatively affect neighbouring residents.

39. This demonstrates that ASB powers sit alongside Housing Standards, Licensing and Community Safety powers rather than operating in isolation.

Revised Policy Changes

40. Overgrown Trees, Vegetation and High Hedges - The revised policy provides clarification regarding complaints relating to overgrown trees, vegetation and high hedges. These matters are not normally considered anti-social behaviour and will generally be managed through planning legislation, property maintenance responsibilities or other relevant statutory processes. The clarification will help ensure residents receive accurate advice and are directed to the most appropriate service area.

41. Non-Native Invasive Plants **-** The policy introduces guidance relating to non-native invasive plant species, including Japanese Knotweed and Giant Hogweed. The revised policy clarifies the responsibilities of landowners, outlines the Council's approach to infestations on Council-owned land, establishes circumstances where intervention may be considered due to significant nuisance, public safety concerns or wider community impacts and promotes consistency in decision making and case management.

42. Community Impact **-** The policy supports the Council's ambition to create safer and more resilient communities. The expected benefits are anticipated to include:

    - Improved support for victims of ASB.
    - Greater clarity regarding reporting routes and responsibilities.
    - More effective case management.
    - Stronger partnership responses.
    - Increased confidence in local services.
    - Better targeting of resources towards high-risk and vulnerable residents.

43. Increased reporting and community engagement are expected to improve the Council's understanding of local anti-social behaviour trends and emerging neighbourhood concerns. This intelligence-led approach will support earlier intervention, better identification of repeat locations and victims, and more effective partnership responses through Community Safety Partnership arrangements.

44. The policy supports early intervention, prevention and enforcement activity designed to reduce harm, improve community confidence and protect vulnerable victims. It also

contributes to wider priorities around neighbourhood management, crime reduction, environmental quality and place-based working through the Let's Do It strategy.

45. The policy has been developed with sufficient flexibility to accommodate future legislative and regulatory changes, including reforms introduced through the Crime and Policing Act 2026 and any future statutory guidance relating to anti-social behaviour powers and community safety.

Consultation

46. The policy review has been informed through engagement with Community Safety Partnership agencies, Greater Manchester Police, Housing Services, Public Protection, Environmental Health, Licensing and Neighbourhood Services. Feedback obtained through operational case management, partnership working and lessons identified through ASB Case Reviews has been used to inform the revised policy.

47. In addition, the draft policy was shared with tenant engagement groups through Housing Services as part of the consultation process. A second consultation session was held on 4 November 2026. During consultation with the Tenant Review Group, feedback was received on a range of areas including the clarity of timescales, definitions of anti-social behaviour, roles and responsibilities, reporting routes and the overall readability of the policy. Tenants also suggested the development of a separate Housing ASB Policy and raised queries regarding the inclusion of issues relating to untidy gardens. The Council considered this feedback and clarified that untidy gardens are managed through separate housing management policies and tenancy enforcement processes rather than through the ASB Policy.

    The Council recognises and values the time, commitment and insight provided by tenants throughout the consultation process. All feedback was carefully considered as part of the policy review and, whilst the Council's preferred approach is to retain a single corporate ASB Policy to provide a consistent framework across all services, the consultation directly informed the development of supporting guidance and the production of tenant-friendly and easy-read versions of the policy to improve accessibility and understanding.

    The policy was also reviewed as part of the wider ASB service review undertaken by Housemark, with no concerns raised regarding its content or the Council's proposed approach. This provides additional assurance that the policy aligns with good practice and relevant regulatory expectations in the management of anti-social behaviour. The Regulator of Social Housing has also reviewed the Council's approach to anti-social behaviour through inspection and raised no concerns in this area.

    The feedback received helped shape the Council's approach to implementation and communication of the policy, ensuring tenant views have been considered and reflected where appropriate. This has included a future review of the Housing Services Hate Crime Policy.

    The Good Neighbour Policy has also been reviewed with the Tenant Review Group and Housing Services will continue to work closely with the group to ensure tenant feedback informs future policy development and service improvements. This demonstrates that, whilst the Council did not adopt the suggestion to develop a separate Housing ASB Policy, tenant feedback has had a meaningful influence on the review and development of supporting

policies, guidance and documentation. This has helped to ensure that policies are accessible, relevant and responsive to the needs of residents, and reflects the Council's ongoing commitment to working collaboratively with tenants to shape and improve services.

48. Wider community consultation has also taken place through Anti-Social Behaviour (ASB) ward clinics and resident engagement events across the borough, providing opportunities for residents to raise concerns and share their experiences. Feedback from these sessions has helped inform a number of clarifications and accessibility improvements incorporated within the revised policy to ensure it is clearer, more user-focused and easier for residents to understand.

49. Feedback received through community engagement activity identified that some residents remain reluctant to report anti-social behaviour due to concerns around confidentiality and fear of reprisals. In response, the revised policy provides strengthened guidance regarding the handling of complainant information and the safeguards in place when investigating reports.

Governance and Performance Monitoring

50. The implementation and effectiveness of the Anti-Social Behaviour (ASB) Policy will be monitored through a comprehensive performance framework, incorporating key indicators including the number of ASB reports received, levels of high-risk and repeat victimisation, the use and outcomes of enforcement activity, Community Protection Warnings and Notices issued, Injunctions and Closure Orders obtained, and requests for and outcomes of ASB Case Reviews. Customer satisfaction measures will also be used to assess the quality and impact of interventions and service delivery. Performance information will be reported through established Community Safety Partnership governance arrangements, enabling oversight, accountability and continuous improvement across partner agencies. The Policy will remain subject to ongoing review throughout its lifespan to ensure it remains effective, proportionate and responsive to local needs, and may be amended at any time to reflect changes in legislation, statutory guidance, case law, operational practice or emerging local priorities.

51. Performance information will be subject to regular review through Community Safety Partnership governance structures, enabling emerging trends, repeat demand and enforcement outcomes to be scrutinised and used to inform future service improvement

Conclusion

52. The Anti-Social Behaviour Policy 2027-2030 provides a robust, proportionate and effective framework for tackling anti-social behaviour across Bury. It reinforces the Council's commitment to protecting residents, supporting victims, promoting community safety and working collaboratively with partners to address issues affecting local neighbourhoods.

53. The revised policy also provides important clarification regarding overgrown vegetation, high hedges and invasive plant species, responding to emerging resident concerns while ensuring resources remain focused on genuine anti-social behaviour.

54. Cabinet is therefore requested to approve the adoption of the Anti-Social Behaviour Policy 2027-2030.

Links with the Housing and Corporate Priorities:

Please summarise how this links to the Let's Do It Strategy.

55. Effective management of anti-social behaviour contributes to wider corporate priorities by improving community confidence, supporting neighbourhood sustainability, reducing demand on public services and helping residents feel safe within the places where they live, work and visit. The Anti-Social Behaviour Policy contributes directly to the Council's commitment to creating safer, stronger and more resilient communities.The policy supports the Council's ambitions by:
    i. Protecting residents from harm.
    ii. Improving confidence in local neighbourhoods.
    iii. Supporting vulnerable individuals and victims.
    iv. Promoting community resilience.
    v. Enhancing partnership working.
    vi. Contributing to safer places where people want to live, work and visit.

Tenant voice

Please summarise how the tenants voice has influenced the recommendation or approach where applicable

Tenant feedback has played an important role in shaping the development and implementation of this policy. The draft policy was reviewed with tenant engagement groups through Housing Services, including a dedicated consultation session with the Tenant Review Group. Feedback was received on the clarity of timescales, definitions of anti-social behaviour, roles and responsibilities, reporting routes and the overall readability of the policy. Tenants also suggested the development of a separate Housing ASB Policy and raised queries regarding the inclusion of untidy gardens.

All feedback was carefully considered as part of the policy review. Whilst the Council has chosen to retain a single corporate ASB Policy to provide a consistent framework across all services, tenant feedback directly influenced the development of supporting guidance and the production of tenant-friendly and easy-read versions of the policy to improve accessibility and understanding. The feedback also informed the Council's approach to implementation and communication and has contributed to the future review of the Housing Services Hate Crime Policy.

This demonstrates that, although a separate Housing ASB Policy was not adopted, tenant feedback has had a meaningful influence on the review and development of supporting policies, guidance and documentation, helping to ensure services remain accessible, relevant and responsive to the needs of residents.

Equality Impact and Considerations:

56. An Equality Impact Assessment has been undertaken and considered as part of the policy review process. The policy is designed to promote fair and equitable access to services and ensures vulnerability, protected characteristics and individual circumstances are considered when responding to reports of anti-social behaviour. Where necessary, reasonable adjustments and additional support will be provided to ensure residents can access services and participate fully in investigations and support processes.

Environmental Impact and Considerations:

*Please provide an explanation of the Environmental impact of this decision. Please include the impact on both **Carbon emissions** (contact climate@bury.gov.uk for advice) and **Biodiversity** (contact S.Tinsley@bury.gov.uk and Dennis.whittle@bury.gov.uk for advice)*

This report is for information only and does not propose any changes to policy, services or assets. As such, there are no direct impacts on carbon emissions or biodiversity arising from the recommendations within this report.

Assessment and Mitigation of Risk:

Link to risk register = make sure you use risks that are on the housing strategic risk register

Risk / opportunity	**Mitigation**
Failure to adopt an updated policy could result in: • Inconsistent responses to anti-social behaviour. • Reduced clarity for residents and partner agencies. • Increased organisational and legal risks. • Reduced confidence in Council services. • Missed opportunities to support vulnerable residents and prevent escalation. The revised policy mitigates these risks through clear governance arrangements, defined responsibilities and a consistent framework for intervention.	Adopt amended policy

Procurement Implications:

Add in any procurement implications if any

None

Legal/ Regulatory Implications:

Add in any legal or regulatory implications

1. The Council must discharge its responsibilities relating to anti-social behaviour in accordance with the Anti-Social Behaviour, Crime and Policing Act 2014. In doing so, it must also comply with other relevant legislation concerning community safety, housing management, safeguarding and data protection, including the Equality Act 2010, the Human Rights Act 1998, and applicable data protection laws. The Council must further have regard to relevant statutory guidance and regulatory requirements, including the Housing Ombudsman Complaint Handling Code.

2. The revised policy strengthens the Council's legal and regulatory position by establishing clear processes, decision-making stages and intervention thresholds. The existence and consistent application of a transparent, published policy is an important consideration in the context of complaints, regulatory oversight and potential legal challenge. Adopting the policy supports the Council in demonstrating that decisions are lawful, reasonable, proportionate and aligned with statutory obligations and recognised good practice.

3. Enhanced provisions relating to victim support, risk assessment and safeguarding promote compliance with current statutory guidance and equality obligations, reducing the risk of legal challenge arising from concerns about vulnerability or a failure to protect individuals. Greater transparency, accessible communication and defined review mechanisms, including the ASB Case Review process, are also expected to improve accountability, reduce complaints and strengthen the Council's ability to justify its decisions where these are subject to scrutiny.

Financial Implications:

Add in any financial implications - if requiring additional budget speak to your finance lead

1. There are no significant additional financial implications arising from the adoption of the policy.

2. The policy primarily formalises existing operational arrangements and clarifies how current statutory powers and partnership resources will be utilised.
3. Implementation will be delivered within existing service budgets and staffing structures.

Appendices:

Please list any appended documents (please save these as clearly labelled separate documents in the Teams folder).

Appendix one – Proposed amended Anti-Social Behaviour Policy 2027-2030

Background papers:

Please list any background documents to this report and include a hyperlink where possible.

BURY COUNCIL ANTI-SOCIAL BEHAVIOUR POLICY 2023-2026
https://www.bury.gov.uk/asset-library/asb-policy-2023-2026.pdf

Glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning
ASB	Anti-Social Behaviour
ASB Case Review	Statutory process enabling victims to request a multi-agency review where persistent anti-social behaviour concerns have not been satisfactorily addressed
Community Protection Warning (CPW)	Formal warning issued to address anti-social behaviour before a Community Protection Notice may be served
Community Protection Notice (CPN)	Formal notice requiring an individual or organisation to stop behaviour that is having a detrimental effect on the community
Community Safety Partnership (CSP)	Partnership of agencies, including the Council and Police, working together to tackle crime, anti-social behaviour and community safety issues
Closure Order	Court order used to restrict access to premises associated with serious nuisance, disorder or criminality
Criminal Behaviour Order (CBO)	Court order imposed following conviction for a criminal offence to prevent further anti-social behaviour
GMP	Greater Manchester Police
Injunction	Civil court order used to prevent anti-social behaviour and protect victims and communities

Let's Do It Strategy	Bury Council's corporate strategy setting out the long-term vision and priorities for the borough
Registered Provider (RP)	Housing association or social landlord registered with the Regulator of Social Housing
Public Protection	Council service responsible for functions including community safety, licensing, environmental health and regulatory enforcement
Tenure	The legal basis on which a property is occupied, for example owner-occupied, private rented, council or social housing
Vulnerability	Circumstances that increase an individual's risk of harm or adverse impact from anti-social behaviour

Appendix 1: Anti-Social Behaviour Policy 2027-2030

BURY COUNCIL

ANTI-SOCIAL BEHAVIOUR POLICY 2027-2030

Bury Council

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1. INTRODUCTION

This document provides staff and residents with a summary of our approach and the actions that will be taken when a report of anti-social behaviour (ASB) is received.

All our residents within our borough have the right to live without experiencing anti-social behaviour. To achieve this all our residents and those who visit our borough are expected to act responsibly and respect others. Everyone is responsible for their own behaviour, the behaviour of those people who live with them and the behaviour of people who visit their property. Working together we will achieve a safe borough for everyone.

1.1 WHAT IS THE DEFINITION OF ANTI-SOCIAL BEHAVIOUR?

Bury Council adopts the definitions of ASB as outlined in the Anti-social Behaviour, Crime and Policing Act 2014 which is as follows:

- conduct that has caused, or is likely to cause, harassment, alarm, or distress to any person,
- conduct capable of causing nuisance or annoyance to a person in relation to that person's occupation of residential premises, or
- conduct capable of causing housing-related nuisance (Private or Social) or annoyance to any person.

Non–Housing Related Anti-Social Behaviour

For ASB in a non-housing related context, ASB is conduct that causes, or is likely to cause harassment, alarm or distress to any person. This will apply, for example, where the ASB has occurred in a public place, such as a town centre, shopping centre, public space, or local park.

In the first instance, this type of ASB is usually reported to the Police as criminal behaviour. Greater Manchester Police will investigate the following types of ASB:

- **Abandoned vehicles:** This covers vehicles that appear to have been left by their owner, rather than stolen and abandoned. It includes scrap or 'end of life' vehicles.
- **Vehicle nuisance or inappropriate use:** This relates to vehicles being used in acts such as street cruising (driving up and down the street causing annoyance and bothering other road users), vehicle convoys and riding or driving on land other than a road. It also covers the misuse of go-peds, motorised skateboards and electric-propelled cycles.
- **Rowdy or inconsiderate behaviour:** This refers to general nuisance behaviour in a public place or a place to which the public have access, such as private clubs. It does not include domestic-related behaviour, harassment or public disorder which should be reported as crimes.

- **Rowdy or nuisance neighbours:** This covers any rowdy behaviour or general nuisance caused by neighbours, including boundary and parking disputes. It also covers noise nuisance from parties or playing loud music.
- **Littering or drugs paraphernalia**: This includes fly posting and discarding litter, rubbish, or drugs paraphernalia in any public place.
- **Animal problems:** This covers any situation where animals are creating a nuisance or people's behaviour associated with the use of animals is deemed as antisocial.
- **Trespassing:** This is any situation in which people have entered a place or premises or accessed land or water without permission or lawful authority.
- **Nuisance calls:** This covers any type of communication by phone that causes anxiety and annoyance, including silent calls and intrusive 'cold calling' from businesses. It does not cover indecent, threatening, or offensive behaviour which should be reported as crimes.
- **Street drinking:** This relates to unlicensed drinking in public spaces, where the behaviour of the persons involved is deemed as antisocial. It also covers unplanned and spontaneous parties which encroach on the street.
- **Prostitution-related activity:** This relates to any activity involving prostitution such as loitering, displaying cards, or promoting prostitution.
- **Nuisance noise:** This relates to all incidents of noise nuisance that do not involve neighbours (see 'Nuisance neighbours' above).
- **Begging:** This covers anyone begging or asking for charitable donations in a public place, or encouraging a child to do so, without a license.
- **Misuse of fireworks:** This will include the inappropriate use of fireworks, the unlawful sale or possession of fireworks and noise created by fireworks.
- **Overgrown Trees, Vegetation and High Hedges**
  Complaints relating solely to overgrown trees, shrubs, vegetation, garden maintenance, or the height of hedges will not normally be investigated under this Anti-Social Behaviour Policy. Such matters are generally considered to be private civil issues or matters governed by separate statutory powers. In accordance with the provisions of Part 8 of the Anti-Social Behaviour Act 2003 and associated national guidance, concerns regarding high hedges should be referred to the relevant local authority planning function for assessment and determination. Where complaints are received relating to high hedges or overgrown vegetation, residents will be signposted to Bury Council's Planning Department or other appropriate service for advice and resolution. The Council will only consider intervention under this Policy where there is evidence of wider

anti-social behaviour or a significant and immediate risk to public safety that falls within the scope of its statutory responsibilities

- **Non-Native Invasive Plants**
  The Council recognises that certain non-native invasive plant species, including but not limited to Japanese Knotweed (*Fallopia japonica*), Giant Hogweed (*Heracleum mantegazzianum*) and other species listed under relevant environmental legislation, can have a detrimental impact on communities, public safety, biodiversity and the built environment. Reports of invasive plants will be assessed on a case-by-case basis to determine the level of risk, location, land ownership and any associated nuisance or harm. Where invasive plants are identified on Council-owned land, the Council will manage and control infestations in accordance with current legislation, recognised good practice and available resources. Where infestations occur on privately owned land, responsibility for treatment remains with the landowner; however, the Council may provide advice, signposting or take enforcement action where there is a statutory basis to do so. The presence of invasive plants alone will not normally constitute Anti-Social Behaviour, but where an individual's actions or failure to manage an infestation results in significant nuisance, risk to public health and safety, damage to property, or the spread of invasive species onto neighbouring land, the Council will consider appropriate interventions in line with its powers and responsibilities.

Housing Related Anti-Social Behaviour

For ASB in a housing context, ASB is considered to be conduct that is capable of causing nuisance or annoyance to a person in relation to that person's occupation of residential premises or the conduct is capable of causing housing related nuisance or annoyance to any person.

For those living in a Bury Council managed property are bound by the specific terms of a tenancy agreement which is a legal contract between the tenant(s) and Bury Council and can be enforced where needed. Bury Council tenancy agreement contains several conditions relating to the conduct of tenants, those who live with tenants and those who visit tenants. Within the tenancy agreement, a tenant is not only responsible for their own conduct but is also responsible for the conduct of any person residing at or occupying their property (whether adults or children). A tenant is also responsible for the conduct of any lawful visitor to their property, whether that visitor is an adult or a child.

In the first instance reports should be made

- Directly to the landlord for example the Housing Association, or private sector housing provider for rented housing.
- Homeowners should report direct to Bury Council.

- Bury Council Housing tenants should report to Bury Councils Housing Services and will be investigated by the Housing Team
- Directly to police where it could be classed as criminal behaviour.

1.2 TYPES OF ANTI-SOCIAL BEHAVIOUR

ASB can mean different things to different people and may or may not include criminal activity. Whilst definitions have been provided above, the list below describes some examples of ASB and who you should report such acts to.

Type of ASB	**Reporting Method**
Neighbour disputes Noise and environmental nuisance	– *Report to Bury Council if.* ○ *Private Rented, Owner occupier or a Bury Council Tenant* – *If you're a tenant of a housing association, report to them direct.*

Use of violence or threatening behaviour
Repeated abusive language or behaviour.
Damage to property
Domestic abuse or violence
Hate crimes / Hate incidents.
Misuse of open spaces, including begging/off-road use of vehicles
	1. *In the first instance report to Greater Manchester Police (GMP)*
	2. *If follow up is required:*
	  ○ *Privately rented, Owner Occupier or Bury Council Tenant = Bury Council*
	  ○ *Social housing = relevant Housing Provider*

A table referencing different types of ASB and the relevant reporting method

Misuse of Fireworks: This includes the inappropriate use of fireworks, unlawful sale or possession of fireworks, deliberate misuse causing alarm, distress, nuisance or risk to public safety, and persistent noise disturbance associated with fireworks. The Council recognises that fireworks may have a significant impact on vulnerable residents, animals and communities. Residents should be aware that legislation restricts the use of fireworks during certain hours and periods of the year. Outside permitted periods, the use of fireworks late at night may constitute anti-social behaviour and may be investigated in partnership with Greater Manchester Police and other enforcement agencies where appropriate.

The Council recognises that cultural celebrations and nationally recognised events involving fireworks form an important part of community life. However, fireworks should be used responsibly and in accordance with legal restrictions relating to sale, possession and permitted hours of use. The Council will support proportionate enforcement where misuse causes significant nuisance, distress or public safety concerns.

With reference to this ASB policy the following matters will not be investigated unless they are having a harmful impact on a person because they are vulnerable in which case they may be investigated. The definition of vulnerable in this context refers to being susceptible to harm, either physically, emotionally, or mentally, often due to weakness exposure or lack of protection. This refers to adults and young people.

- Young people gathering socially (aged 16 or under)
- Children playing in the street, including ball games.
- DIY in reasonable hours (reasonable hours will be defined on a case-by-case basis)
- Disputes over social media
- Bonfires and BBQs (unless risk to life or property)
- Lifestyle differences
- One off house parties

The lists above are not exhaustive. Officers of Bury Council and Greater Manchester Police will exercise judgement to establish an appropriate response.

Please note that schools and colleges have their own ASB Policies. Should a member of the public be concerned by behaviour relating to an educational institution they can either report it directly to the Headteacher or via Bury Council.

2. REPORTING ANTI SOCIAL BEHAVIOUR

Bury Council will investigate all complaints of ASB regardless of tenure. This means that if the person perpetrating the behaviour resides in a property that is owned by them, are private rented through a RSL or it is owned by Bury Council, the case will be investigated in the same way.

Every report helps build a better understanding of anti-social behaviour across the borough. Individual incidents which may appear minor when viewed in isolation can help identify wider patterns of behaviour, repeat offenders, vulnerable victims and locations experiencing persistent problems. Information received from residents, businesses, councillors, housing providers and partner agencies enables the Council and its partners to identify emerging hotspots, target resources effectively and take earlier preventative action. Residents are therefore encouraged to report anti-social behaviour whenever it occurs, as agencies may otherwise be unaware of the impact on individuals and communities.

However, note that this does not include Housing Associations whereby the HA has its own ASB Team to undertake the investigation. Support from Bury Council can be offered on a case-by-case basis.

When either the person experiencing ASB or the perpetrator of ASB is a tenant of a property managed by a Housing Association e.g. Irwell Valley Homes, Places for People, Springs TMC, the report of ASB should be made to the relevant organisation and will be dealt with under their ASB policy. It would usually be

the case that these investigations would be led by the housing provider however in some cases Bury Council may support the investigation.

Serious ASB involving criminal conduct should be reported to Greater Manchester Police by telephoning 101, or online at https://www.gmp.police.uk/contact/af/contact-us/ In an emergency call where there is threat to life or property always call 999.

2.1 REPORTING ANTI-SOCIAL BEHAVIOUR

Reports of ASB should include as much detail as possible and can be made in any of the following ways depending on the location and severity of the ASB:

ONLINE

Bury Council	Report anti-social behaviour or nuisance - Bury Council
Police	Report antisocial behaviour | Greater Manchester Police (gmp.police.uk)
Housing	**Housing Services - Bury Council**

OTHER METHODS

Other methods of complaining are available; however, we will encourage victims of ASB to use the above online method where possible.

Other ways in which ASB complaints may be received are:

- Telephone
- Email
- Face to Face (Via Housing Officer or ASB Caseworker)
- Visit our reception service based at the Town Hall
- Local Councillors and Local MP
- Home visit with your Housing Officers (If your property is managed by Bury Council)

Reports of ASB can be made by a third party, for example by a Local Councillor, Member of Parliament, or social worker. If a report is made via a third party, we will seek the consent of the complainant to communicate and share information with the third party.

Reports of ASB are **not** accepted by social media e.g. Twitter, Facebook however we will respond and direct you on how best to report your concerns.

ANONYMOUS REPORTS

Bury Council always prefer to have direct contact with the person experiencing ASB ("the complainant") to understand the problems they are experiencing, offer appropriate support and provide updates regarding the investigation. Officers will investigate an anonymous report if the report can be substantiated and will make reasonable attempts to substantiate the report.

2.2 HOW ARE ANTI-SOCIAL BEHAVIOUR REPORTS PRIORITISED?

Reports of ASB are prioritised at point of contact. This involves confirming the allegation and asking a series of short questions to assess the potential risk of harm caused by the ASB. Reports of ASB are then allocated to a named Investigating Officer.

- Complaints of hate crime/hate incidents or any serious or violent behaviour reported to Bury Council will be referred to GMP within 24 hours (if reported during normal business hours – Mon-Fri, 9.00am to 5.00pm. If an incident occurs outside of these hours, please report directly to GMP)

- All other reports of ASB to be handled by Bury Council will be acknowledged within 5 working days.

2.3 REFERRALS TO OTHER AGENCIES

Investigating Officers will make referrals to other Council departments or agencies as appropriate during their investigation. Any referrals made will involve the Investigating Officer seeking consent from the individual concerned, unless there is an overriding safeguarding concern in relation to a vulnerable adult or child.

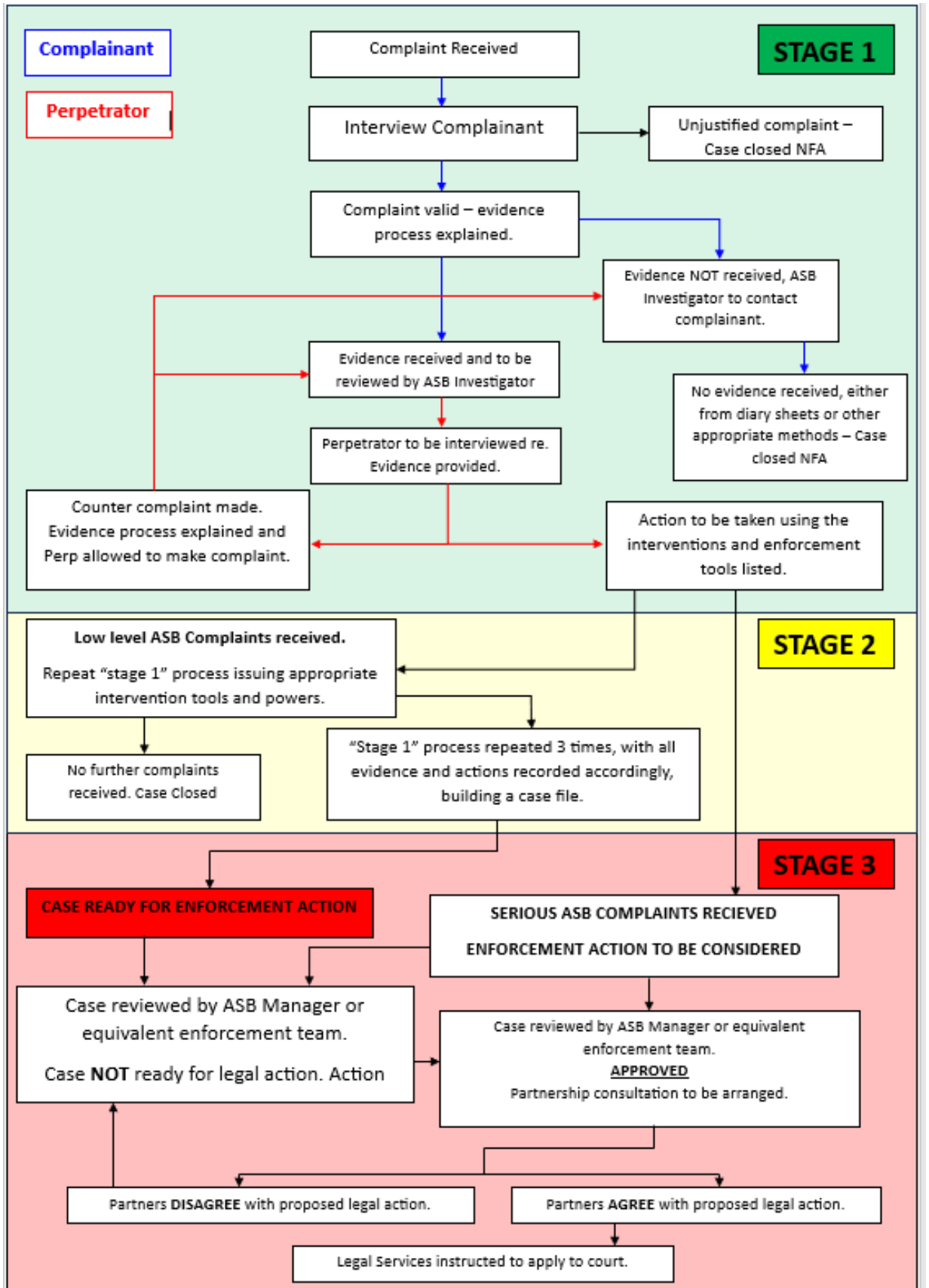
2.4 CROSS TENURE ISSUES

There will be times when reports of ASB will need to involve other Local Authority areas or social housing providers because either the complainant or the alleged perpetrator are tenants of that organisation. When these types of reports are made to Bury Council, the ASB Investigating Officer will discuss with the relevant organisation who will take a lead role in coordinating specific actions and this information will be shared with everyone involved in the ASB report.

GMP may also investigate reports of ASB across all tenures, particularly when there is an allegation that a crime has been committed. Bury Council will work in partnership with GMP to investigate and tackle ASB in our communities.

3. INVESTIGATING ANTI SOCIAL BEHAVIOUR

This section sets out how Bury Council will investigate ASB. As stated above, where the lead for the investigation is undertaken by another housing provider, the investigation will be undertaken in accordance with their own organisational policy. The Processes for a Bury Council ASB investigation are summarised in the flowchart below:



For Bury Council, there are several stages involved in investigating ASB:

1. Interview complainant (compile an action plan within appropriate timescales as above)
2. Carry out ASB risk assessment based on information received.
3. Gather evidence from complainant.
4. Interview perpetrator and agreed an action plan where possible.
5. Take necessary intervention and enforcement action (warnings etc)

Where any of the parties involved require reasonable adjustments to be made to allow them to participate fully in the process these will be made in agreement with the Investigating Officer.

ASB caseworkers will measure risk levels following initial interviews to determine seriousness of cases.

- ***Low level ASB good practice***
  - Issue up to 3 warnings, alongside the intervention tools.
  - *Progress to Enforcement Action if behaviour persists after this.*

- ***Serious ASB good practice***
  - Intervention tools considered, however ASB Officer can consider escalating straight to Enforcement Action if the evidence justifies it.

3.1 INTERVIEWING THE COMPLAINANT

When a report of ASB is made to Bury Council, one of the Council's Investigating Officers will interview the complainant to confirm all relevant facts and an action plan will be discussed. As part of the action plan the complainant will be expected to keep an accurate record of any further incidents of ASB and report any further incidents to the Investigating Officer. This may be in the form of a written statement or a more suitable format dependent on the circumstances. The officer will risk assess the complainant's vulnerability to the ASB they are experiencing and may carry out necessary actions to support them.

Where a complaint is made against a Bury Council managed property this will be investigated by Housing Services. For the purposes of this document, the Investigating Officer, will be investigated by a Housing Officer.

3.2 WIDER INVESTIGATIONS

Investigating Officers will usually conduct a wider investigation which may involve contacting other potential complainants or witnesses, in addition to making enquiries with any relevant Council departments or partner agencies such as GMP.

3.3 INTERVIEWING THE ALLEGED PERPETRATOR

During most investigations, contact will be made with the alleged perpetrator. The alleged perpetrator will be given a fair opportunity to respond to the ASB allegations. The Investigating Officer will explain the consequences of perpetrating ASB and summarise the next steps in the investigation.

3.4 COUNTER ALLEGATIONS

Investigating Officers will conduct a proportionate investigation into any counter allegations that are classed as ASB. Support will be provided to the person making the counter allegation and an action plan will be discussed with the alleged perpetrator as well, however as a complainant in this instance.

3.5 VICTIM / WITNESS SUPPORT

Victims and witnesses (Complainants) are at the centre of the action we take to investigate and resolve reports of ASB. All Complainants will be provided with an Investigating Officer who will be responsible for investigating their report. Support to Complainants will be assessed individually with each Complainant that engages with us to ensure that the support offered is tailored specifically to individual needs.

A harm centred approach is taken, which means that in addition to considering the type of ASB we will consider the impact that ASB is having on individuals, families, and neighbourhoods to understand the harm that is being caused. We will do this by completing an ASB Vulnerability Risk Assessment with complainants (not acting in their professional capacity i.e., police officer). In some cases when a neighbourhood is experiencing ASB, we may conduct a Community Impact Statement involving information from residents and partners.

Type of actions may include a referral to a victim support service, additional contact from the ASB Officer, asking if the police could carry out additional patrols or conduct reassurance visits, making a referral to another Council department or agency e.g., Adult Safeguarding, Bury Drug and Alcohol Services, Mental Health Services.

3.6 SUPPORT FOR VULNERABLE PERPETRATORS

We recognise that some perpetrators may have support needs. When we are made aware by the perpetrator or by any information made available to us that a person has or may have a support need, we will explain our concerns and invite the perpetrator to discuss their needs with us and seek their consent to make a referral(s) to an appropriate Council department or external organisation on their behalf if appropriate. If the perpetrator is already engaged with a support service, we will discuss with the perpetrator sharing relevant information with the support service.

We reserve the right to make a referral to the Directorate of Children and Families, or the police, including a safeguarding referral, without the permission of the individual (s) concerned where the situation and provision of the Data Protection Act and any other legislation justifies it.

We will carefully consider and justify our actions, with a focus so as not to disadvantage those protected by the Equality Act 2010.

4. TACKLING ANTI SOCIAL BEHAVIOUR

Whenever possible Bury Council will take action, and encourage that of partners, to prevent ASB from happening in the first place. Examples of how we may do this include, but are not limited to:

- Carry out pre-tenancy checks, provide housing for members of the public appropriately and have a robust sign-up process with clear expectations of behaviour.
- Supporting the delivery of targeted youth provision, through targeted deployment of the Youth Outreach team.
- Considering any environmental improvements that may reduce the likelihood of ASB taking place in conjunction with colleague in the Operations department and community-led environmental groups in the Borough.
- Delivering training to partners and community groups regarding ASB and community safety issues i.e., hate crime ambassadors and third-party reporting centre training.

Where actions are required, the table below identifies which Community Safety Partners are able to instigate the different elements of enforcement.

Power	Bury Council	Greater Manchester Police	Community Safety Partner	Other Housing Provider
Civil Injunction	✓	✓	✓	✓
Community Protection Notice	✓	✓	✓	x
Criminal Behaviour Order	✓	✓	x	x
Public Space Protection Order	✓	x	x	x
Expedited Public Space Protection Order	✓	x	x	x
Closure Power (Notice and Order)	✓	✓	x	x

Absolute Grounds for Possession	✓	x	✓	✓
Dispersal Power	x	✓	x	x

4.1 LEVELS OF EVIDENCE

Within this Council policy, most ASB investigations take place within a civil law framework which means a civil standard of proof is applicable. The Investigating Officer needs only to be able to demonstrate that the incident(s) is more likely, than not to have happened.

When civil legal action has been taken and a Court Order has been disobeyed i.e., breach of an Injunction order, Closure Order, or prosecution for breach of a Community Protection Notice; the criminal standard of proof applies. This means that the Investigating Officer will need to demonstrate that the incident(s) happened are "beyond reasonable doubt".

4.2 INSUFFICIENT EVIDENCE

During an investigation there may be several reasons why an Investigating Officer cannot take action. These may include:

- Establishing that the incident did not happen.
- Not having enough evidence to prove the matter to the relevant standard of proof.
- Finding the issues reported to be not what Bury Council consider as antisocial.
- Not being able to investigate fully due to non-cooperation of the complainant / witness.
- The ASB has stopped and the likelihood of further ASB is low.

The Investigating Officer will inform the complainant at the earliest opportunity if they determine that they cannot act or take further action and will close the case.

4.3 DETERMINING APPROPRIATE ANTI-SOCIAL BEHAVIOUR ACTIONS

The Investigating Officer will assess each case on the information available and the actions taken will be proportionate and bespoke to the circumstances of each case. Typically, Investigating Officers will use informal methods to try to resolve a report of ASB in the first instance. However, in priority cases, such as when there has been a use or threat of violence, legal action may be the first course of action.

4.4 INFORMAL METHODS OF RESOLUTION

Investigating Officers may consider using informal methods such as:

- Mediation

- Restorative Meetings
- Noise monitoring equipment
- Observation of behaviour where permitted.
- Providing information and advice
- Investigatory interviews
- Warning Interviews
- Acceptable Behaviour Contracts (ABC's) *(see appendix A)*
- Referrals to partners / support agencies

4.5 LEGAL ACTIONS

Bury Council may consider taking legal action when ASB continues following an attempt to resolve the issue informally.

In priority cases involving the use or threat of violence towards person or property and or where there is serious risk of harm, we may not take any informal actions and instead take legal action in the first instance. Examples of legal actions that we may consider include:

- Injunction (including powers of arrest)
- Criminal Behaviour Order
- Community Protection Notice Warnings/Notices CPNW/ CPN
- Closure Order
- Breach Proceedings
- ASB Possession Proceedings (within our landlord capacity only)

Bury Council has no basis to seek possession of a property where we are not the landlord.

In our capacity as a landlord Bury Council may also take ASB possession proceedings. Prior to deciding to proceed with a claim for possession we will give our tenants a right to reply to the ASB allegations.

If the Investigating Officer considers it appropriate to proceed with legal action, the case will be reviewed by the ASB Manager prior to making a referral to legal services for legal advice. The Investigating Officer will always consider the legal advice received prior to instructing a solicitor to proceed with a legal application. Such advice is legally privileged and therefore will not be disclosed.

4.6 TACKLING ANTI-SOCIAL BEHAVIOUR IN SHARED SPACES

Bury Council are committed to providing safe spaces for all within the community. We work collaboratively with partner agencies, such as GMP, to ensure the people of Bury feel safe. Examples of ASB within shared spaces include:

- Town Centre ASB e.g. alcohol related incidents, night-time economy, youths causing disturbances.

- Retail ASB e.g. beggars, chuggers
- Open spaces e.g. playgrounds, parks, public plaza

In the first instance, Bury Council work closely with partners such as The Rock, Millgate, and Public House licensees to tackle ASB within the Town Centre. For persistent ASB cases, various methods of resolution will be considered (see Sections 3.4 and 3.5).

More serious acts of ASB, e.g. violence, would be dealt with by GMP by using powers of arrest or the issuing of dispersal orders.

The Council will also consider **Public Space Protection Orders** when it is considered the most appropriate tool to address a place based ASB issue and work with GMP to consider other potential solutions.

4.7 REASONS FOR CASE CLOSURE

Investigating Officers will close cases in a timely manner so that cases are not open longer than necessary. The Investigating Officer will communicate with complainants and partners when resolutions have been reached, or a case is closed and ensure accurate recording of cases.

4.8 USING AN ASB CASE REVIEW (previously known as the community trigger)

Any person has the right to activate an ASB Case Review if they feel their complaint(s) regarding ASB has not been dealt with appropriately.

The ASB Case Review is designed to ensure the Council and our partners are responding to cases of persistent ASB, especially where the victim is vulnerable or at greater risk. The Case Review gives victims and communities the right to examine how local agencies have responded to previous ASB complaints and to consider whether further action should be taken.

In addition to the victim, the Case Review can be activated by a person on behalf of the victim who is aware of the circumstances and acts with the victim's consent. This might include a family member, friend, carer, councillor, Member of Parliament or other professional.

A Case Review can be submitted through the following approaches:

- Bury Council: https://www.bury.gov.uk/index.aspx?articleid=11362
- GMP by calling 101.

Bury Council along with our partners in the Community Safety Partnership have agreed that the threshold for activating a Case Review will be:

- Three separate incidents have been reported in the last 6 months to the police, Bury Council, or social landlord.

- The last report was within one month of the date of the trigger application.

The definition of ASB in this context is behaviour causing harassment, alarm or distress to a member or members of the public. When deciding whether the threshold is met, agencies should consider the cumulative effect of the incidents and consider the harm or potential harm caused to the victim, rather than rigidly deciding whether each incident reached the level of harassment, alarm, or distress.

The activation of a Case Review will be primarily responded to through the ASB Manager. If they are directly involved in the previous cases, then the co-ordination of the review will be overseen by the Community Safety Manager.

A multiagency meeting will be convened with appropriate representation from across the Team Bury Community Safety Partnership with a specific focus on place-based colleagues from the specific neighbourhood in question. Attendees will be drawn from the following teams:

- ASB Neighbourhood Caseworker
- GMP Neighbourhood Inspector
- Broader Housing representatives if perpetrators or victims' tenants of a housing association
- Children's Early Help Neighbourhood lead
- Beacon Service link worker.

The Review Panel will determine a co-ordinated and phased action plan, with agreed review points. The *ASB Crime and Policing Act 2014*, places a duty on the relevant bodies to respond to the victim at points in the Case Review process:

- The decision as to whether the threshold is met.
- The outcome of the review, and
- Any recommendations or actions agreed, as an outcome of the review.

Outcomes and an overview of any Reviews will be considered by the Tackling Crime and ASB sub-group of the Community Safety Partnership to determine key learning points and to task Public Service Leadership Teams of any further actions to address place-based vulnerabilities.

5. OTHER INFORMATION

5.1 PUBLICITY

Publicity is an essential part of tackling ASB in terms of:

- Reassuring the community that Bury Council and partners work together and take reports of ASB seriously.
- Reassuring complainants, witnesses, and the wider community that successful action has been taken to tackle ASB.
- Publishing individual cases so that breaches of orders obtained can be reported to the relevant organisation.

- Making it clear to perpetrators that Bury Council will not tolerate ASB and will take action to protect others.

In circumstances when a Court has not imposed reporting restrictions, and Bury Council considers it to be necessary and proportionate, a press release or other publicity material, such as an information leaflet, may be issued when the following orders have been granted or a Notice has been served. Bury Council may also issue a press release if the Court finds that any of these orders / Notice has been breached:

- Final Injunction Order
- Final Criminal Behaviour Order
- Closure Order
- ASB Possession Order
- Community Protection Notice

The press release will be factual and may give the name, age, and address of the individual against whom the order has been made or the breach occurred, the ASB they have been involved in and the terms of any order or sentence. Bury Council may also engage in other media coverage as deemed to be appropriate.

5.2 INFORMATION SHARING AND CONFIDENTIALITY

Bury Council understands that some residents may be concerned about reporting anti-social behaviour because they fear their identity may be disclosed to the person they are reporting. As a general principle, the Council will not reveal the identity of a complainant to an alleged perpetrator without the complainant's knowledge and consent unless required to do so by law, court process or where there is an overriding safeguarding concern. Wherever possible, investigations will be conducted in a manner that protects complainant confidentiality whilst still enabling the Council and its partners to investigate allegations fairly and effectively.

We will treat all information received with the strictest confidence and will take reasonable steps to protect the identity of complainants and witnesses wherever possible. In the first instance the best interest and wishes of the complainant will drive the actions we take. It is important to understand that in certain circumstances we may have a legal obligation to share relevant information with other statutory agencies e.g. if there is a serious safeguarding concern.

If we consider it important to access specific information from independent professionals in order to assess how we deal with a case we will ask the complainant for their written consent to do so, unless there is an urgent overriding safeguarding concern involving a risk of harm to either the complainant or another person.

ASB information is recorded on a secure case management system and case files are stored securely. Data is held in accordance with Bury Council ’s data retention and destruction schedule.

We have a duty to share information with relevant agencies as defined in the Crime and Disorder Act 1998. We will share information with accordance to the Data Protection Act 1998 and data sharing principles.

5.3 TRAINING AND SERVICE DEVELOPMENT

Bury Council is committed to continually reviewing the service we provide so that we can identify and share practice and identify any service improvements.

Our performance is monitored through a range of indicators including number and types of cases, customer response times and the types of informal and formal ASB actions. We have recently introduced a customer survey which we will undertake with ASB complainants and consult with residents before making any significant changes to Council services.

We report quarterly to our Community Safety Lead and provide reports to our Communities Scrutiny Committee and Community Safety Partnership Board. Reports to our Communities Scrutiny Committee are available to the public to access at Bury Town Hall and on Bury Council 's website.

5.4 AVAILABILITY OF THE ASB POLICY AND PROCEDURES STATEMENT

A copy of this ASB Policy can be found on Bury Council 's website https://www.bury.gov.uk

Please contact the ASB Team if you require a translated copy of the Statement and Summary or a copy in an alternative format (i.e., Braille and large print).

5.5 REVIEW OF POLICY AND PROCEDURES

This policy and procedures statement will be reviewed periodically or in line with changes in relevant legislation.

5.6 COMMENTS AND COMPLAINTS

The Council's ASB Team will endeavour to complete a short survey with every complainant or witness to check they are satisfied with the service they have received. The manager will be made aware of any circumstances when the feedback received is not satisfactory (see Appendix Two).

Complaints can be made using the appropriate links below.

Bury Council - Complaints about most council services - Bury Council
GMP - Complaints | Greater Manchester Police (gmp.police.uk)

Please note that concerns about ASB related to Gypsy and Traveller encampments please refer to Unauthorised gypsy and traveller encampments - Bury Council for further guidance and information.

6. APPENDIX ONE: CUSTOMER SATISFACTION SURVEY

ANTI-SOCIAL BEHAVIOUR CASEWORK INVESTIGATIONS

Anti-Social Behaviour Customer Satisfaction Survey

Q1. How was the communication between you and the Investigating Officer at Bury Council?
Poor 1 2 3 4 5 6 7 8 9 10 *Outstanding*

Q2. Are you happy with the outcome of your complaint?
Poor 1 2 3 4 5 6 7 8 9 10 Outstanding

Q3. How would you rate the customer service provided?
Poor 1 2 3 4 5 6 7 8 9 10 Outstanding

Q4. Was your complaint resolved? YES / NO (if no, please provide details)
Additional information

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_____
_____
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Q5. How did you rate the investigation process?
Poor 1 2 3 4 5 6 7 8 9 10 Outstanding

Q6. Did you contact any other agency? YES /NO (if YES, who?)

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Q6a. Was your complaint handled better by this agency? YES / NO
Additional information

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Q7. Would you contact the Bury Council in the future? YES / NO (if no, please give details)
Additional information

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Q8. Please give any more details that could help us improve our service in the future. Also, any opinions or thoughts that you want to share that we can take note and learn from in the future.

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Please return to ASB TEAM – asb.caseworkers@bury.gov.uk or by post TOWN HALL, KNOWSLEY STREET, BURY, BL9 0SW

Agenda Item 6

Classification: Open	Decision Type: Discussion

Report to:	Housing Advisory Board	**Date:** 10 November 2026
Subject:	Draft Homeless Strategy and action plan	
Report of	Amanda Mullen	

1.0 Summary

1.2 The purpose of this report is to present the draft Homelessness Strategy 2026-2029 and accompanying Action Plan for consideration by the Housing advisory Board. The Strategy provides a three-year framework for preventing and reducing homelessness across the borough and has been developed through extensive stakeholder engagement, co-production and input from people with lived experience.

1.3 The Board is asked to provide feedback on the proposed strategic priorities, governance arrangements and public consultation

2.0 Recommendation(s)

2.1 Note the development the extensive work undertaken to develop the draft Homelessness Strategy and supporting documents, attached at Appendix 1 (Comprehensive Review), Appendix 2 (Draft Homelessness Strategy) and Appendix 3 (Action Plan)

2.2 Note the stakeholder engagement, co-production activity, and consultation undertaken with the Bury Homelessness Partnership, governance boards, key stakeholders and people with lived experience provide a robust foundation for the draft Strategy prior to formal public consultation. This approach ensures that co-production is fully embedded within governance, service development and system-wide change

2.3 Note that the draft Homelessness Strategy and Action Plan for formal public consultation for a period of eight weeks, ensuring that residents, stakeholders and partners can provide feedback and help shape a final strategy that is inclusive, equitable and responsive to local need

2.4 Note the interim publication of the draft Homelessness Strategy, Comprehensive Review and Action Plan during the consultation period, to align with Ministry of Housing conditions and requirements

2.5 Provide feedback on the proposed strategic priorities, actions and outcomes.

2.6 Provide feedback on the four emerging strategic priorities that have been identified through the extensive engagement, consultation and partnership work undertaken to inform the strategy

2.7 Approve the Bury Homeless Partnership as the governance body responsible for overseeing the Homelessness Strategy and supporting the further development and delivery of the associated Action Plan, ensuring that co-production and the voices of people with lived experience remain central to its implementation.

2.8 Approve the Health and Wellbeing Board as the overarching strategic governance body responsible for receiving progress updates and providing strategic oversight of the delivery of the Homelessness Strategy and Action Plan.

3.0 Reasons for recommendation(s)

3.1 Local authorities have a statutory duty under the Homelessness Act 2002 to publish a Homelessness Strategy. In addition, authorities are expected to have a published Action Plan and Outcomes Framework in place by 2 December 2026.

3.2 The draft Homelessness Strategy, supporting evidence review and action plan have been developed through extensive stakeholder engagement, co-production and lived experience involvement. A formal public consultation will broaden engagement and help ensure the final strategy reflects the views of residents, partners and stakeholders.

3.3 Undertaking a formal public consultation constitutes a Key Decision under the Council's governance arrangements and therefore requires approval through the appropriate governance boards. This approach supports effective governance, transparency and accountability, ensuring that residents and stakeholders could contribute to the development of the strategy

3.4 Interim publication of the draft Homelessness Strategy, supporting evidence review and Year 1 Action Plan will promote transparency and enable residents, partners and stakeholders to provide informed feedback on the Council’s proposed approach to preventing homelessness, while supporting compliance with Ministry of Housing requirements.

4.0 Alternative options considered and rejected

4.1 Retaining the existing Homelessness Strategy would result in the Council not meeting current statutory and national requirements, including the publication

of an updated Homelessness Strategy, Action Plan and outcomes framework by December 2026. This option is therefore not recommended.

4.2 This option has been rejected as the current Strategy no longer reflects changes in national policy or the findings of the homelessness review undertaken in 2025/2026. An updated Strategy is required to ensure the Council's strategic approach remains relevant, evidence-based and aligned to current priorities and legislative expectation

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Report Author and Contact Details:

Name: Amanda Mullen
Position: Manager
Department: Homelessness
E-mail: a.mullen@bury.gov.uk

5.0 Background

5.1 In March 2025, a project group was established to undertake a comprehensive review of Bury Council's Homelessness Strategy 2022-2026. This included extensive stakeholder engagement and co-production activity with partners, services and people with lived experience to help shape the priorities and actions within the new Homelessness Strategy.

5.2 The Homelessness Strategy provides a three-year, borough-wide framework for preventing and tackling homelessness. It ensures compliance with the statutory requirement to maintain a Homelessness Strategy and responds to recent Government expectations by setting out a clear action plan with defined outcomes.

5.3 Four emerging strategic priorities have been identified through the evidence review, stakeholder engagement and development of the action plan. These priorities will be tested and refined through the public consultation process before being finalised:

- Priority one: Strengthening early intervention and prevention
- Priority two: Ensure access to safe, suitable and quality accommodation
- Priority three: Prevent and reduce rough sleeping in the borough
- Priority four: Right support at the right time for all

5.4 The Strategy is supported by a detailed Action Plan and outcomes framework and has been developed in response to expectations from the Ministry of Housing, Communities and Local Government (MHCLG) for local authorities to publish an updated Homelessness Strategy, Action Plan and outcomes framework by 2 December 2026

5.5 The strategy and accompanying Action Plan will be presented to Cabinet in December for approval to undertake a formal public consultation. This will enable wider engagement with residents, partners and stakeholders, ensuring all interested parties can provide feedback and help shape the final strategy.

5.6 The strategy and accompanying Action Plan will be presented to Cabinet in December for approval to undertake a formal public consultation. This will provide an opportunity to engage a wider range of residents and stakeholders, ensuring that those who have not previously contributed are able to provide feedback and help shape the final strategy.

5.7 Given the extensive engagement, co-production and lived experience input already undertaken through face-to-face sessions, community engagement, drop-ins and online activities, it is proposed that the final eight-week consultation period is conducted online via the Bury Council website.

5.8 Following completion of the formal public consultation, the draft Homelessness Strategy, supporting Action Plan and consultation findings will be reported back to Cabinet for consideration and final approval prior to implementation

6.0 Next Steps

Follow the consultation, a further report will be presented to cabinet seeking approval of the final strategy and accompanying action plan. This report will incorporate the findings and feedback from the consultation process. Subject to approval, the strategy will be formally adopted and published, providing a clear framework to guide future homeless delivery across the borough

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Links with the Housing and Corporate Priorities:

Please summarise how this links to Let's Do It Strategy and Let's Do Housing.

All

Tenant voice

n/a

Equality Impact and Considerations:

Please provide an explanation of the outcome(s) of an initial or full EIA. There must be a signed off EIA template appended with a full analysis or explanation as to why an analysis is not needed for the report to be put forward to HAB.

Environmental Impact and Considerations:

*Please provide an explanation of the Environmental impact of this decision. Please include the impact on both **Carbon emissions** (contact climate@bury.gov.uk for advice) and **Biodiversity** (contact S.Tinsley@bury.gov.uk and Dennis.whittle@bury.gov.uk for advice)*

This will be reported on the cabinet draft

Assessment and Mitigation of Risk:

Link to Housing Strategic risk register = make sure you use risks that are on the housing strategic risk register

N/A

Risk / opportunity	Mitigation

Procurement Implications:

Add in any procurement implications if any

Legal/ Regulatory Implications:

Add in any legal or regulatory implications

Financial Implications:

Add in any financial implications - if requiring additional budget speak to your finance lead

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Appendices:

Please list any appended documents (please save these as clearly labelled separate documents in the Teams folder).







Background papers:

Please list any background documents to this report and include a hyperlink where possible.

Bury Homeless strategy 2021–2025 - Homelessness strategy - Bury Council

Temporary Accommodation three-year delivery plan 2026-2029



Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning

Bury's Homelessness Strategy Delivery Plan: 2026 – 2029.

- This delivery plan has been developed in alignment with the emerging national homelessness and rough sleeping agenda and reflects the four priorities of Bury's Homelessness Strategy 2026-2029: Early intervention and prevention, access to safe and suitable accommodation, reducing rough sleeping, and ensuring people receive the right support at the right time.
- Progress reporting will focus not only on delivery against agreed actions and outcomes, but also on identifying barriers, risks and emerging pressures. Action leads will be expected to highlight mitigations, learning and opportunities for service improvement to support continuous development.
- This Plan complements, rather than duplicates, activity delivered through the Council's wider Housing Strategy and associated housing, accommodation and support programmes. Several linked strategies, plans and workstreams will contribute directly to the delivery of the Homelessness Strategy and its objectives, including:
    - Increasing the supply of affordable, sustainable and accessible housing through the Housing Strategy.
    - Delivering the Three-Year Temporary Accommodation Strategy and Action Plan, including increasing the supply of suitable temporary accommodation, improving quality and standards, strengthening procurement, placement and move-on arrangements, and reducing reliance on costly and unsuitable forms of temporary accommodation.
    - Implementing the B&B Elimination Plan to minimise and ultimately eliminate the use of bed and breakfast accommodation for families, except in genuine emergencies, and reduce reliance on B&B accommodation across all household groups.
    - Delivering a Supported Housing Needs Assessment and Supported Housing Strategy to ensure supported accommodation and support pathways meet current and future need, improve move-on opportunities and strengthen accommodation options for residents with additional support requirements.
    - Reviewing the Allocations Policy, housing register arrangements and wider access to settled housing to ensure available housing is used effectively, and households can access suitable accommodation as quickly as possible.
    - Delivering wider housing growth, regeneration and housing quality programmes that increase housing choice, improve affordability and support long-term housing stability for residents.

Together, these linked programmes will support delivery of the strategy's overarching ambition to make homelessness rare, brief and non-recurring, while ensuring residents can access safe, suitable and sustainable accommodation alongside the support they need to maintain it.

Priority 1: Strengthening Early Intervention and Prevention

The national plan places a strong emphasis on preventing homelessness before it happens. This theme focuses on identifying risk earlier, helping people stay in their homes wherever possible, and working with partners to provide support before housing problems reach crisis point.				
MHCLG Metrics: 1 ☒ 2 ☒ 3 ☒ 4 ☒ 5 ☒ 6 ☒				
Objective	**Action**	**Outcome**	**Leads/Partners**	**Timescale**
Embed a prevention-first approach by improving access to housing advice, support and early intervention services across communities, helping residents resolve housing issues before they escalate into homelessness	Complete a whole-service review of homelessness prevention and housing options functions, including organisational structure, service delivery model, staffing, skills and demand, and implement a redesigned service with specialist prevention roles aligned to local need and emerging priorities	A modern, responsive and prevention-led service that maximises early intervention opportunities, strengthens partnership working, improves performance and delivers better housing outcomes for residents	Head of Service	
	Establish a Homelessness Reduction Board to provide strategic oversight, governance and accountability for the delivery of the Homelessness & Rough Sleeping Strategy, monitoring performance, outcomes, risks and progress against agreed priorities across partner organisations	Establish a Homelessness Reduction Board to provide strategic oversight, governance and accountability for the delivery of the Homelessness & Rough Sleeping Strategy, monitoring performance, outcomes, risks and progress against agreed priorities across partner organisations		

	Review Duty to Refer and Duty to Collaborate arrangements with statutory and voluntary sector partners, identify gaps and barriers within current pathways, and implement improvements that strengthen early identification, referral quality, information sharing and joint working to prevent homelessness	Stronger multi-agency accountability and collaboration, ensuring housing needs are recognised and responded to effectively across the wider system		
	Increase access to floating support through community-based delivery, outreach and strengthened referral pathways across partner agencies	More people maintain their accommodation, reduced homelessness from tenancy loss, and increased prevention through earlier access to support	Homeless Prevention Manager /Calico Services /	
	Strengthen partnership approaches that provide early financial intervention and practical support, including access to the Crisis and Resilience Fund, Welfare Hubs, debt advice, welfare benefits support, fuel poverty initiatives, employment assistance to maximise incomes	Earlier support for households experiencing financial hardship, improved income maximisation and financial resilience, reduced risk of homelessness, and increased housing stability.	Project officer / Welfare service / Crisis resilience / CAB / DWP / Calico	
	Review the usage of the Homelessness Prevention Fund to ensure resources are targeted effectively, deliver value for money and achieve sustainable housing outcomes, supported by a prevention evaluation framework that measures the effectiveness, cost-benefit and long-term impact of interventions to inform future investment and service delivery	Prevention resources are used effectively and strategically, delivering improved homelessness prevention outcomes, better value for money and greater understanding of which interventions have the most sustainable long-term impact		
	Review the accessibility of homelessness and housing advice services across all contact channels, including face-to-face appointments, telephone services, digital platforms, inbox management and written communications	Improved customer experience, increased accessibility and engagement with services, reduced barriers to accessing support, and earlier resolution of housing issues before they escalate into homelessness		
	Review and refresh all customer-facing letters, templates and communications to ensure they are clear, accessible, consistent and written in plain English, helping residents understand their housing options, rights and responsibilities	Improved customer understanding, increased engagement with services, reduced confusion and complaints, and more informed decision-making by residents accessing housing support		
	Implement a workforce development programme to strengthen trauma-informed, strengths-based and person-centred approaches across homelessness prevention services	Consistent delivery of high-quality, person-centred support that improves engagement and prevention outcomes		
	Ensure tailored advice and support is easily accessible for people leaving supported housing, care, hospital, prison and other institutional settings through reviewing integrated pathways	Increased prevention referrals and more direct moves into sustainable accommodation		
	Conduct a full assessment of what advice and information is available to ensure it is accurate, accessible and easy to navigate through enhanced webpages, QR code-enabled resources.			

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	Carry out a comprehensive review of the online housing advice tool, AdviceAid, enabling residents and professionals to access the right support at the earliest opportunity			
Create a joined-up prevention system that brings together housing, health, public services and community partners to identify risk early, address the wider causes of homelessness and improve long-term housing stability	Embed partnership working across education, health, VCFSE organisations, community services and Council departments to improve homelessness prevention through targeted engagement, thematic focus groups, shared awareness activity and the development of early identification and referral mechanisms that enable housing risks to be identified and addressed at the earliest opportunity	Increased opportunities for prevention through earlier identification of housing issues across the wider Council system with targeted support		
	Align service delivery with Bury's LETS Tackle Poverty Strategy, ensuring housing interventions contribute to reducing poverty, financial exclusion and wider inequalities	A more joined-up approach to tackling poverty and homelessness, supporting improved housing stability and reducing the risk of homelessness across vulnerable households		
	Strengthen access to the Greater Manchester Youth Pathfinders programme and develop a targeted early intervention approach using predictive data and intelligence to identify young people at risk of homelessness and provide support before a housing crisis occurs	Earlier identification of young people at risk of homelessness, increased access to preventative support, reduced youth homelessness, and improved transitions into safe, stable and sustainable accommodation		
	Work with Public Health, Live Well and wider partners to embed the Changing Futures and Enhanced Live Well programmes within homelessness prevention pathways, ensuring people experiencing multiple disadvantage receive targeted support	Earlier identification of housing need through targeted support that addresses the wider causes of homelessness and helps residents live independently	Public Health / Homelessness / Early Break / Project Free / Big life	
Use data and lived experience to drive improvement	Use data, insight and predictive analytics to identify households at risk of homelessness earlier, supported by the development of a homelessness prevention dashboard to monitor demand, trends, risk factors and outcomes, enabling targeted interventions before housing issues escalate into crisis	Earlier identification of risk, increased prevention activity, reduced crisis presentations, and improved housing outcomes for residents		
	Develop a stronger evidence-based understanding of homelessness demand, customer journeys and support needs through data analysis, customer insight and co-production. Engage regularly with people with lived experience, community groups and partners, and use learning from complaints, compliments, MP enquiries and other feedback to evaluate services, identify emerging needs	Services are informed by robust evidence, customer feedback and lived experience, resulting in more responsive, effective and person-centred homelessness prevention services		
	Harness digital innovation, technology and AI to improve workforce capacity and productivity, increase homelessness prevention, enhance	More efficient and responsive services, improved customer experience, earlier intervention		

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	customer access whilst enabling faster identification of housing need and more effective targeted support	opportunities, and better use of resources to prevent homelessness		
	Strengthen performance management, governance, audit and quality assurance arrangements to ensure services remain accountable, evidence-led and focused on delivering positive outcomes	Improved service quality, stronger accountability, greater value for money, and continuous improvement in homelessness prevention outcomes		
	Introduce a programme of regular case file audits, percentage-based case checks and structured casework reviews to strengthen quality assurance, promote good practice, ensure compliance with statutory duties and identify learning opportunities that drive continuous improvement in homelessness prevention and customer outcomes	Improved consistency, quality and accountability in casework, leading to better decision-making, enhanced customer experiences, stronger compliance and improved homelessness prevention outcomes		

Priority 2: Ensuring Access to Safe, Suitable and Quality Accommodation

Providing access to safe, decent and affordable accommodation is a key part of the national approach. This theme focuses on increasing housing options, improving the quality of temporary accommodation and helping people move into settled homes more quickly.				
MHCLG Metrics: 1 ☒ 2 ☒ 3 ☒ 4 ☒ 5 ☒ 6 ☒				
Objective	**Action**	**Outcome**	**Lead / Partner**	**Timescale**
Ensure access to safe, suitable and sustainable temporary accommodation	Deliver the Council's Three-Year Temporary Accommodation Plan, including the acquisition, leasing, procurement, remodelling and optimisation of temporary accommodation stock, implementation of quality standards, and reduction of reliance on emergency and nightly-paid accommodation	An expanded supply of high-quality temporary accommodation, reduced use of costly emergency placements, improved resident outcomes and a more sustainable temporary accommodation system		
	Develop and implement a Temporary Accommodation Placement and Procurement Policy that sets out clear standards for sourcing, allocating and managing temporary accommodation, including suitability assessments, procurement arrangements, value for money requirements, location considerations and quality expectations	A transparent and consistent approach to procuring and allocating temporary accommodation that improves placement suitability, strengthens governance, supports financial sustainability and delivers better outcomes for residents		
	Implement the Council's B&B Elimination Plan, including increasing access to alternative temporary accommodation, strengthening prevention and move-on activity, improving placement planning and introducing escalation arrangements to minimise and ultimately eliminate the use of B&B accommodation for families and reduce reliance for all households	The use of B&B accommodation is eliminated for families except in genuine emergencies and significantly reduced across all household groups, ensuring residents are accommodated in more suitable and stable accommodation		

	Deliver the Temporary Accommodation Quality Framework set out within the Three-Year Temporary Accommodation Plan, including regular inspections, compliance monitoring, resident feedback, provider performance management and continuous improvement activity	Safe, compliant and high-quality temporary accommodation that consistently meets resident needs and statutory requirements		
	Implement a temporary accommodation pathway and move-on framework that supports households from placement through to settled housing, with clear expectations, support offers and planned move-on arrangements	Reduced lengths of stay in temporary accommodation, improved flow through the homelessness system and increased successful move-on into settled housing		
	Develop and deliver the Greater Manchester Empty Homes Programme to bring long-term empty properties back into use as temporary accommodation, increasing the availability of high-quality housing and making better use of existing housing stock	More empty homes returned to use, increased access to suitable temporary accommodation, reduced reliance on costly emergency and nightly-paid accommodation, and improved value for money through the effective use of existing housing assets	Homeless/private rented, Empty Homes, GMCA, provate landlords	Over 3 years
	Undertake a joint review with Children's Services of the 16/17 Joint Housing Protocol, Leaving Care arrangements and young people's accommodation pathways, enhancing the Leaving Care Panel to strengthen early identification, coordinated support and planned transitions into suitable accommodation	Reduced youth homelessness through earlier intervention, improved access to appropriate accommodation and support, and fewer young people experiencing repeat homelessness	Homeless / Commissioning / Children's services / VCFE	
	Review and refresh the Temporary Accommodation Storage Policy to ensure households can access clear, consistent and affordable storage solutions where belongings cannot be accommodated, reducing barriers and preventing the loss of personal possessions during homelessness	Improved customer experience, reduced financial hardship and storage-related risks, and greater housing stability through consistent and person-centred storage arrangements		
	Review and update Temporary Accommodation licence agreements to ensure they are legally compliant, clearly understood by residents, reflect service expectations and responsibilities, and support effective management of temporary accommodation placements	Clearer and more consistent arrangements for residents and the Council, improving compliance, reducing disputes and supporting the effective management of temporary accommodation	Temporary Accommodation Team / Registered Providers / Providers	
	Review and standardise behavioural agreements, placement documentation and all associated temporary accommodation paperwork to ensure they are clear, consistent, legally compliant and support effective placement management and resident understanding	Residents receive clear and consistent information about their placement, rights and responsibilities, supporting positive tenancy behaviour, reducing disputes and improving the management of temporary accommodation placements		
	Review domestic abuse pathways and safe accommodation provision, including refuges, to ensure victims and survivors can access timely, appropriate and safe housing options, supported by	Victims and survivors of domestic abuse can access safe accommodation and housing support more quickly, reducing the risk of homelessness and improving safety, wellbeing and long-term housing outcomes		

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	effective partnership working, clear referral arrangements and trauma-informed support			
Increase access to suitable housing options	Review the Allocations Policy and wider housing allocations framework, assess the feasibility and benefits of introducing a Common Allocations Framework with housing partners, and procure and implement a modern housing register system that improves access, transparency, operational efficiency and customer experience	A fair, transparent and effective allocations system that makes best use of available housing stock, improves residents' access to appropriate housing, supports homelessness prevention and enables more informed decision-making through improved data and housing management processes		
	Deliver the Housing Strategy, Homelessness Strategy and supported accommodation strategy in a coordinated way to increase housing supply, improve access to housing and support tenancy sustainment	A joined-up approach to increasing housing opportunities and reducing homelessness across the borough		
	Work with Registered Providers and partners to improve access to accommodation for young people, families, single people and people with multiple or complex needs, while maximising funding opportunities and investment to expand housing options, increase accommodation supply	Improved access to suitable housing options for residents with varying needs and circumstances		
Strengthen supported housing and move-on pathways	Strengthen move-on from supported housing, increasing the availability of suitable accommodation options and remove barriers to accessing settled housing, ensuring residents can progress into long-term housing stability	Improved flow through the homelessness system, reduced stays in temporary and supported accommodation, increased successful move-on outcomes, and more residents sustaining suitable long-term housing	Homeless/Rough sleepers, adult social care, NHS, public health, childrens, commissioned providers, vcfe, lived in experience	Dec 2027
	Review the Central Access Point (CAP) to ensure residents can access the right accommodation and support at the right time			
	Ensure residents in temporary and supported accommodation receive strengths-based support that connects them to employment, education, health and community opportunities	Increased independence, improved wellbeing and better long-term housing outcomes		
	Implement a supported housing quality and compliance framework with providers to ensure accommodation and support services meet regulatory requirements, agreed partnership standards and local expectations. Monitor performance, compliance and outcomes through partnership arrangements to promote accountability, continuous improvement and positive resident outcomes	Supported housing provision is safe, high quality and fully compliant, with consistent standards across providers delivering improved outcomes for residents and stronger partnership accountability		
Improve quality, oversight and sustainment	Strengthen performance monitoring, governance and quality assurance arrangements across temporary accommodation, supported housing and move-on services	Improved standards, stronger accountability and continuous improvement across accommodation services		
	Implement fit-for-purpose temporary accommodation management systems and	Temporary accommodation is managed more effectively through improved systems, accurate	Performance officer	Dec 2027

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	technology, including integrated rent accounting, placement management and performance reporting functionality, to improve oversight, financial management, operational efficiency and the effective delivery of temporary accommodation services	financial monitoring and enhanced operational oversight, supporting better decision-making, resource management and customer outcomes		
	Collaborate with landlords, letting agents and partner organisations to increase the supply of good-quality private rented accommodation available to residents at risk of homelessness including for including care leavers, people with support needs and those at risk of rough sleeping	An increased supply of quality private rented homes available to residents at risk of homelessness, providing greater housing choice, reducing pressure on temporary accommodation and improving access to settled housing		
Strengthen access to and standards within the Private Rented Sector (PRS)	Assess the need for a dedicated Private Rented Sector function, including the feasibility of a Social Lettings Agency model, to expand access to good quality private rented accommodation, strengthen landlord engagement and increase sustainable housing options for households at risk of homelessness	Improved access to the private rented sector, stronger relationships with landlords and a wider range of sustainable housing options, helping to prevent homelessness and reduce reliance on temporary accommodation		
	Continuing implementing to legislative changes, including the Renters' Rights Act, ensuring services, policies and landlord engagement arrangements remain effective and compliant	Services, policies and partnerships remain compliant, responsive and fit for purpose, helping residents and landlords navigate legislative changes while supporting stable and sustainable tenancies	Homeless/PRS Service	ongoing
	Strengthen joint working between Housing Standards, Homelessness Services and landlords to identify and address property condition issues, tenancy risks and barriers to accommodation access	Earlier identification and resolution of housing risks, improved property standards, fewer tenancy failures and stronger pathways into and through the private rented sector	Homeless / PRS Team / Public service / Regulatory Services / Trading Standards	Three years
	Review our incentives and support packages that encourage landlords to work with the Council to prevent homelessness and assist households into accommodation	Stronger landlord partnerships, increased accommodation opportunities for residents at risk of homelessness, and greater use of prevention measures to avoid housing crises	Homeless / PRS Team / Public service / Regulatory Services	Three years
	Monitor trends, affordability pressures and tenancy loss within the private rented sector to inform service planning and prevention activity	Improved understanding of local housing pressures and trends, enabling earlier intervention, more targeted prevention activity, and better-informed commissioning, housing supply and service planning decisions that respond effectively to changing local need	Homeless/PRS Service	Three years

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Priority 3: Preventing and Reducing Rough Sleeping in The Borough

The national ambition is to make rough sleeping rare, brief and non-recurring. This theme focuses on preventing people from sleeping rough, responding quickly when it does occur and ensuring people can access accommodation and support to avoid returning to the streets.				
MHCLG Metrics: 1 ☐ 2 ☐ 3 ☐ 4 ☒ 5 ☒ 6 ☒				
Objective	**Action**	**Outcome**	**Lead / Partner**	**Timescale**
Prevent rough sleeping before it happens – detailed actions are under priority one of this action plan	Review and redesign rough sleeping access, referral and assessment pathways to ensure services are easy to access and focused on prevention and early intervention	Faster access to support, reduced barriers to services and increased successful prevention outcomes	All	
	Work with statutory services, voluntary organisations, faith groups and community partners to develop a shared responsibility for preventing rough sleeping	Stronger partnership working, increased referrals and a coordinated approach to preventing rough sleeping across the borough	Bury Homeless partnership	
	Expand access and remove barriers into off the street supported and specialist accommodation for people with multiple disadvantage	Reduced barriers to accommodation and support for people experiencing multiple disadvantage, increasing the prevention of rough sleeping and reducing repeat episodes of homelessness	Homeless / commissioned provider / Registered Providers	
Reduce rough sleeping and break cycles of homelessness	Maximise funding opportunities and engage with both Greater Manchester and regional partnerships to strengthen local rough sleeping responses	Increased investment, expanded accommodation and support options, and improved outcomes for residents	ALL	
	Maximise the use of national and regional initiatives, including A Bed Every Night, CAS3 and Rough Sleeping Accommodation Programmes (RSAPs), to provide accommodation and support for people at risk of or experiencing rough sleeping	Increased access to accommodation and support, reduced rough sleeping and repeat homelessness, and improved pathways into settled housing	Homeless/rough sleepers	
	Strengthen our local Housing First offer for people experiencing multiple disadvantage, providing intensive, person-centred support, practical assistance and early intervention to help people secure and sustain accommodation and improve wider life outcomes	Fewer repeat homelessness presentations, improved housing stability and independence, reduced demand on public services, and a strong social return on investment through better outcomes for residents with multiple disadvantage and lower long-term system costs	Homeless / Rough sleepers / Adult social care / Public health / VCFE / Safeguarding adults board	June 2027
	Continue to develop Bury Integrated Inclusion Health offer for target priority groups, bringing dedicated social work capacity, health services and multi-agency interventions to support people experiencing homelessness, multiple disadvantage	Improved housing stability, health and wellbeing outcomes, reduced repeat homelessness and rough sleeping, increased independence and engagement with services, and reduced demand on health, social care and wider public services	Homeless / Rough sleepers / Adult social care / Public health / VCFE / Safeguarding adults board	August 2027 – review to extend
	Deliver the National Rough Sleeping Programme Phase one, two and three which focus on rough sleepers experiencing multiple disadvantage	Reduced rough sleeping and long term rough sleeping, increased access to settled accommodation, and improved housing stability for vulnerable residents	Homeless/rough sleepers, adult social care, public health, VCFE, commissioners, gmca, lived in experience, stategic housing/capital	Three years

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Priority 4: The Right Support at the Right Time for All

The national ambition is to make rough sleeping rare, brief and non-recurring. This theme focuses on preventing people from sleeping rough, responding quickly when it does occur and ensuring people can access accommodation and support to avoid returning to the streets.				
LOF Metrics: 1 ☒ 2 ☒ 3 ☒ 4 ☒ 5 ☒ 6 ☒				
Objective	**Action**	**Outcome**	**Lead / Partner**	**Timescale**
Deliver an integrated one-system approach	Strengthen neighbourhood-based and multi-agency support arrangements by bringing together housing, health, social care, employment, criminal justice, community safety, Public Health, Live Well and voluntary sector partners	Residents experience a coordinated and seamless response, receiving the right support at the right time	ALL	
	Strengthen and expand Burys integrated housing support service that provides coordinated support from prevention and crisis response	Reduced duplication between services, improved partnership working and better resident outcomes	Homeless / ASC / Children's Services / MOJ / VCFE / Commissioned providers / Public health	
	Expand partnerships with community, faith and grassroots organisations and strengthen navigator and keyworker support to help residents access and remain engaged with services	Increased engagement with support services, stronger community connections and improved tenancy sustainment	Bury Homeless partnership	
Use evidence, insight and outcomes to drive improvement	Develop a homelessness outcomes and insight framework that tracks residents' journeys, analyses the causes and impact of homelessness, and identifies gaps in provision and unmet need	Improved understanding of homelessness in Bury and stronger evidence to inform future decisions, commissioning and investment	Performance officer	
	Work with partners to develop shared outcomes and use data, performance monitoring, evaluation and lived experience feedback to measure the impact of homelessness interventions, inform service improvement and target resources effectively	Evidence-led services that deliver improved outcomes for residents and demonstrate the impact of homelessness prevention activity	Performance officer	
Create, accessible and person-centred support system	Continue to deliver the Greater Manchester Work and Skills Programme- re-commisson, supporting asylum seekers, refugees and other newly settled residents to access employment, training, skills development and volunteering opportunities that promote independence and integration	Improved access to employment and skills opportunities, increased financial independence, stronger community integration, and reduced risk of homelessness through sustainable pathways into work and settled housing	Homeless/Asylum / VCFE / GMCA, RSMP	Feb 2027
	Embed Bury's Families First approach within homelessness prevention and housing support services, ensuring families receive coordinated, whole-family support through a one-system approach that brings together housing, children's services, education, health and community partners	Earlier identification of housing need, improved outcomes for children and families, reduced family homelessness, and stronger partnership working that addresses the underlying causes of housing instability before crisis occurs	Homeless / Children's / Public Health / ASC	

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Governance and Measuring Success

Delivery of this Action Plan will be supported by strong governance, effective partnership working and clear accountability across the homelessness system. A Homelessness Prevention Board will be established to oversee delivery of the strategy, monitor progress against agreed actions and outcomes, identify risks and barriers to delivery, and drive continuous improvement across all priorities. The Board will bring together key partners from housing, health, social care, children's services, the voluntary and community sector, Registered Providers and other relevant stakeholders to coordinate activity and maintain collective ownership of outcomes.

Oversight and challenge will also be provided through existing governance arrangements, including the Homelessness Partnership, Health and Wellbeing Board and the Housing Advisory Board, ensuring homelessness prevention remains connected to wider health, housing and community priorities. Regular reporting through these structures will support transparency, accountability and strategic oversight of progress.

Performance will be monitored through a combination of quantitative and qualitative measures, including service performance data, quality assurance activity, case audits, thematic reviews, customer feedback and engagement with people with lived experience. Alongside ongoing monitoring, an annual delivery and performance tracker will be produced to provide a comprehensive assessment of progress against agreed actions and outcomes, highlight achievements, identify barriers and risks to delivery, and set out corrective actions where improvement is required.

An annual review of the Action Plan will evaluate overall progress, refresh priorities where necessary and ensure continued focus on preventing homelessness, reducing rough sleeping, improving access to suitable accommodation and delivering sustainable housing outcomes for residents. The Local Outcomes Framework set out below will provide the basis for measuring impact and assessing progress against the strategy's objectives.

Target checkpoints:

Metric	Baseline (qtr2 2025)	Checkpoint	Annual Checkpoint	Final Target	Direction
Rate of households in temporary accommodation with children per 1,000 households	2.9 per 1,000 (Sept 2025)	2.9 per 1,000 (Mar 2026)	2.6 per 1,000 (Mar 2027)	2.4 per 1,000 (Mar 2028)	17.2% Reduction
Number of families in Bed & Breakfast accommodation over 6 weeks	6	8	0	0	100% Reduction
Success at preventing and relieving homelessness	42%	46%	49%	52%	23.8% Increase
Success at preventing and relieving homelessness for those experiencing multiple disadvantage (3 or more support needs)	43%	33%	39%	45%	4.7% Increase
People who are sleeping rough long term	2	4	3	2	Maintain baseline
People sleeping rough on a single night	5	TBC	TBC	TBC	

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Bury Councils Homeless Prevention and Temporary Accommodation Strategy 2026-2029

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Author

Amanda Mullen Version 1 Draft

29th October 2026

Introduction

Local authorities have a statutory duty to publish a Homelessness Strategy and, more recently, a Homelessness Action Plan aligned to national outcomes and local targets. These requirements support the ambition of making homelessness rare and, where it cannot be prevented, brief and non-recurring. Following the conclusion of Bury Councils previous Homeless Strategy 2022-2025, work commenced in February 2025 to develop a new approach for Bury. A project group was established to review progress, analyse local data and housing needs, and identify opportunities for improvement. This was supported by extensive engagement with residents, people with lived experience of homelessness, partners and stakeholders through workshops, surveys and consultation activities. This strategy is the outcome of that evidence-based and co-produced process, with the full findings set out in a supporting review document. Covering the period 2026-2029, this strategy has been informed by data, local insight and lived experience to ensure services are shaped around the needs of our residents.

This strategy sets a clear direction for homelessness prevention, housing support and partnership working across Bury. Aligned with Bury's Let's Do It! vision, corporate priorities, the Greater Manchester Homelessness Strategy and national homelessness and rough sleeping priorities, it focuses on preventing homelessness wherever possible and ensuring that, where it cannot be prevented, it is brief, non-recurring and does not lead to rough sleeping. Running throughout this strategy is a golden thread of prevention, early intervention, housing stability and independence, connecting Bury's Housing Strategy, Supported Accommodation Strategy, Anti-Poverty Strategy, Domestic Abuse Strategy, Live Well approach and wider public service reform agenda. Together, these strategies recognise that homelessness is often linked to wider issues such as poverty, poor health, domestic abuse, family breakdown, social exclusion and multiple disadvantage, and that lasting solutions require a coordinated response across the whole system.

At the heart of the strategy is a commitment to working together. Through a whole-system approach, we will bring together residents, communities, housing providers, public services and voluntary sector organisations to tackle homelessness collectively. We are committed to ensuring all residents have access to safe, suitable and good-quality accommodation, supported by the right help at the right time. Recognising the impact housing instability has on children and families, we will work to reduce the use of temporary accommodation, and the length of time households spend there, particularly children, supporting our ambition to give every child the best start in life and helping to break cycles of disadvantage.

The strategy also reinforces Bury's commitment to preventing and reducing rough sleeping. We will move away from crisis-led responses that rely on people reaching visible homelessness before support is available and instead focus on earlier intervention. By strengthening prevention, accommodation and tenancy sustainment pathways, we will help people access support sooner and reduce the risk of homelessness becoming a recurring experience. Through stronger partnerships, better use of data and lived experience, we will improve our understanding of residents' journeys, target resources where they are needed most and address the wider causes of homelessness and disadvantage. In doing so, we will improve health and wellbeing, reduce inequalities, strengthen communities and support more residents to live safe, independent and fulfilling lives

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Homeless Strategy Data Review v5 pdf.pc

Bury Councils Homeless Strategy 2026-2029 Strategic Priorities

1.Strengthen prevention at the earliest opportunity

Prevent Homelessness at the earliest opportunity

Neighbourhood and one system way of working

improve Digital Governance and data

2. Ensure access to safe, decent and affordable accommodation

Expand our temporary accommodation ensuring this is decent quality support

Increase Access to Decent, suitable, affordable short-, medium- and long-term accommodation

Increase Access to Decent, suitable, affordable short-, medium- and long-term accommodation

3. Reduce rough sleeping within the borough

Prevent rough sleeping as early as possible

Reduce rough sleeping, short and long term

Break cycles of homelessness and repeat rough sleeping

4. Right support at the right time

We will Create a Local, Accessible and truly Person-Centred Support System

We will Deliver an Integrated One-System Approach

We will Use Insight, Evidence and Targeted Support to Improve Outcomes.

Consideration of strategic and legislative framework

This Homelessness Strategy has been developed about a range of local, regional, national, and legislative priorities to ensure it delivers statutory requirements, supports corporate objectives, and responds to the needs of Bury residents.

Corporate Plan: Aligns homelessness prevention and housing delivery with Bury's ambitions for sustainable and inclusive growth.

Housing Strategy: Supports the delivery of safe, affordable, and suitable housing for residents across the borough.

Domestic Abuse and Safe Accommodation Priorities: Strengthens support and accommodation pathways for those fleeing domestic abuse.

Anti-Poverty Strategy: Recognises the impact of financial hardship on housing stability and promotes early intervention and prevention.

Housing Allocation Policy: Ensures fair and transparent access to social housing for those in housing need.

Care Leavers Protocol: Improves outcomes for care-experienced young people through joint working and homelessness prevention.

16/17-Year-Old Protocol: Supports coordinated responses for young people who are homeless or at risk of homelessness.

Family Safeguarding Model: Promotes a whole-family approach to supporting sustainable change and reducing housing-related risks.

Bed and Breakfast Elimination Plan: Supports reducing the use of unsuitable temporary accommodation through prevention and increased housing options.

Housing Strategy for People with Additional Needs: Ensures housing solutions are accessible and tailored to residents requiring additional support.

Let's Do It! Strategy: Supports community resilience, prevention, and person-centred approaches to service delivery.

GM Live Well: Embeds integrated neighbourhood support that addresses housing, wellbeing, employment, and social inclusion.

Greater Manchester Housing First: Promotes housing-led solutions for residents with multiple and complex needs.

National Homelessness Prevention and Rough Sleeping Strategy: Supports the focus on early intervention, homelessness prevention, and reducing rough sleeping.

Renters' Rights Act: Reflects the changing legislative landscape within the private rented sector and the increased protections available to tenants.

Housing Act 1996 (Parts VI & VII): Provides the statutory framework for housing allocations and homelessness duties.

Homelessness Act 2002: Informs the requirement to review homelessness needs and publish a homelessness strategy.

Homelessness Reduction Act 2017: Underpins the strategy's strong emphasis on prevention and relief of homelessness.

Domestic Abuse Act 2021: Ensures appropriate recognition and support for victims of domestic abuse within homelessness services.

Immigration and Asylum Act 1999: Recognises the distinct housing responsibilities relating to asylum seekers and those with immigration considerations.

Public Service Reform Programme: Supports prevention, early intervention and integrated working across organisations, with a focus on improving outcomes for residents, reducing demand on acute services and delivering sustainable change through a whole-system approach.

Housing White Paper / Better Social Housing Review: Reinforces the importance of providing safe, decent and sustainable homes, improving resident outcomes, strengthening accountability and ensuring housing services respond effectively to the needs and experiences of residents

Public Service Reform Programme: Supports prevention, early intervention and integrated working across organisations, with a focus on improving outcomes for residents, reducing demand on acute services and delivering sustainable change through a whole-system approach.

Housing White Paper / Better Social Housing Review: Reinforces the importance of providing safe, decent and sustainable homes, improving resident outcomes, strengthening accountability and ensuring housing services respond effectively to the needs and experiences of residents

Collectively, these strategies, policies, and legislative requirements have shaped the priorities, objectives, and actions within this Homelessness Strategy, ensuring a comprehensive, partnership-led approach to preventing homelessness, improving housing outcomes, and supporting vulnerable residents across Bury.

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Prevention Framework

This strategy has been developed using a Universal, Targeted, Crisis and Recovery Prevention Framework, recognising that homelessness prevention is most effective when action is taken across the whole system and at different stages of need. Drawing on public health and early intervention principles, the framework enables us to move beyond a crisis-led approach by strengthening preventative support for all residents, providing targeted interventions for those at greater risk of homelessness, delivering timely and effective responses when homelessness occurs or is threatened, and supporting long-term recovery and housing sustainment. By structuring the strategy around these four interconnected stages, we have created a balanced and evidence-informed approach that seeks not only to reduce homelessness but also to address its underlying causes, promote resilience, and improve outcomes for individuals, families and communities.

Our strategic priorities and actions are organised around the four elements of the framework:



Universal Prevention – Early help and information available to all residents to prevent housing issues before they arise.

Targeted Prevention – Support for individuals or groups identified as being at higher risk of homelessness.

Crisis Prevention – Immediate intervention for households facing an imminent risk of homelessness or housing instability.

Non-Recurring Prevention – Long-term support that addresses underlying causes and reduces the risk of repeat homelessness.

By embedding this framework throughout the strategy, we aim to shift the focus from responding to homelessness in crisis to preventing it wherever possible, while ensuring that those who do experience homelessness receive the support they need to recover and thrive.

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Key Achievements from Bury Councils Homeless Strategy 2022-2025

Who has participated in co-producing Bury Council Homeless strategy 2026-2029

Members of the Project Group
Members of the Bury Homeless Partnership
Homeless and Housing Option Service
Bury councils Statutory and non stator services
Pennine care and Greater Manchester mental health services
Cabinet Members
Residents of the Borough (Families, Singles, Refugees, Prison Leavers)
Commissioned and Non-Commissioned Providers
Not for profit, Voluntary, faith organisations and community assests
Civil Services
Greater Manchester Combined Authority
Ministry of Housing , Community and Local Government

Engagement and co-production

The development of Bury's Homelessness Strategy 2026-2029 has been shaped through extensive engagement, consultation and co-production with stakeholders from across the borough and Greater Manchester. We have worked closely with the Homelessness Strategy Project Group, Bury Homeless Partnership, housing and homelessness services, statutory and voluntary sector organisations, health partners, commissioned providers, faith groups, elected members, residents and people with lived experience of homelessness. Engagement also included regional and national partners, including the Greater Manchester Combined Authority.

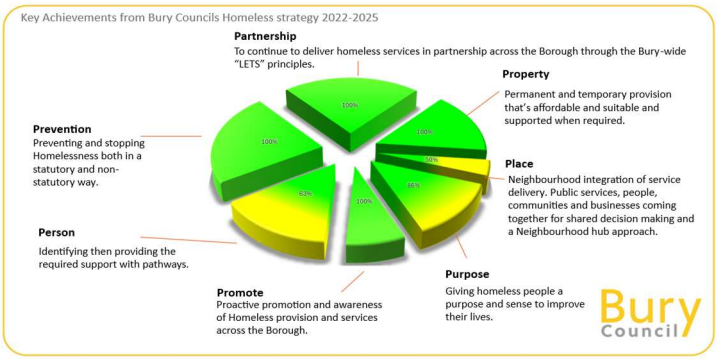
As part of the strategy review process, a series of workshops, maturity assessments and partnership discussions were undertaken to reflect on progress made under the previous Homelessness Strategy and identify future priorities. Whilst stakeholders recognised significant achievements in partnership working, accommodation provision, service integration and targeted pathways, they also highlighted the need to strengthen community awareness, universal prevention, early intervention and person-centred support that is shaped around individual needs and aspirations. People with lived experience played a central role in shaping the strategy. Through surveys, workshops and co-production sessions, residents shared their experiences of homelessness, temporary accommodation and support services. When asked to describe their

homelessness journey in three words, the most common responses were "stressful", "good" and "helpful". This important insight highlights both the challenges people face when experiencing homelessness and the positive impact services can have. Whilst homelessness remains an emotionally difficult experience, residents consistently recognised the value of the support they received. This reinforces the need to continue improving access to services, reducing barriers and building on what people describe as helpful, supportive and effective.

Residents consistently told us that services should be built around dignity, respect, trauma-informed practice and individual needs. Families, young people, care leavers, veterans, refugees, prison leavers and people experiencing multiple disadvantage highlighted the importance of earlier intervention, better access to accommodation and stronger links between housing, health, social care, education and community services. Partners reinforced the need for a whole-system approach, with greater emphasis on neighbourhood working, prevention, move-on pathways and tackling the wider causes of homelessness, including poverty, poor health and social exclusion. This feedback has directly shaped the priorities within this strategy and reaffirmed our commitment to prevention, partnership and housing stability.

A key achievement of the 2022-2025 Homelessness Strategy has been the development of Bury's Integrated Housing Support Offer, bringing together accommodation, support services and key partners to deliver coordinated, person-centred support. Through a One System Approach, housing, health, public health, adult social care, criminal justice, domestic abuse services, community organisations and accommodation providers now work more closely together to improve prevention, resettlement and tenancy sustainment outcomes. This integrated approach provides the foundation for the next phase of our work, ensuring residents receive the right support, at the right time and in the right place, helping prevent homelessness, reduce rough sleeping and support long-term independence.

- HOUSING FIRST
- A BED EVERY NIGHT (ABEN)
- ROUGH SLEEPER ACCOMMODATION PROGRAMME (RSAP/NSAP)



- COMMUNITY ACCOMMODATION SERVICE TIER 3 (CAS3)
- ACCOMMODATION FOR EX-OFFENDERS (AFEO)
- CALICO FLOATING SUPPORT & RESETTLEMENT
- DOMESTIC ABUSE SAFE ACCOMMODATION
- YOUNG PEOPLE'S & CARE LEAVER PATHWAYS
- MIGRATION, REFUGEE SUPPORT
- INTEGRATED HEALTH, WELLBEING & COMMUNITY SUPPORT

National Strategic Context

Nationally, homelessness continues to increase, driven by rising housing costs, affordability pressures, growing demand for temporary accommodation and wider economic challenges. Local authorities are supporting increasing numbers of households experiencing homelessness, rough sleeping and housing insecurity, placing significant pressure on housing and support services. Bury's response is shaped by national legislation, statutory duties and guidance issued by the Ministry of Housing, Communities and Local Government (MHCLG). This includes the Homelessness Reduction Act, rough sleeping initiatives and emerging national policy that places greater emphasis on prevention, early intervention and reducing reliance on temporary accommodation.



The Government's developing homelessness strategy signals a stronger focus on making homelessness rare, brief and non-recurring through earlier intervention, cross-government collaboration and improved housing pathways. These priorities closely align with Bury's prevention-first approach and One System model. Through this strategy, Bury will continue to respond to national expectations while delivering local solutions that strengthen prevention, reduce rough sleeping, increase access to safe and sustainable housing, and improve outcomes for residents across the borough.

Regional strategic context

The Greater Manchester Combined Authority (GMCA) brings together the ten Greater Manchester councils and the Mayor to coordinate action on shared priorities, including homelessness and rough sleeping. Bury supports Greater Manchester's prevention-led approach, focused on making homelessness rare, brief and non-recurring through early intervention, Housing First principles and whole-system working.

Like Bury, Greater Manchester faces increasing homelessness, rising use of temporary accommodation and growing housing affordability pressures. In response, partners across housing, health, social care, criminal justice and the voluntary sector are working together to strengthen prevention and improve housing pathways.Regional programmes, including Housing First, A Bed Every Night and GM Live Well, have demonstrated the value of partnership working and coordinated support. Bury has played an active role in shaping Greater Manchester's emerging homelessness strategy and supporting the development of new regional programmes focused on prevention, move-on accommodation, Housing First and system-wide reform.



Alignment with Greater Manchester priorities enables Bury to access regional funding, share best practice, influence policy development and strengthen housing pathways for residents. This supports our ambition to prevent homelessness earlier, reduce rough sleeping and ensure residents can access safe, suitable and sustainable homes.

Local Strategic Context

Bury is located in the northern part of Greater Manchester and comprises six towns: Bury, Prestwich, Whitefield, Radcliffe, Ramsbottom and Tottington. As one of the ten local authorities within the Greater Manchester Combined Authority (GMCA), Bury benefits from strong regional partnerships whilst retaining its own unique identity. The borough combines urban communities in the south with rural and semi-rural areas in the north and is known for its rich cultural heritage, strong sense of community and role as Greater Manchester's Town of Culture 2021.



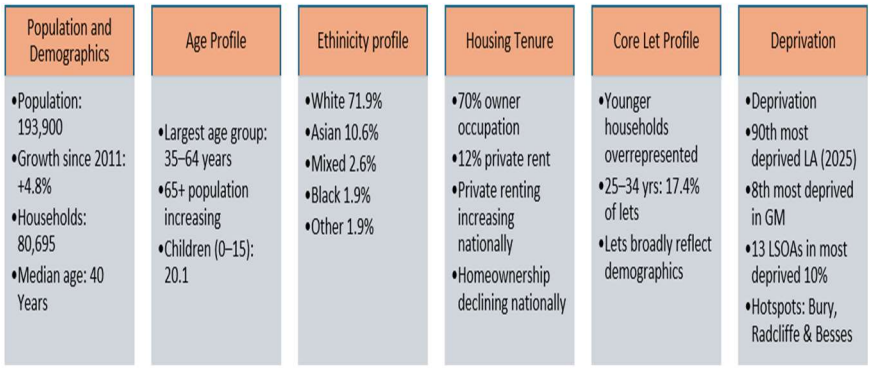
Like many areas across Greater Manchester and nationally, Bury is experiencing increasing housing and homelessness pressures. Demand for homelessness services continues to rise, driven by housing affordability challenges, increasing private sector rents, cost-of-living pressures and growing housing insecurity. As a result, more residents are seeking homelessness assistance and housing advice, with demand expected to continue increasing over the life of this strategy.

The increase in demand has placed significant pressure on temporary accommodation provision. Whilst the Council has expanded dispersed and commissioned accommodation, demand continues to exceed supply, resulting in greater use of emergency accommodation and longer stays in temporary housing due to limited affordable move-on options. Access to the private rented sector has also become increasingly challenging due to rising rents, affordability constraints and limited property availability.

Rough sleeping and homelessness amongst people with multiple and complex needs remain significant concerns. Many residents' experiencing homelessness faces a combination of mental ill-health, substance misuse, domestic abuse, offending histories, trauma, care experience or poverty, requiring coordinated support across housing, health, social care and community services. These challenges demonstrate that homelessness cannot be addressed through housing interventions alone. A whole-system approach is required, combining prevention, increased housing supply, effective partnership working and targeted support for those most at risk. This strategy aims to prevent homelessness wherever possible and, where it cannot be prevented, ensure that homelessness is brief, non-recurring and does not result in rough sleeping.

Bury is home to approximately 193,900 residents living within 80,695 households and has experienced population growth of 4.8% since 2011. The borough has a median age of 40 years, with the largest age group being adults aged 35-64 years. At the same

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time, the population aged 65 and over is increasing, highlighting the need for housing that meets the needs of an ageing population.

Bury is home to a diverse population, with approximately 28% of residents from ethnic minority communities. Housing tenure is predominantly owner occupation, accounting for around 70% of households, although demand within the private rented sector continues to grow, reflecting national housing trends and affordability pressures.

The borough also experiences significant levels of deprivation, ranking amongst the more deprived local authority areas nationally. Thirteen Lower Super Output Areas fall within the most deprived 10% nationally, with the highest concentrations of deprivation found in parts of Bury, Radcliffe and Besses. These communities often experience poorer housing outcomes and increased risk of homelessness. Demand for affordable housing remains significant, particularly amongst younger households aged 25-34, who are overrepresented within social housing lettings. Together, these demographic, housing and socio-economic factors create increasing pressure on local housing services and provide important context for the priorities set out within this Homelessness and Rough Sleeping Strategy.

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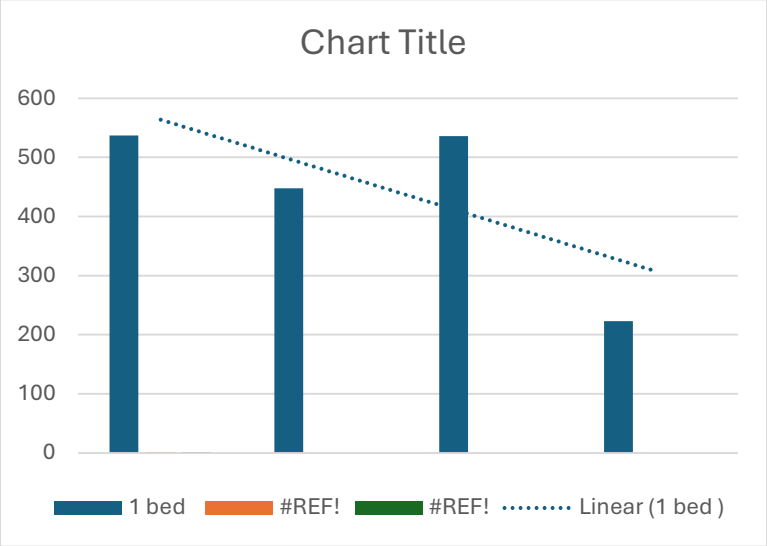
Current demand and pressures within Homelessness services

The section below provides a summary of the homelessness pressures experienced within Bury between 2022 and 2026. More detailed analysis, evidence and supporting data can be found within the accompanying Homelessness Needs Assessment and Evidence Report, which sits alongside this strategy.

Homeless Strategy Data Review v5 pdf.pc

Approaches to the front door homeless service from 2022 to 2026

Demand for Bury Council's Homelessness Assessment and Advice Service has increased significantly in recent years, driven by the cost-of-living crisis, rising housing costs, affordability pressures within the private rented sector and legislative changes affecting housing security. During this period, staffing levels remained largely unchanged, placing additional pressure on frontline services and contributing to increased use of temporary accommodation and a greater risk of rough sleeping.

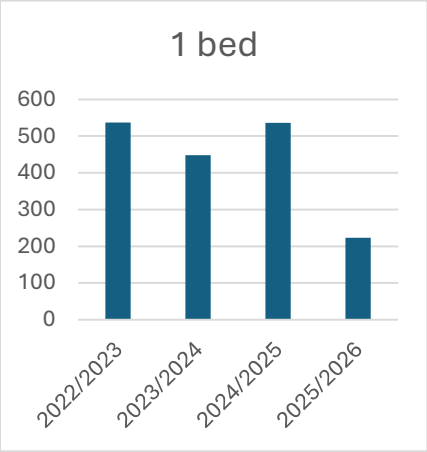


Whilst statutory homelessness cases have fluctuated, the overall number of residents contacting the service has continued to rise, increasing from approximately 4,000 contacts in 2022-23 to around 4,700 in 2024-25. Forecasts suggest demand could exceed 5,600 contacts by 2027-28, representing an increase of almost 19% from current levels if existing trends continue. Data indicates that many residents are contacting the service at an earlier stage of housing crisis. However, a growing number of enquiries are subsequently closed due to a lack of further contact from applicants, a trend also identified within the GMCA Homelessness Stocktake. This suggests that whilst demand for advice and assistance is increasing, some households may not be receiving support at the earliest opportunity or may disengage before a homelessness assessment can be completed.

The data also demonstrates an increasing number of households progressing from prevention to relief duties. Whilst prevention activity has increased, more residents are approaching services at a stage where homelessness can no longer be prevented, resulting in higher numbers being owed a relief duty. This reflects the growing complexity of housing need and the challenge of intervening early enough to prevent homelessness. Consequently, more households require temporary accommodation and face an increased risk of rough sleeping before suitable housing solutions can be secured. These trends reinforce the need for a whole-system, prevention-led approach that intervenes earlier and further upstream, while continuing to provide targeted

support for those at risk, effective crisis responses and recovery-focused interventions. Through this approach, the strategy aims to ensure that homelessness is prevented wherever possible and, where it cannot be prevented, is brief, non-recurring and does not result in rough sleeping.

Placements into Temporary Accommodation 2022-2026



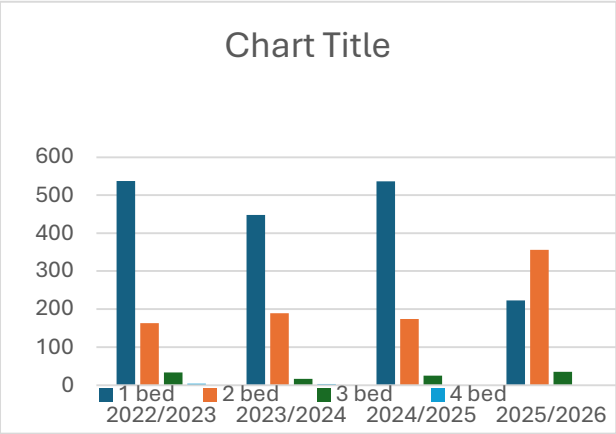
The number of households requiring temporary accommodation has increased significantly in recent years, reflecting rising homelessness pressures across the borough. As shown in Figure X, new placements into temporary accommodation increased from approximately 270 placements in 2022-23 to over 500 placements in 2025-26, representing an increase of almost 90% over a four-year period. This trend demonstrates the growing demand placed on homelessness services and the increasing difficulty in preventing homelessness before a housing crisis occurs.

In response to rising demand, Bury Council expanded its temporary accommodation portfolio through the acquisition of additional dispersed units. However, demand has continued to outstrip supply, with increasing numbers of households requiring accommodation and remaining in temporary housing for longer periods due to limited affordable move-on options. As a result, the use of bed and breakfast (B&B) accommodation increased significantly, peaking at 58 placements, the highest level recorded in the borough. This increase was driven by a rise in households owed a homelessness duty, growing complexity of need and limited capacity within the system to intervene early and prevent homelessness. Consequently, Bury was required to develop a B&B Elimination Plan with MHCLG.

As of September 2025, Bury Council was accommodating 222 households in temporary accommodation, including 401 dependent children. This included 109 families in dispersed accommodation, 56 families in nightly-paid accommodation, 24 families and 26 single people in B&B accommodation, and 8 single people in council-commissioned provision. These figures demonstrate both the scale of local demand and the significant pressures facing the temporary accommodation system. The profile of households requiring temporary accommodation has also become more complex. Increasing numbers of larger families, couples, individuals experiencing multiple disadvantage, and people with pets are requiring support, creating additional challenges in securing suitable accommodation and reducing the availability of appropriate placements. Without intervention, demand for temporary accommodation is forecast to continue increasing. Based on current trends, approximately 15 households enter temporary accommodation each month, whilst only 8 households move on into settled housing. If these trends continue, Bury Council will require an additional 109 temporary accommodation units over the next three years, on top of its current provision of 110 dispersed units and 8 commissioned units. This highlights the urgent need to increase accommodation supply, strengthen prevention activity and improve move-on pathways to reduce future demand and reliance on temporary accommodation.

Housing Options/Allocations

Access to social and affordable housing remains one of the most significant challenges within Bury. The Housing Options Service manages the Housing Register and Allocation Policy, assessing housing need and allocating available properties through the Choice Based Lettings (CBL) system. Demand for social housing continues to exceed supply, placing increasing pressure on homelessness services and temporary accommodation.



By 2025, over 3,000 households were registered for social housing. Following a data cleansing exercise, this reduced to 1,896 active applicants, although demand remains significantly higher than the availability of affordable homes. The shortage is particularly acute for family accommodation, with around 1,000 households requiring a three-bedroom property, compared to only 25 three-bedroom homes becoming available during 2024-25.

Analysis of social housing lettings between 2022-23 and 2025-26 demonstrates a continuing shortage of larger family accommodation. Whilst the Council and Registered Providers have consistently let significant numbers of one-bedroom properties, ranging from approximately 445 to 535 lets per year, the number of three-bedroom properties available has remained extremely limited, averaging fewer than 35 lets annually. Four-bedroom properties have been virtually unavailable throughout the period. Although there was a notable increase in two-bedroom lettings during 2025-26, demand for family-sized housing continues to significantly exceed supply.

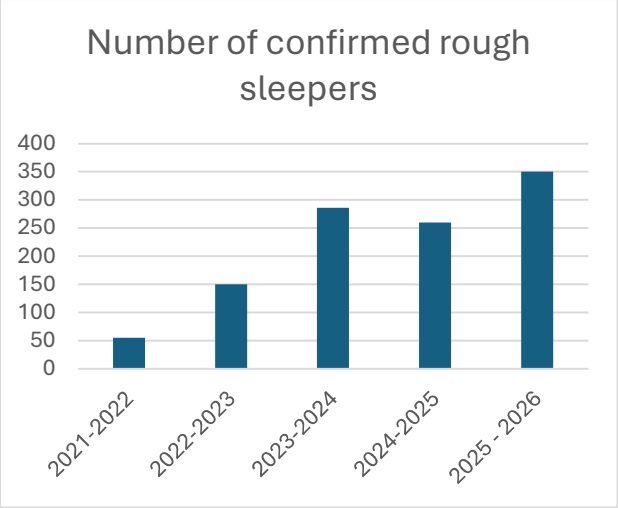
The limited availability of larger homes creates competing pressures across the housing system, requiring difficult decisions between families in temporary accommodation, care leavers, rough sleepers and other vulnerable households. Increasing demand, coupled with almost 1,900 applicants assessed as having a medical housing need, has also contributed to longer waiting times and service backlogs.

Despite these challenges, progress has been made through the delivery of new affordable housing and the acquisition of properties to support homelessness prevention and temporary accommodation. However, demand continues to outpace supply. Increasing the delivery of affordable housing, maximising the use of existing stock and securing additional family-sized accommodation will remain critical to reducing homelessness, supporting move-on from temporary accommodation and meeting housing need across Bury throughout the lifetime of this strategy.

Rough Sleeping

Rough sleeping has increased across the borough in recent years, with the highest levels recorded during 2024, reflecting both regional and national trends. Most people sleeping rough are males aged between 30 and 45 years, including individuals who have recently been granted leave to remain and have subsequently exited NASS accommodation. The

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increasing complexity of need amongst this cohort continues to place pressure on homelessness, housing and support services.

There has also been a noticeable increase in presentations from priority groups and individuals experiencing multiple disadvantage, including people with co-occurring mental health and substance misuse needs, couples, and people with pets. These groups often face additional barriers when accessing accommodation and support services, making it more challenging to secure suitable placements and increasing the risk of prolonged homelessness and rough sleeping.

If current trends continue, the number of people supported through Bury's rough sleeping services is projected to increase from 1,134 in 2025-26 to 1,452 by 2027-28, representing an increase of 28.4%. This highlights the continued need for a coordinated approach focused on prevention, rapid intervention, access to appropriate accommodation and sustained support to address multiple disadvantage, prevent repeat homelessness and ensure rough sleeping is rare, brief and non-recurring.

Asylum and Immigration

Bury Council's Asylum and Immigration Service leads on a range of Home Office programmes, including Homes for Ukraine, the Afghan Resettlement Schemes and dispersed asylum accommodation. The service works closely with Greater Manchester partners, the Home Office and accommodation providers to support asylum seekers and promote successful integration within local communities.

Once individuals are granted refugee status or leave to remain, they are required to move on from asylum accommodation and access mainstream housing and support services. Those issued with a Notice to Quit (NTQ) often require intensive housing support within a short timeframe to prevent homelessness. Between 2023 and 2026, the number of NTQ cases increased significantly because of accelerated asylum decision making and the Government's programme to reduce the use of asylum hotels, creating additional pressure on housing, homelessness and support services across the borough. Bury has also experienced additional pressures arising from humanitarian resettlement programmes, including Homes for Ukraine, Afghan resettlement schemes and the arrival of British Nationals from the Chagos Islands. Whilst these programmes provide vital support to vulnerable households, they have increased demand for housing, homelessness prevention, temporary accommodation and wider integration services at a time when affordable housing availability remains constrained.

Nationally, asylum applications have remained at historically high levels, with demand expected to continue throughout the lifetime of this strategy. This is likely to result in further move-on pressures for local authorities as individuals and families transition from asylum accommodation into settled housing. Without effective move-on arrangements and coordinated partnership support, there is an increased risk of homelessness, rough sleeping and reliance on temporary accommodation. These pressures reinforce the need

for strong partnership working across housing, health, community and voluntary sector services to ensure that individuals and families can access sustainable housing pathways, integrate successfully into local communities and avoid homelessness.

Private Rented Service

The private rented sector plays a critical role in preventing homelessness and supporting move-on from temporary accommodation. However, access to private rented housing in Bury has become increasingly challenging due to rising rents, affordability pressures, increased competition for available properties and a limited supply of suitable homes. These factors have reduced housing options for many households and contributed to increased demand for homelessness services and temporary accommodation. Whilst Bury's Private Rented Sector Service has achieved positive outcomes by securing accommodation for households at risk of homelessness and strengthening relationships with local landlords, these successes have not been sufficient to offset the growing pressures within the housing market. Demand for private rented accommodation continues to exceed supply, limiting the ability to prevent homelessness and support households to move on from temporary accommodation.

Affordability remains one of the most significant barriers. High rental costs, increased deposit requirements and upfront rent expectations often prevent households from accessing available properties, particularly those on lower incomes or in receipt of benefits. Although the Council offers financial incentives and support packages to landlords, uptake has remained relatively low. Houses in Multiple Occupation (HMOs) have provided an important housing option for single people experiencing homelessness, but demand for this type of accommodation continues to grow.

Looking ahead, the implementation of the Renters' Rights Act is expected to bring significant reforms to the private rented sector, including increased tenant protections and the removal of Section 21 evictions. Whilst these changes have the potential to improve housing security and reduce some causes of homelessness, there remains uncertainty regarding the impact on landlord participation, property availability and existing homelessness prevention schemes. Continued engagement with landlords will therefore be essential to maximise housing options, increase access to private rented accommodation and support the delivery of the Council's homelessness prevention ambitions throughout 2026 and beyond.

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Priority One: Strengthening early intervention and prevention

Homelessness in Bury has changed significantly in recent years. Rising living costs, increasing private rented sector rents, in-work poverty, mortgage repossessions, domestic abuse, and pressures linked to migration and asylum have all contributed to growing housing insecurity across the borough. Demand for support continues to rise, with projections indicating that more than 5,600 households could require homelessness assistance by 2027/28, compared with 4,711 households in 2024/25. While statutory homelessness acceptances have remained relatively stable, increasing numbers of residents are approaching services for advice and support, highlighting both rising need and the value of early intervention before housing problems escalate into crisis.

Despite these challenges, Bury has made significant progress. Working alongside partners, the Council has delivered many of the commitments set out in the previous Homelessness Strategy. This includes strengthening prison and hospital discharge pathways, improving support for care leavers, expanding private rented sector housing options, enhancing rough sleeping services, developing migration and resettlement support, and introducing stronger performance and governance arrangements. Prevention activity has increased considerably, with more households receiving support before homelessness occurs. Improved partnership working and targeted interventions have also helped reduce reliance on unsuitable forms of temporary accommodation and improve outcomes for residents.

However, the evidence is clear that more needs to be done. Too many people still enter the homelessness system at a point of crisis, with increasing numbers progressing from prevention support into homelessness relief duties and temporary accommodation. Patterns of need are also changing, with growing numbers of single people experiencing housing insecurity, increasing financial hardship among working households, and rising demand from residents facing multiple disadvantage. Feedback from people with lived experience continues to demonstrate the profound impact homelessness can have on physical and mental health and future opportunities. For children and young people, these effects can be lifelong.

Over the lifetime of this strategy, Bury will strengthen its prevention-first approach, supporting the ambition that homelessness is rare, brief and non-recurring. Preventing homelessness is everyone's responsibility and requires a coordinated response across the whole system. Through Bury's neighbourhood model and Live Well approach, we will strengthen collaboration between Housing Services, Children's Services, Adult Social Care, Public Health, schools, health partners, the voluntary, community and faith sector, and key programmes such as Families First and anti-poverty initiatives. By working towards shared outcomes and accountability, partners will identify risks earlier and intervene sooner. This integrated approach will address the wider causes of homelessness, improve wellbeing and help more residents remain safely housed within their communities

Our focus will be on intervening as early as possible, preventing homelessness before crisis occurs, supporting residents to sustain accommodation and break cycles of homelessness. Attention will be given to families experiencing poverty, young people, care leavers, indviduals leaving institutions, domestic abuse survivors, veterans and residents facing multiple disadvantage. By strengthening prevention, making better use of data and evidence, and working collectively across the system, Bury will reduce inequalities, improve life chances and help more residents remain safely housed within their communities.

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We will Prevent Homelessness at the earliest opportunity

Prevent homelessness earlier through proactive intervention and a Live Well approach.

Deliver a responsive, person centred and prevention-focused homelessness service that provides the right support at the right time.

Support residents to remain in their homes and sustain tenancies wherever possible.

Increase access to safe, affordable and sustainable housing options.

Improve outcomes for people with multiple disadvantage and those experiencing repeat homelessness.

Strengthen homelessness prevention through innovation, digital access, workforce development and effective use of funding

We will Deliver a Neighbourhood and one system way of working

Strengthen system-wide partnership working and shared accountability for homelessness prevention

Embed coordinated early intervention pathways for people at greatest risk of homelessness

Improve outcomes for children, young people and families through prevention-focused support.

Address poverty, inequality and multiple disadvantage through integrated support and resilience building programmes

We will embed digital governance and data

Harness digital innovation and AI to improve homelessness prevention, triage and service delivery.

Develop a single, integrated view of homelessness data to support better decision-making and performance management.

Use data, insight and predictive analytics to identify risk earlier and prevent homelessness before crisis point.

Strengthen performance, governance, audit and quality assurance arrangements to improve outcomes for residents.

Build an evidence-led understanding of homelessness needs and journeys to inform service design and system-wide responses

Success measures

Increased homelessness prevention and relief success rates.

Increased proportion of cases resolved at prevention stage rather than relief stage.

Reduction in households with children entering temporary accommodation.

Improved outcomes for households experiencing multiple disadvantage.

Reduction in rough sleeping and repeat homelessness.

Priority two: Ensure access to safe, suitable and quality accommodation

A safe and secure home is fundamental to health, wellbeing and independence. While preventing homelessness remains our priority, we recognise that homelessness cannot always be avoided. When it does occur, people should be able to access safe, suitable and affordable accommodation quickly, receive the right support, and move into settled housing as soon as possible. If homelessness cannot be prevented, it must be brief and non-recurring.

Increasing homelessness, rising private rents, limited affordable housing and pressure on social housing have created significant challenges across Bury. Temporary accommodation demand has almost doubled since 2022/23, with 222 households, including 401 children, living in temporary accommodation in September 2025. Demand continues to outstrip supply, placing increasing pressure on local services and accommodation options. Homelessness has a significant impact on individuals and families. Residents with lived experience describe the emotional, financial and health consequences of housing instability, while children can experience disruption to education, wellbeing and family life. Reducing time spent in temporary accommodation is therefore essential to improving outcomes and preventing longer-term disadvantage. Bury has responded positively by expanding temporary accommodation through acquisitions, commissioning, leasing arrangements and partnerships with housing providers. Investment in Housing First models, supported accommodation, floating support has strengthened support for residents with more complex needs, while reducing average lengths of stay in temporary accommodation despite rising demand.

Over the next three years, our focus will shift beyond temporary accommodation towards increasing access to settled and sustainable housing. Working alongside the Housing Strategy, Supported Accommodation Strategy and Housing Strategy for People with Additional Needs, we will increase the supply of affordable homes, improve move-on opportunities and strengthen pathways into long-term housing. We will continue to reduce reliance on unsuitable accommodation, maximise council assets, bring empty homes back into use and strengthen partnerships with Registered Providers, landlords and social enterprises. We will also expand private rented sector options through landlord engagement, lease and repair schemes, financial incentives and implementation of the Renters' Rights reforms.

Through Bury's One System approach, housing will be connected to health, employment, education, welfare support and Live Well services, ensuring residents can access the support needed to sustain their tenancy, achieve independence and build long-term stability.

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We will expand our temporary accommodation ensuring this is decent quality

Reduce the use of unsuitable accommodation and eliminate the need for unlawful bed and breakfast placements.

Increase the supply of affordable, high-quality temporary accommodation across the borough

Ensure all temporary accommodation is safe, compliant.

Strengthen partnership working to expand accommodation options for families, single people and those with multiple disadvantages.

Develop sustainable accommodation pathways that support residents to move on successfully into settled housing.

Maximise the use of assets, funding opportunities and income generation to increase accommodation supply and improve value for money.

Bring more homes into use through acquisition, leasing, empty homes initiatives and partnerships with landlords and registered providers.

We will increase access to decent, suitable, affordable short/medium and long-term accommodation

Increase access to a range of safe, affordable and sustainable housing options across all tenures.

Deliver the Homelessness Strategy and Housing Strategy in a coordinated way to increase housing supply, improve housing access and sustain tenancies.

Strengthen supported accommodation pathways in line with the Supported Accommodation Strategy, ensuring residents can access the right accommodation and support at the right time.

Improve move-on opportunities from temporary and supported accommodation into settled homes.

Reduce barriers to housing and improve accommodation outcomes for vulnerable residents, including those at risk of rough sleeping.

Work together to improve standards, security and access within the private rented sector

Develop an integrated housing pathway that supports residents from crisis through to long-term housing stability and independence

Allocate social and affordable housing fairly, transparently and according to housing need, making best use of available housing stock

Ensure residents can sustain long term accommodation, breaking cycles of homelessness

Increase successful move-on into suitable, affordable and settled accommodation that meets residents' needs.

Promote long-term tenancy sustainment and prevent repeat homelessness through effective support and early intervention.

Ensure that strength-based support is provided in all temporary and supported accommodation, connecting residents to community, employment and wellbeing opportunities.

Improve outcomes for children, young people and families and help break intergenerational cycles of homelessness and disadvantage

Success measures

Reduction in the number of children living in temporary accommodation.

Elimination of unsuitable nightly-paid accommodation by 2029.

Reduced use of bed and breakfast accommodation.

Reduced length of stay in temporary accommodation.

Increased move-on into settled housing.

Increased discharges of homelessness duty into sustainable accommodation, including the private rented sector.

Priority three: Prevent and reduce rough sleeping in the borough

Rough sleeping is one of the most visible and harmful forms of homelessness, often affecting people facing multiple and interconnected challenges, including poor mental health, substance misuse, domestic abuse, offending history, poverty and social exclusion. People who sleep rough experience some of the poorest health and wellbeing outcomes, making prevention and early intervention a key priority for Bury.
While homelessness prevention remains central to this strategy, this priority focuses specifically on people who are sleeping rough, at risk of rough sleeping, or experiencing severe and multiple disadvantage. Our ambition is not only to reduce rough sleeping but to ensure people can access the accommodation, support and opportunities needed to achieve long-term stability.

Demand for rough sleeping services continues to grow, with services supporting an increasingly diverse range of residents, including prison leavers, refugees, people with no recourse to public funds, couples, people with pets and those experiencing multiple disadvantage. The complexity of need is increasing, reinforcing the importance of flexible and person-centred responses that address both housing need and the wider factors contributing to homelessness. Bury has made significant progress in recent years. Through investment in services such as A Bed Every Night, Housing First, RSAP, NSAP, CAS3, AFEO, floating support and specialist domestic abuse accommodation, hundreds of residents have been supported away from rough sleeping and into stable accommodation. Alongside this, stronger partnership working across housing, public health, probation, adult social care, children's services and the voluntary sector have created a more integrated response for people with complex needs. Targeted prevention pathways have also strengthened support for prison leavers, hospital discharges, care leavers and migrants, reducing the risk of people leaving institutions directly into homelessness. Building on this progress, we will continue to develop flexible accommodation pathways, including support for residents who are not eligible for statutory homelessness assistance and those with no recourse to public funds.

Over the next three years, our focus will increasingly shift towards preventing rough sleeping before it occurs. Through earlier intervention, outreach, intelligence sharing and integrated working, we will identify risks sooner and provide support before crisis develops. Focus will be given to prison leavers, care leavers, hospital discharges and people experiencing repeat homelessness or multiple disadvantage. We will continue to strengthen access to emergency accommodation, Housing First models, supported accommodation, private rented sector options and tenancy sustainment support. Through Bury's One System Approach, Changing Futures programme and Enhanced Live Well model, residents will receive person-centred support that improves health, wellbeing, financial resilience, employment opportunities and community connections.

People with lived experience will remain central to service design and improvement. By combining housing-led approaches, early intervention and shared accountability across partners, Bury will continue to reduce rough sleeping, improve outcomes for residents and ensure that when rough sleeping does occur, it is brief, supported and non-recurring.

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We will prevent rough sleeping as early as possible

Identify people at risk of homelessness and rough sleeping earlier through predictive data, outreach and community-based prevention.

Strengthen prevention pathways for key groups including care leavers, prison leavers, hospital discharges, young people and those with complex needs.

Deliver coordinated, multi-agency interventions through a redesigned access and referral system focused on prevention first.

Embed homelessness prevention within wider anti-poverty, welfare, family support and community support services.

Provide flexible and accessible support within communities, ensuring services reach people before crisis occurs.

Work with statutory, voluntary, faith and community organisations to create a shared responsibility for preventing rough sleeping

Bring more homes into use through acquisition, leasing, empty homes initiatives and partnerships with landlords and registered providers.

We will reduce rough sleeping, short and long term

Deliver a coordinated one-system response that ensures people sleeping rough can access support, accommodation and services quickly.

Strengthen outreach, assessment and accommodation pathways to reduce the number of people sleeping rough.

Focus resources on those most at risk of repeat rough sleeping through targeted multi-agency case management

Expand access to emergency, supported and specialist accommodation for people with diverse and complex needs.

Improve access to health, mental health, substance misuse and inclusion health services through integrated support.

Maximise regional and Greater Manchester programmes and funding opportunities to improve outcomes for rough sleepers

We will break cycles of homelessness and rough sleeping

Increase access to long-term housing options, including private rented housing, HMOs and supported accommodation.

Strengthen move-on pathways from emergency, temporary and supported accommodation into settled homes.

Provide person-centred support that helps people sustain tenancies, improve wellbeing and achieve independence.
Use Housing First, tenancy sustainment and specialist support approaches for people with multiple and complex needs.

Work with people with lived experience to continuously improve services and ensure support reflects what people need.

Build resilient communities and strengthen connections to employment, health, welfare and local support networks to prevent homelessness from recurring

Success measures

Reduction in rough sleeping across the borough.

Reduced repeat rough sleeping.

Improved accommodation outcomes for individuals with multiple disadvantages.

Increased numbers accessing and sustaining settled accommodation.

Improved long-term tenancy sustainment and independence outcomes.

Priority four: Right support at the right time for all

Homelessness is rarely caused by a housing issue alone. For many residents in Bury, housing instability is linked to poverty, poor physical and mental health, domestic abuse, family breakdown, care and support needs, involvement with the criminal justice system and wider inequalities. Preventing homelessness therefore requires a coordinated approach that addresses the wider factors affecting people's lives, alongside access to suitable accommodation.

This priority supports Bury's Corporate Plan, public service reform agenda and Live Well vision, while reflecting the experiences of residents who have experienced homelessness. People with lived experience told us they want services that are easier to access, better connected and responsive to their individual circumstances. They want support available in their communities, at the right time and in the right place, reducing the need for residents to navigate complex systems or reach crisis point before receiving help. In response, we will strengthen our prevention-first approach, recognising that homelessness prevention is a shared responsibility across the whole system.

Over the next three years, we will build on Bury's Integrated Housing Support Model and One System Approach by aligning key local and national programmes, including Families First, GM Housing First, Live Well and Changing Futures. Through stronger collaboration between housing, health, Adult Social Care, Children's Services, Public Health, criminal justice partners and the voluntary, community and faith sector, we will identify risks earlier, intervene sooner and provide strengths-based and trauma-informed support that adapts to changing needs. We will strengthen our integrated neighbourhood housing support offer, ensuring residents experience a seamless journey through services and can access the support they need to sustain accommodation, improve wellbeing, access education, employment and training, and build stronger connections within their communities.

Alongside this, we will strengthen our understanding of homelessness through better use of data, insight and lived experience. This will help us understand residents' journeys, identify what interventions are most effective, target resources where they have the greatest impact and shape future commissioning decisions. People with lived experience will remain central to service design and improvement, helping us create a system that improves wellbeing, promotes independence and breaks cycles of homelessness, poverty and disadvantage across Bury.

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We will Create a Local, Accessible and truly Person-Centred Support System

Ensure residents can access support in their communities at the right time and in the right place, reducing reliance on traditional models.

Design services around the needs, strengths and circumstances of residents, recognising that one size does not fit all.

Deliver trauma-informed and strengths-based support that adapts to individual circumstances and changing needs.

Improve access to support for families, young people, vulnerable residents and those living in temporary accommodation, ensuring connections to education, employment, wellbeing and community opportunities.

Increase co-production and involvement of people with lived experience to shape services and improve outcomes

We will Use Insight, Evidence and Targeted Support to Improve Outcomes

Develop a stronger evidence base to understand the root causes of homelessness, the experiences of residents and the effectiveness of support services.

Improve our understanding of residents' journeys through homelessness services, identifying what support residents accessed before becoming homeless, what support contributes to positive outcomes and where gaps remain.

Use data, insight and lived experience to continuously improve services, shape future commissioning and ensure resources are targeted where they will have the greatest impact.

Services will co-produce and share joint outcomes, building a richer understanding of these long-term.

We will Deliver an Integrated One-System Approach

Strengthen our integrated neighbourhood housing support offer that brings together housing, health, social care, employment, criminal justice, community safety and voluntary sector partners.

Strengthen delivery of national and local programmes, across services to ensure residents experience a seamless journey through services and receive the right support at the right time.

Expand partnerships with community, faith and grassroots organisations, recognising their vital role in prevention, support, recovery and community connection.

Develop a whole-system approach to supporting residents from early prevention to crisis through to long-term independence.

Strengthen navigator and community-based support offers that help residents access and remain engaged with services.

Success measures

Increased tenancy sustainment.

Improved resident outcomes and wellbeing.
Increased access to support within local communities.

Stronger one-system partnership working.
Improved outcomes for residents with multiple disadvantage.

Services informed by evidence, insight and lived experience.

Governance and Measures of success

Delivering this strategy will require strong leadership, effective partnership working and shared accountability across the whole system. Homelessness is influenced by a range of social, economic and health factors and cannot be addressed by Housing Services alone. Success will depend on coordinated action between public services, housing providers, health partners, voluntary and community organisations, residents and people with lived experience. By working together around shared outcomes, we will prevent homelessness earlier, improve housing pathways and support residents to achieve long-term housing stability.

The Bury Homeless Partnership will remain central to coordinating delivery of the strategy. Bringing together statutory services, housing providers, commissioned services, health organisations, criminal justice partners and voluntary sector organisations, the partnership will monitor progress, identify challenges and drive continuous improvement. It will ensure homelessness prevention remains a shared priority and support collaborative action across the borough. Strategic oversight will be provided through the Bury Health and Wellbeing Board, recognising the strong relationship between homelessness, health inequalities and the wider determinants of wellbeing. Delivery will also align with the Housing Strategy, Anti-Poverty Strategy, Children's Services, Adult Social Care, Domestic Abuse Partnership and the wider Let's Do It! agenda, ensuring homelessness is embedded within broader plans to improve outcomes for residents.

Progress will be monitored through robust governance, performance management and quality assurance arrangements. Data, insight and performance information will be used to understand demand, identify emerging risks, measure outcomes and evaluate the impact of interventions. Regular reporting will support accountability, inform decision-making and ensure resources are targeted effectively. People with lived experience will remain central to delivery and continuous improvement. Co-production will continue throughout implementation, ensuring services remain accessible, responsive and focused on what matters most to residents. Feedback from residents and communities will be considered alongside performance data and operational insight to shape future priorities.

An annual review will assess progress against the strategy's priorities and outcomes, providing an opportunity to celebrate success, respond to emerging challenges and refresh actions where required. Through strong governance, effective performance management and collaborative delivery, Bury and its partners will remain focused on preventing homelessness, reducing rough sleeping and ensuring residents can access safe, suitable and sustainable accommodation

Outcomes and measuring success

Progress against this strategy will be measured through the six national homelessness outcome measures set by the Ministry of Housing, supported by locally agreed targets that reflect the scale of our ambition. In addition, we have developed a wider set of local outcomes aligned to our Housing Service Vision, Corporate Plan and commitment to prevention, early intervention and integrated working. Recognising that preventing homelessness is a shared responsibility, we will work with partners to co-produce

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common outcomes and measures of success, creating collective ownership, accountability and a one-system approach to improving outcomes for residents.

The 6 Local Outcomes Framework outcomes/measures are:

1. Homelessness Prevention and Relief Success Rate
   The proportion of homelessness duties that result in prevention or relief being achieved.

2. Households with Children in Temporary Accommodation
   The number and rate of households with dependent children living in temporary accommodation.

3. Families in Bed and Breakfast Accommodation for More Than 6 Weeks
   The number of households with children or pregnant women placed in B&B accommodation beyond the statutory six-week limit.

4. People Sleeping Rough on a Single Night
   The number of people identified through the annual rough sleeping snapshot.

5. People Sleeping Rough Over the Month Who Are Long-Term Rough Sleepers
   The number of people rough sleeping during the month who meet the definition of long-term rough sleeping.

6. Prevention or Relief Success for People with Three or More Support Needs
   The proportion of households with multiple and complex needs for whom homelessness is successfully prevented or relieved.

Local success measures

- More households remain in their homes through earlier intervention and prevention activity, reducing the need for statutory homelessness support.
- A greater proportion of homelessness cases are resolved at the prevention stage, before a housing crisis escalates.
- Fewer households with children experience homelessness or require temporary accommodation.
- Fewer households live in temporary accommodation, with reduced lengths of stay and improved access to settled housing.
- The use of bed and breakfast and unsuitable nightly-paid accommodation continues to reduce, with a transition towards sustainable accommodation solutions.
- More households move successfully into long-term, settled accommodation, including social housing and the private rented sector.
- Fewer people sleep rough, with reductions in repeat rough sleeping and repeat homelessness.
- Residents experiencing multiple disadvantage achieve improved housing stability, wellbeing and accommodation outcomes.
- More residents access and sustain accommodation through coordinated housing, health, social care and support services.
- Increased tenancy sustainment, reducing repeat homelessness and helping residents maintain independence.
- Improved wellbeing, resilience and life opportunities for residents through access to the right support at the right time.

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- Greater access to community-based support, enabling residents to live independently and remain connected to their local communities.
- Stronger partnership working, shared accountability and collective ownership of homelessness prevention across the wider system.
- Better use of data, evidence, insight and lived experience to shape services, target resources and improve outcomes.
- Reduced demand on crisis services and public services through a preventative, whole-system approach that tackles the causes of homelessness rather than simply responding to it.

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Bury Council's Homeless Strategy 2022-2025 Review

Amanda Mullen

Project Group

Esme Davis, Ellie Costello, Simon Farnworth, Melissa Clegg, Claire Rogan

Introduction

- In 2020 a new Housing Strategy was agreed for the Borough of Bury which included a commitment to end rough sleeping by 2024. Alongside this strategy, a Homelessness Strategy and Action Plan was co-produced with the Bury Homeless Partnership applying the Borough-Wide 'Let's Do it' ethos of prevention; early intervention and the targeting of public service resources for 2022-2025.
- The strategy built and expanded on the wonderful work that had been done to date. Homelessness remains high on the local and national agenda. The Strategy reflected the 'Everyone In' response to the COVID-19 pandemic and has shown what can be achieved in addressing rough sleeping with a joined-up person centred response, whilst helping people in transformative ways. The strategy set out a strategic vision, broken down into Prevention, Property, Person Promotion, Purpose, Place and Partnership with key pledges agreed by the Bury Homeless Partnership.
- The previous strategy has now come to an end, and there is a need to develop a new approach for the borough of Bury. In February 2025, a project group was formed to review the existing strategy and begin co-producing the future direction, including reflecting on what has been achieved so far. This review has involved gathering both quantitative data from our service delivery and qualitative insights from members of the Bury Homeless Partnership, as well as residents across the borough. To ensure a broad range of voices are represented in shaping the new strategy, the project group has facilitated four stakeholder engagement sessions, three lived experience workshops, and a public survey. These activities have helped to ensure that the perspectives of our partners and residents are meaningfully included in the development of the future strategy.

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Who has participated in this full strategy review?

- Members of the Project Group
- Members of the Bury Homeless Partnership
- Homeless and Housing Option Service
- PRS Enforcement
- Cabinet Members
- Community Safety Partnership
- Strategic Housing
- Housing Services
- Performance Team
- Residents of the Borough (Families, Singles, Refugees, Prison Leavers)
- Greater Manchester Combined Authority
- Ministry of Housing , Community and Local Government
- Project Free - customers
- Caritas Red Door - customers
- Stepping Stone Projects – customers
- Red Cross- Customers

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Review Summary

Bury, is in northern Greater Manchester near the Pennines, combining rural beauty with urban living close to Manchester and has population of 193,900. The borough includes six towns and is part of the Combined Authority.

This review of the Bury Councils Homelessness Strategy 2022-2025 was completed between March 2025- October 2025. There have been a time for significant changes for homelessness and housing related policies within this time. This review and development of the Bury Councils Homeless Strategy 2026-2028 should account for where possible:

- The Emerging National Homelessness Strategy that is being developed to address homelessness more effectively and will dictate the focus of MHCLG over the next few years. Strategically, the strategy will see a broader focus on homelessness compared to what we have seen previously.
- The Multi-Year Spending Review will consolidate funding streams for homelessness prevention and rough sleeping initiatives, providing a more stable financial framework for local authorities and greater flexibility over allocations.
- The Renters' Reform Act will enhance tenant rights and housing stability, which significant impacts the rental market and local housing policies -creating bubbles of increased demand in the short term.
- The Supported Housing (Regulatory Oversight) Act will place specific obligations on Local Authorities to ensure better oversight and quality of supported housing. This represents an opportunity to bring together commissioners, homelessness officers, revenue and benefits teams and other key stakeholders to develop a supported housing strategy for Bury.
- Pressure from the Home Office is likely to continue as the streamlined asylum process continues, presenting a mix of challenges to contend with. There is also a growing appetite for reforming and redesigning the asylum accommodation and support model, and the new Asylum Reform.
- Bury Councils Housing Strategy and Housing Strategy for additional needs, Domestic Abuse Strategy and Anti-Poverty strategy 2026.
- Greater Manchester's Combined Authority (GMCA) Mayor Housing First programme, supporting supply, standard and support and GM Live well model, integrating community- based health and wellbeing support through prevention
- UK Government Child Poverty Strategy, children in temporary accommodation and the national plan aimed at reducing child poverty and improving life chances.

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Executive Summary

Partnership

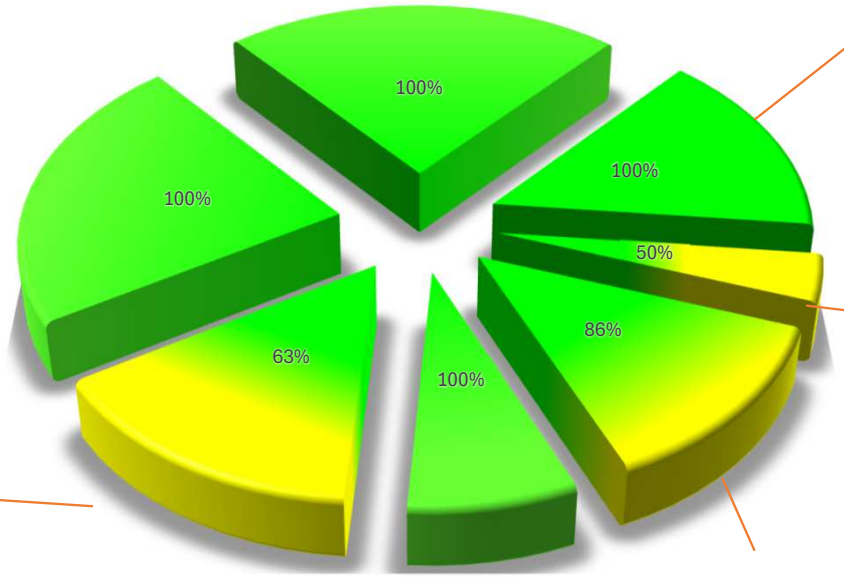
To continue to deliver homeless services in partnership across the Borough through the Bury-wide "LETS" principles.

Property

Permanent and temporary provision that's affordable and suitable and supported when required.

Prevention

Preventing and stopping Homelessness both in a statutory and non-statutory way.



Place

Neighbourhood integration of service delivery. Public services, people, communities and businesses coming together for shared decision making and a Neighbourhood hub approach.

Person

Identifying then providing the required support with pathways.

Promote

Proactive promotion and awareness of Homeless provision and services across the Borough.

Purpose

Giving homeless people a purpose and sense to improve their lives.

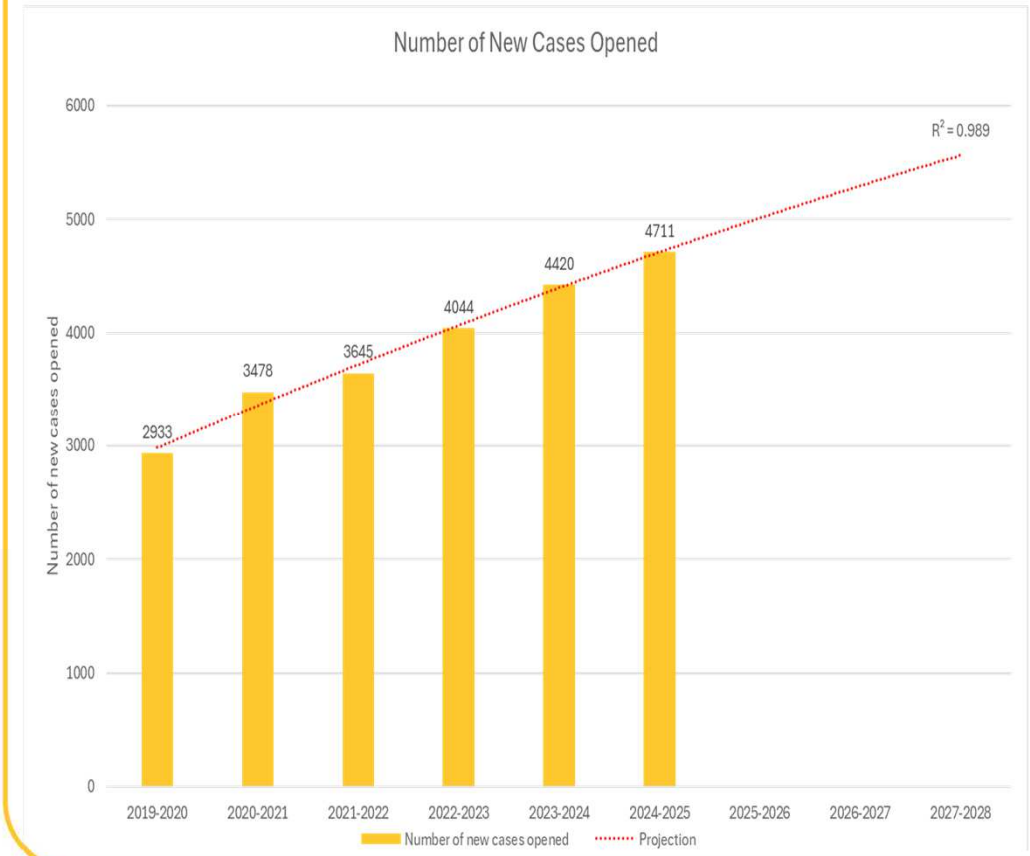
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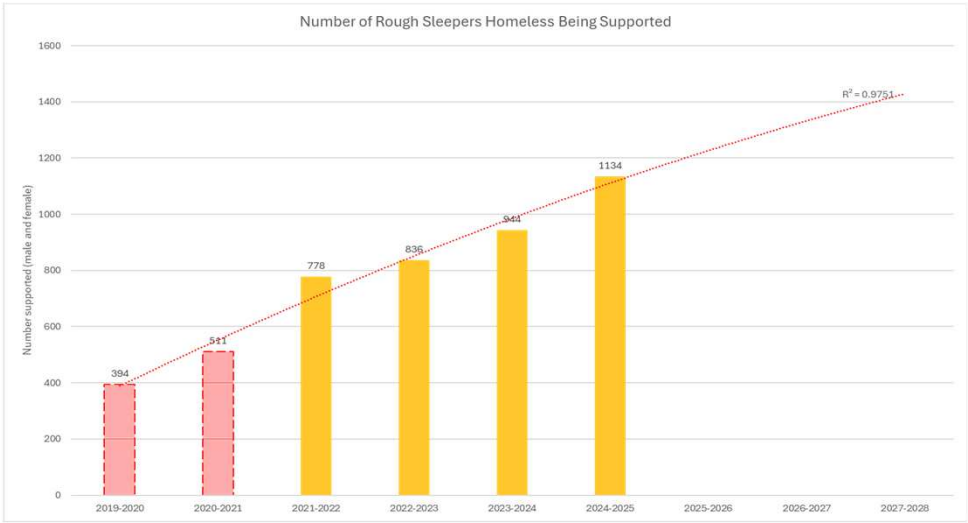
What our Stakeholders believe has been achieved and what still needs to be done?

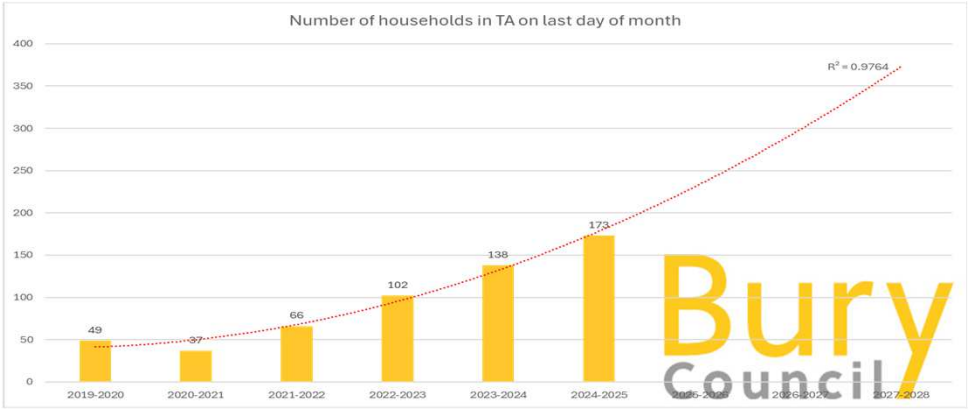
- We conducted a maturity assessment with the Bury Homeless Partnership and the Homeless and Housing Options Service. Members ranked each area "Getting Started, Making progress, Maturing or Matured". The Partnership has made significant progress in delivering the aims of the 2022–2025 strategy with all areas being ranked "making progress" or above
- The Maturity assessment established that the strategy had achieved the actions set out under Partnership, Place, Property and Purpose but identified a need to further invest in the promotion of homelessness services and ensuring that pathways and services are Person centred

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Current and Previous Homelessness Pressures







Summary of Current and Previous Homelessness Pressures

Approaches to the service from 2022 to 2025:

Demand for Bury Council's Homeless Advice Service rose sharply due to the cost-of-living crisis and changes in Private Rented legislation, while staffing remained static. This placed pressure on services and led to increased use of interim accommodation and rough sleeping. Although statutory homelessness cases slightly declined in 2024–2025 (cases opened by the service), data shows that more people contacted the Homeless Assessment Service for support. These customers contacted the service once but did not respond to follow-up communications from the Homelessness team, resulting in their cases being closed. Data shows an increase in cases being closed due to lack of contact, a trend also confirmed by the GMCA Stocktake Report. It has been projected that demand may rise to 5,600 contacts by 2027–2028: an 18.9% increase from 2024–2025, if homelessness trends continue to be the same.

- The transition from prevention to relief has increased significantly, indicating that preventing cases from escalating is challenging. As a result, individuals are often owed a relief duty and are highly likely to be placed in temporary accommodation or experience rough sleeping

Placements into Temporary Accommodation:

- Following a significant rise in homelessness presentations, Bury Council expanded its supply of temporary accommodation in 2024–2025 by acquiring additional dispersed units. However, by 2023, existing accommodation could no longer meet growing demand. As a result, the use of bed and breakfast (B&B) placements peaked at 58; the highest recorded for the borough. This increase was linked to a rise in cases where a homelessness duty was owed, alongside limited staffing capacity to deliver early prevention work. Consequently, Bury was issued a B&B elimination plan by the MHCLG.
- Bury Council as of September 2025 have 222 households in temporary accommodation (401 children)109 families in dispersed stock, 26 singles and 24 families in bed and breakfast accommodation. 56 families in pay nightly accommodation and 8 singles in council commissioned service.
- It is forecasted that if there was a "do nothing attitude" and the council continue to place an average of 15 families in temporary accommodation per month, with only 8 families leaving temporary accommodation per month on average, in three years the Council will need an additional 109 properties, on top of the current 110 dispersed and 8 commissioned.

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Rough Sleeping:

- Rough sleeping has risen significantly across the borough in recent years, with the highest numbers recorded in 2024. This mirrors regional and national trends, with the majority of those affected being males aged 30–45, including individuals recently granted leave to remain after leaving NASS accommodation. If current trends were to continue, rough sleeper supported by the team has been projected to increase to 1452 in 2027-2028 compared to 1134 in 204-2025 this is a 28.4% increase.

Asylum and Immigration:

- Bury Council's Asylum and Immigration Service leads on Home Office programmes including Homes for Ukraine, Afghan Relocation, and dispersed accommodation. The team works with GM partners and Serco to support asylum seekers and ensure safe integration. Once individuals receive leave to remain, they become eligible for resettlement support, particularly those issued with a Notice to Quit (NTQ). In 2023–2024, NTQ cases rose due to fast-track asylum decisions and the government's plan to close contingency hotels placing additional pressure on local services, with further demand expected.

Private Rented Service

- While Bury's Private Rented Service has had some success, it has not eased the pressure on homelessness prevention or move-on from temporary accommodation. Strengthening engagement with landlords is essential to improve access to housing options. Affordability remains a major barrier, with high upfront rent expectations limiting placements. Financial incentives are available, but uptake is low, though HMOs have helped single people. Looking ahead, the Renters Reform Bill may affect current schemes, creating further uncertainty and challenges in securing landlord participation.

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Summary of Maturity Assessments

- Sessions were held with key partners, stakeholders, and the Homelessness and Housing Options team to assess progress against the Homeless Strategy 2022–2025.
- Both sessions reached similar conclusions, highlighting the need to better promote homelessness and housing services to a wider audience countering misinformation and helping partners like the NHS, DWP, ASC, CS, and education providers understand the housing landscape and identify early risks.
- There was a clear call for more community-led, accessible services beyond Bury Town Centre to support universal prevention. While person-centred approaches are growing, especially in the rough sleeper services, other frontline support can still feel transactional.
- Prevention remains reactive and overstretched, with upstream efforts focused on specific groups. Greater co-production is needed at decision-making levels to ensure people feel genuinely heard, as existing feedback channels don't always lead to meaningful change.

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Summary of the People Survey and Co-production Feedback

The survey and co-production feedback reveal that homelessness in Bury is driven by a complex interplay of factors; including relationship breakdowns, financial hardship, and systemic barriers. Many individuals reported that temporary housing solutions are often inadequate, and the journey toward stability is both emotionally and physically exhausting. Support services vary significantly across different demographics, underscoring the need for inclusive, trauma-informed approaches.

Co-production sessions highlighted gaps in life skills support and called for more robust pathways to independence. Digital exclusion was identified as a barrier to accessing housing, with suggestions for app-based solutions to improve accessibility. Concerns were also raised about the rigidity of rough sleeper verification processes, with a call for more collaborative approaches.

Service users consistently expressed a desire to be treated with respect and individuality, and to be actively involved in shaping solutions. Top priorities identified include increasing the availability of recovery housing, ensuring fairer access to housing, and repurposing empty buildings. Additional needs include the provision of mentors with lived experience, simplified systems, and greater recognition of non-housing-related challenges that impact homelessness

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Summary of Staff and Stakeholder Feedback

Families:

Improve the quality and safety of temporary accommodation, prioritising family-friendly spaces with privacy and cooking facilities. Repurpose empty homes and explore new build agreements for social housing. Tailor support to individual family needs with wraparound services, mentoring, and life skills training. Assign one advocate per family to reduce stress and ensure continuity, especially in cases of domestic abuse. Strengthen early intervention by spotting warning signs like rent arrears or school issues and improve cross-agency communication. Reduce stigma around support services and increase public awareness through schools and translated materials. Integrate housing, health, education, and social care with single points of contact and shared systems.

Singles:

Build trust through consistent staffing, respectful communication, and expanded outreach especially with peer mentors who have lived experience. Improve access to basic amenities and reduce stigma by renaming foodbanks as community shops. Simplify service language, use explainer videos, and introduce digital tools like empathetic AI chatbots. Create clear pathways to stable housing with goal-setting, follow-up, and support for practical barriers like transport and banking. Strengthen service integration through cross-sector training, stable staffing, and designated crisis roles. Support people with complex needs through tailored plans, embedded mental health workers, and hub-style accommodation. Provide dual-purpose housing for domestic abuse and substance misuse, with a single advocate to reduce trauma. Ensure veterans and LGBTQ+ individuals are supported with dignity and inclusive practices.

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Summary of Partnership and Stakeholder Engagement

- Work with statutory and non-statutory partners to develop early prevention sign posting including in hubs and schools

- Improve the post homelessness offer to sustain tenancies and build independence
- Further training for person centred and trauma informed training led by people with lived experience

- Inclusive and accessible support for all homelessness customers

- Increase supply of Housing and provide suitable temporary accommodation
- Early prevention from homelessness

- Raising awareness of homelessness to school, colleges and wider community

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Non-statutory Accommodation and Service Provision

- As part of Bury Council's Homelessness Strategy 2022–2025, key pledges were set out within its vision, including the commissioning of accommodation and support services to meet statutory requirements and prevent homelessness using local and regional grant funding. In addition to delivering these commitments, the Council successfully mobilised services beyond statutory and commissioned provision.
- These achievements were made possible through strong cross-departmental collaboration and partnership working with internal teams and external agencies. Without these efforts, homelessness and rough sleeping levels in the borough would have been significantly higher.
- This overview demonstrates the critical role these services have played and evidences the need to continue and strengthen this work moving forward. This is the Key findings and recommendations for this area.

- A Bed Every Night (ABEN)
- Rough Sleeper Accommodation Programme (RSAP/NSAP)
- Community Accommodation Tier 3 (CAS3)
- Housing First
- Bury Bridges Neighbourhood service
- Calico Floating Support and accommodation
- Accommodation for Ex-Offenders (AFEO)
- Safe Accommodation
- Young Persons accommodation

Key Recommendations

- TBC – This will be our priorties

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National Strategic Context

- In 2023–24, the number of households with children who were either threatened with homelessness or already homeless increased by 3.9% compared to 2022–23. 62,200 households with children were owed a prevention duty in 2023–24, a 0.8% increase from 2022–23. 47,380 households with children were owed a relief duty in 2023–24, an 8.3% increase from 2022–23.
- In 2023–24, the number of single households who were either threatened with homelessness or already homeless increased by 9.9% compared to 2022–23. 83,930 single households were owed a prevention duty in 2023–24, a 4.6% increase from 2022–23. However, 130,930 single households were owed a relief duty in 2023–24, a 13.7% increase from 2022–23.
- As of 31st March 2024, 117,450 households were in temporary accommodation across England a 12.3% rise from 2023, continuing the sharp increase since 2022 driven by homelessness pressures and limited affordable housing.
- Households with children stood at 74,530 (a 14.7% increase), highlighting growing family homelessness. Single-person households stood at 42,920 (an 8.5% increase), reflecting ongoing challenges for individuals without dependents.



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- In March 2025, an estimated 7,718 people slept rough in England, up 3% from December 2024 and 5% year-on-year. Of these, 32% were new to rough sleeping, while 36% were long-term rough sleepers, indicating entrenched homelessness. 16% were accommodated, and 13% returned to rough sleeping, with 30% of this group previously in settled housing. Additionally, 10% had recently left institutions, including 4% from prison and 4% from asylum support, highlighting vulnerabilities during transitions.

- In 2024, the UK received 84,200 asylum applications covering 108,100 individuals, marking the highest annual figures ever recorded. This upward trend continued into the year to June 2025, with 88,700 applications relating to 111,100 people. Over the past three years, the number of asylum applications has remained historically high, reflecting sustained pressure on the asylum system

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Regional Strategic Context

The Greater Manchester Combined Authority (GMCA) is the strategic governing body for the Greater Manchester city-region, established in 2011. It brings together the ten local councils (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford, and Wigan) and the Mayor of Greater Manchester to coordinate decisions on issues that affect the whole region



Tackling homelessness and rough sleeping is a key priority for the ten local authorities in Greater Manchester that are covered by Greater Manchester Combined Authority (GMCA). Bury welcomes the Greater Manchester Prevention Strategy 2021–26 and supports its missions to prevent homelessness.

Bury has played an active role in shaping Greater Manchester's new homelessness strategy for 2026 and beyond. The strategy will position Greater Manchester as a Housing First City Region, with a strong emphasis on prevention at every level. This includes upstream interventions, embedding the GM Live Well model, and improving connectivity across services. A key priority will also be strengthening the supply of temporary accommodation and move on to meet urgent needs.

Bury Council

Regional Temporary Accommodation Data

Number of **households in Temporary Accommodation** across **Greater Manchester** on the last day of **March 2025**

5,915

Number of **children in Temporary Accommodation** across **Greater Manchester** on the last day of **March 2025**

8,651

Number of **households in B&B accommodation** across **Greater Manchester** on the last day of **March 2025**

739

Households in Temporary Accommodation



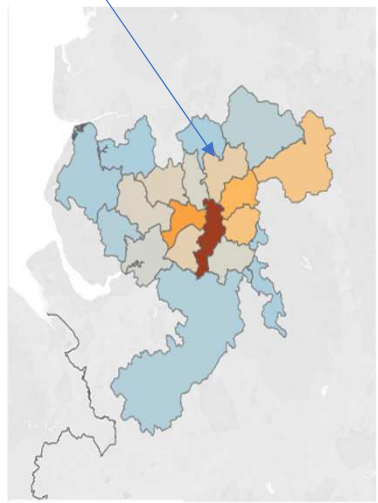
Children in Temporary Accommodation



Households in B&B accommodation



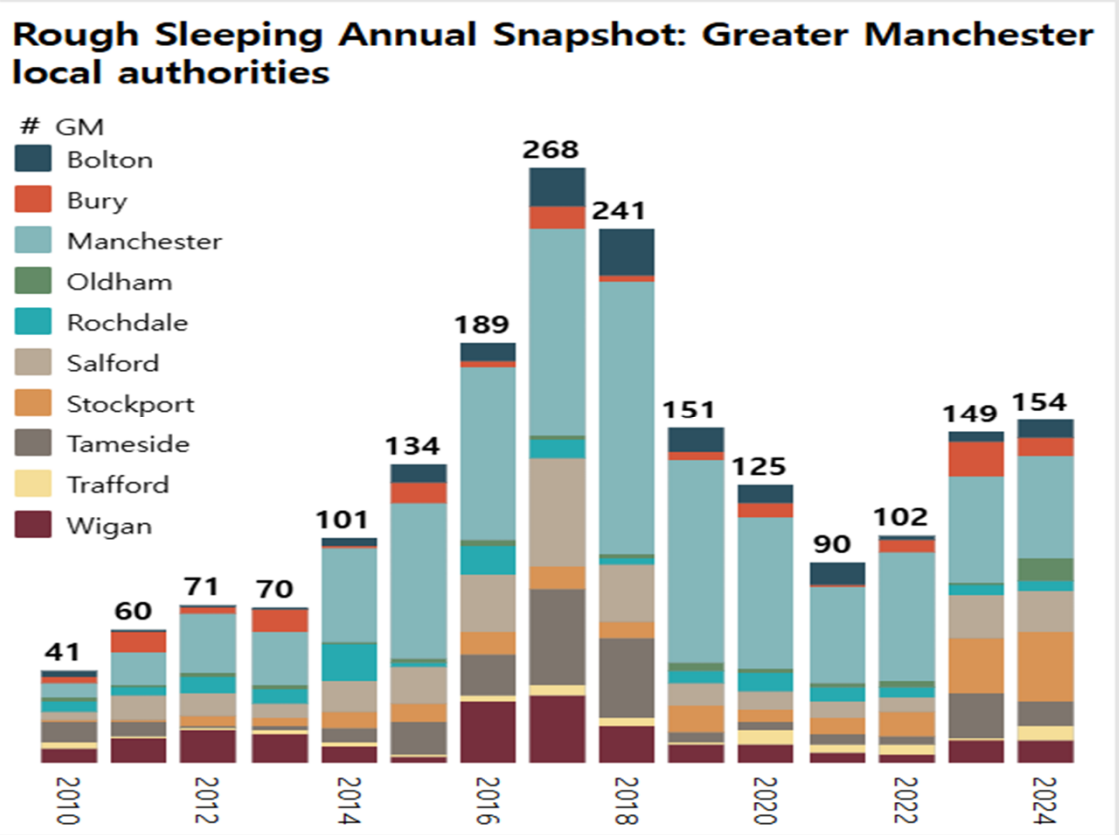
Bury – number of households in TA



On 31 March 2025, Bury recorded 197 households (339 children) in temporary accommodation. Of these, 60 households (approximately 30%) were placed in Bed and Breakfast accommodation. Trafford had 261 households in Temporary accommodation, Rochdale 280. 1678 households in the GM were placed Out of Borough.

Bury Council

Regional Rough Sleeping



Following a peak in 2017, the number of rough sleepers reduced steadily to 2021, but has steadily increased across Greater Manchester over the last three years.

Local authorities and partners working in the sector are increasingly faced with rising demand and shrinking resources, which have considerable implications on the use of temporary accommodation and local authority budgets.

In October 2025, Greater Manchester recorded 401 rough sleepers. Bury accounted for 32; higher than Rochdale's 28, which has higher population, and significantly above Trafford (10), despite similar population size. This places Bury among the boroughs with greater homelessness pressures, highlighting the need for targeted prevention and resource allocation.

Bury Council

Regional Asylum and Immigration Data

- Migration and the asylum system has had a significant impact on homelessness teams nationally over the last few years, because of dysfunction in the way the Home Office and its contractors have operated. Accelerated asylum processing has driven a significant amount of people into homelessness and rough sleeping, with a thirteenfold increase in refugee street homelessness seen across Greater Manchester at the peak in early 2024
- In March 2025, Greater Manchester reported that 65% of rough sleepers were non-EEA nationals, with Bury recording 23 confirmed rough sleepers, of which 5 (22%) were non-EEA, and Oldham reporting the highest proportion at 56%. By June 2025, the regional share of non-EEA rough sleepers declined to 19%, reflecting the slowdown in fast-track asylum decision-making that had driven homelessness spikes in 2024. Local figures show Bury at 20% and Oldham again highest at 39%, though both remain lower than June 2024 levels, indicating a downward trend but persistent localised pressure
- Asylum and Immigration data is classified as Official-Sensitive; therefore, this report provides a high-level overview and includes only the data that Bury is permitted to share

Bury Council

Local Strategic Context

Bury lies in the northern sector of Greater Manchester on the edge of the western Pennines. The town has a mix of beautiful rural villages and open countryside with breath taking views in the north, to urban living close to Manchester city centre in the south. The town has a proud military history and has always had a military connection with the Lancashire Fusiliers Regiment. The world famous and award winning Bury Market has been in operation for over 500 years and attracts visitors from across the UK. The town has a rich cultural offering, with museums and arts venues to explore. Bury was the Greater Manchester Town of Culture in 2021.

Bury Metropolitan Borough consists of six towns – Bury, Ramsbottom, Tottington, Radcliffe, Whitefield and Prestwich, and is one of ten councils that make up the Greater Manchester Combined Authority.



ry Council

Census Data Bury 2021

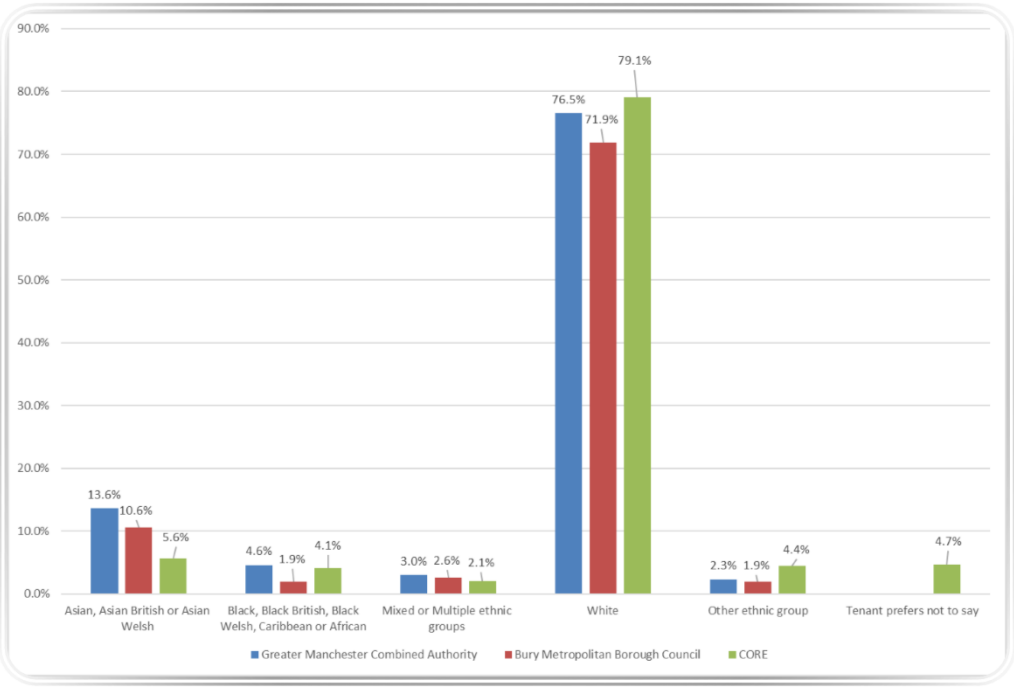
	2011 (%)	2021 (%)
0–4 years	6.6	5.8
5–9 years	6.0	6.4
10–15 years	7.4	7.9
16–19 years	4.9	4.5
20–24 years	5.8	4.9
25–34 years	12.5	12.9
35–49 years	22.1	19.6
50–64 years	18.7	19.7
65–74 years	8.8	10.0
75–84 years	5.2	6.1
85+ years	2.0	2.2

Metric	Value
Total Population	193,900
Population Growth	+4.8% since 2011
Households	80,695
Population Density	1,948.6 people/km²
Median Age	40 years

Ethnic Group	Percentage of Population
Asian, Asian British or Asian Welsh	10.6%
Black, Black British, Black Welsh, Caribbean or African	1.9%
Mixed or Multiple ethnic groups	2.6%
White	71.9%
Other ethnic group	1.9%

Bury Council

Comparison of Census Ethnicity and CORE Lets Data



Ethnic Group	Percentage of Bury Population	CORE lets
Asian, Asian British or Asian Welsh	10.6%	5.6%
Black, Black British, Black Welsh, Caribbean or African	1.9%	4.1%
Mixed or Multiple ethnic groups	2.6%	2.1%
White	71.9%	79.1%
Other ethnic group	1.9%	4.4%
Prefer not to say		4.7%

Let's to our properties generally match the ethnic demographics of bury.

Bury Council

Housing Tenure Trends 2011-2021

REGION/YEAR	OWNED (%)	SOCIAL RENT (%)	PRIVATE RENT (%)
England & Wales 2011	64.3	17.6	16.7
England & Wales 2021	62.5	17.1	20.3
Bury (approx.)	70.0	17.1	12.0

In Bury, the proportion of households renting from the council or local authority is similar to the national average. However, Bury has lower levels of other social rented and private rented housing, and higher levels of homeownership compared to England and Wales overall.

Rising Rental Housing

Households renting increased from 34.3% to 37.3%, showing growing reliance on rental homes.

Decline in Social Renting

Social rented sector slightly declined from 17.6% to 17.1%, indicating a possible lack of suitable stock due to the Right To Buy process.

Increase in Private Renting

Private renting rose sharply from 16.7% to 20.3%, reflecting greater dependence on private rental market.

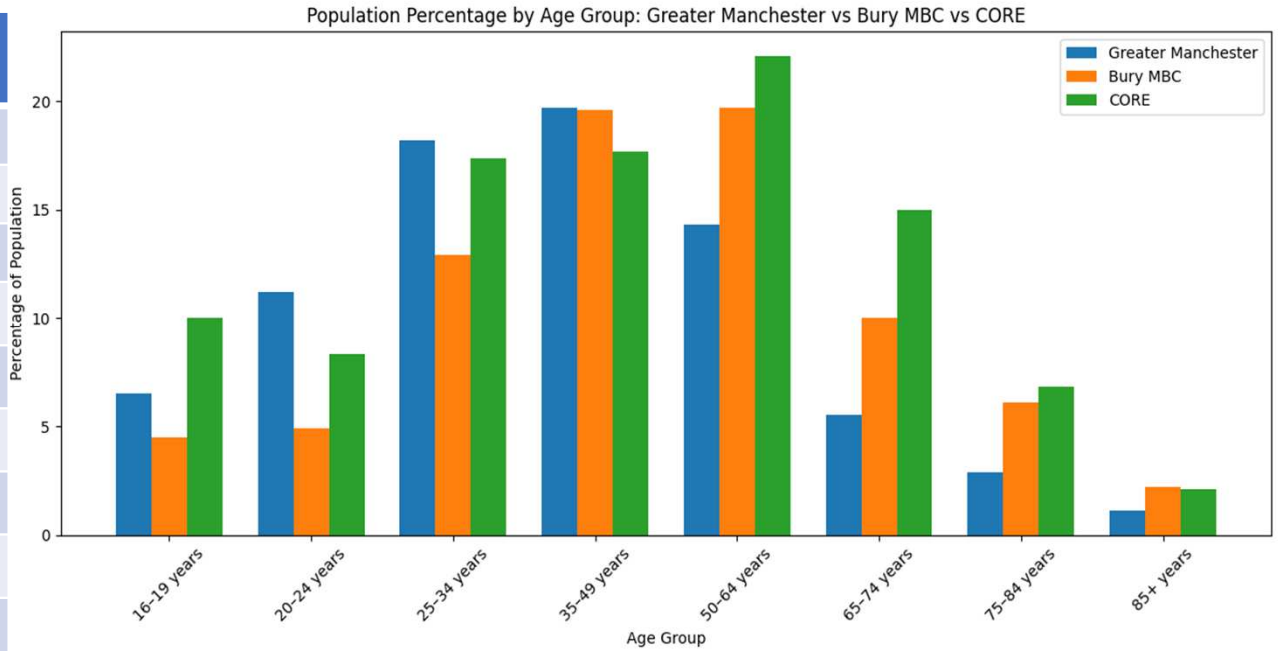
Declining Homeownership

Homeownership decreased from 64.3% to 62.5%, showing fewer owner-occupied homes over time.

Bury Council

Age and CORE Lettings

Age Group	Percentage of Bury Population	CORE Lets
0–4 years	5.8%	
5–9 years	6.4%	
10–15 years	7.9%	
16–19 years	4.5%	10.0%
20–24 years	4.9%	8.3%
25–34 years	12.9%	17.4%
35–49 years	19.6%	17.7%
50–64 years	19.7%	22.1%
65–74 years	10.0%	15.0%
75–84 years	6.1%	6.8%
85+ years	2.2%	2.1%

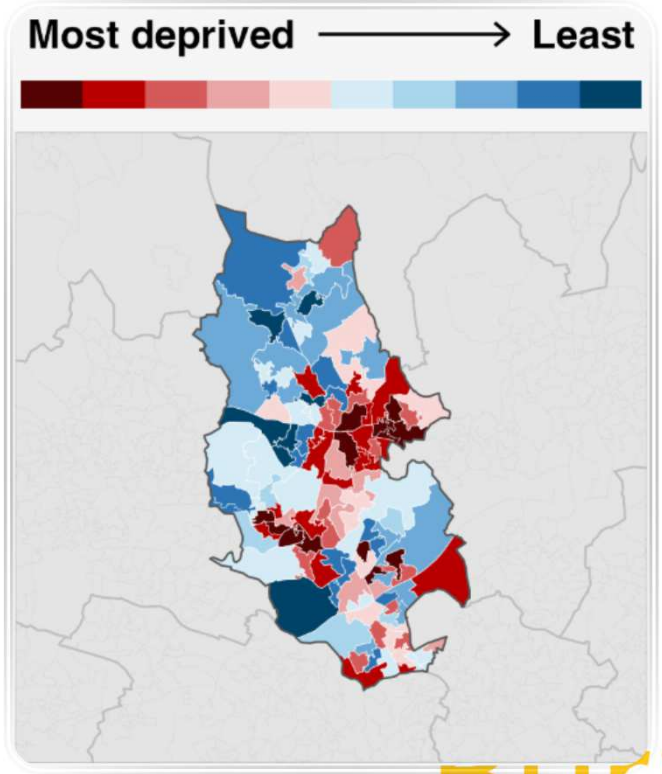


Younger people are overrepresented within our lets.

Bury Council

Indices of Multiple Deprivation

- In 2025, Bury is ranked 90 out of 296 Local Authorities (where 1 is the most deprived). In 2019, Bury was ranked 95 out of 317 Local Authorities (where 1 is the most deprived).
- The change from 2019 to 2025 appears to represent an increase in relative deprivation but it must be noted that there has been a decrease in the number of LAs.
- Out of the 10 local authorities in Greater Manchester (GM), Bury is ranked 8th most deprived overall (where 1st is the most deprived) in 2025.
- In 2019, of the 120 LSOAs in Bury, 12 were within the most deprived 10% in the country. These were mostly found near Bury town centre, and in the Radcliffe and Besses areas.
- When compared to 2019, there is an overall increase of 1 additional LSOA in 2025 that falls within the most deprived 10% in the country. Two LSOAs have moved from the most to second-most deprived decile, and three have moved from the second-most to most deprived decile.



Bury Council

Key Strategies and Polices Related to Homelessness

Corporate Priorities

The key objective is to deliver the housing strategy and achieve the milestones set out in the corporate plan, ensuring alignment with sustainable and inclusive growth priorities. The homelessness strategy will be integrated into this development to support the overarching corporate priority.

Bury Council's Housing Strategy

Bury Council and the Community Safety Partnership prioritise protecting people from harm and supporting victims of crime. Domestic abuse affects all parts of society, with severe long-term impacts. This strategy focuses on safe accommodation and associated support for those fleeing abuse, aiming to meet immediate needs, break the cycle of violence, and improve local provision

Let's do it Strategy

Sets out a clear ambition and delivery plan for the next 10 years. But it is not just a strategy for service improvement, it is a radical new proposition for community power; putting relationships first and creating a borough in which every single person plays their part.

Housing Strategy for People with Additional Needs

The Housing Strategy for people with additional needs sets out what the approach is when someone needs accommodation with additional support to help them stay local and live independently

Anti-Poverty

The strategy sets out the Council's and partnership actions which are to take place in immediate and short-medium term, to mitigate cost-of-living pressures in the Borough whilst striving towards delivering the outcomes set out in the Let’s Do It! Strategy. This allows for a co-ordinated, targeted approach, capturing progress on deliverables and provides a framework.

Bury Council

Allocation Policy

The Council is required under Section 167 of the Housing Act 1996 to have an allocation policy for determining the priorities and procedure to be followed in allocating housing accommodation. Transparency in the process is important, so that everybody is aware of what to expect.

Bury Councils Care Leaving Protocol

In 2024 a joint care leaving protocol was implemented by Children's social care and Homelessness Service.

Bury Councils 16/17 Protocol

This joint protocol has been developed to confirm our commitment to working together effectively in response to young people aged 16- and 17-year-olds who present as homeless or who are at risk of homelessness within Bury.

Family Safeguarding Model

Family Safeguarding is a whole family approach to working with children and families that supports parents to create sustained change for themselves and for their family. Family Safeguarding has been identified within the independent review of Children's Services 2022 as best practice.

Bed and Breakfast Elimination Plan

Bury Council has developed this plan with the aim to eliminate the use of Hotel's and B&B's for temporary accommodation. This plan focuses on targeted actions such as increasing prevention of homelessness, increase the temporary housing stock and create more efficient move on pathways.

GM Live Well

Greater Manchester's Live Well model delivers integrated, neighbourhood-based support to reduce health and social inequalities. It combines Live Well Centres, housing, employment, and wellbeing services through partnerships with statutory and voluntary sectors, focusing on prevention, resilience, and person-centred care.

Bury Council

Mayors GM Housing First (City Region)

The new 'Housing First' approach aims to address the main challenges for housing in Greater Manchester – poor living standards, especially in the private rented sector and low availability of truly-affordable housing – by implementing a collaborative, multi-agency approach that can address issues by developing tailored, whole-system solutions.

Ministry of Housing Homeless Prevention Strategy

The Government has taken a number of measures over the past year which includes, passage of the Renters' Rights Act, £1 billion pledged to prevent and end homelessness, and a further £86 million pledged last month to address winter pressures.

National rough sleeping strategy

Government Strategy: "Ending Rough Sleeping for Good" (2022–2025) Goals: Make rough sleeping rare, brief, and non-recurrent. Ensure no one sleeps rough, and everyone has a safe, stable place to live. Improve coordination across departments like DLUHC, DWP, Home Office, and DHSC.

Renters Reform Act

The Renters Rights Act 2025 aims to overhaul the private rented sector in the uk, providing renters with greater security, rights and protections.

Bury Council

Key Legislations

- Housing Act 1996 (Part 6 and Part 7)

  The primary Legislation governing both housing and homelessness. This sets out the Local Authorities duties.

- Homelessness Act 2002

  In addition to the Housing Act, this updated Legislation requires every Local Authority to conduct a homelessness review and publish a homelessness strategy at least every 5 years.

- Homelessness Reduction Act 2017

  Introduced major reform around the Local Authorities responsibility to help those threatened with homelessness via a prevention duty and introduced a higher level of support expectation from the Local Authority.

- Domestic Abuse Act 2021

  Amends Housing Act 1996 to give automatic priority need to victims of domestic abuse.

- Immigration and Asylum Act 1999

  Defines asylum seekers and sets out Home Office responsibility for providing accommodation and subsistence support while claims are processed.

Bury Council

Partnerships, Lived Experience and Co-Production – Full Review



The Current Partnership and Strategy



Maturity Assessment



'To Do' Feedback from Workshops



People Surveys



Lived Experience Co-production



Co-production of Future Strategy

Bury Council

Bury Homeless Partnership Working in Partnership

The Bury Homeless Partnership was established during the COVID-19 pandemic and played a key role in shaping the 2022–2025 Homeless Strategy. Its strength lies in consistent collaboration and a shared commitment to improving outcomes for those at risk of or experiencing homelessness. The partnership has provided a vital forum for reviewing progress, co-producing future initiatives, and striving for high-quality, person-centred services. Throughout the strategy review process, we have seen strong and sustained engagement from key partners and stakeholders. Their insights and lived experience have been instrumental in shaping our future priorities, ensuring the strategy reflects the needs of all services not just the local authority and drives meaningful, inclusive change across the system.



Bury Council

Strengthening of Partnership Working

The Bury Homeless Partnership is a collaborative network of local organisations, services, and stakeholders working together to prevent and reduce homelessness across the borough. It brings together housing providers, health and social care teams, voluntary sector organisations, and statutory services to deliver coordinated, person-centred support for individuals and families at risk of or experiencing homelessness.

Statutory & Local Authority Partners

- **Bury Council**
- Rough Sleepers Team
- Asylum and Migration Services
- Adult Safeguarding
- Domestic Abuse Services
- Housing Department

Probation Service

- Senior Probation Officer
- Homeless Prevention Team GMP
- Police Officers

Health & Support Services

- Achieve Services in Bury (drug and alcohol recovery)
- Public Protection Teams
- Calico Floating Support

Housing & Accommodation Providers

- Adullam Homes
- Stepping Stone Projects

Voluntary & Faith Sector

- British Red Cross
- Greater Together Manchester
- Local faith-based organisations

Partnership

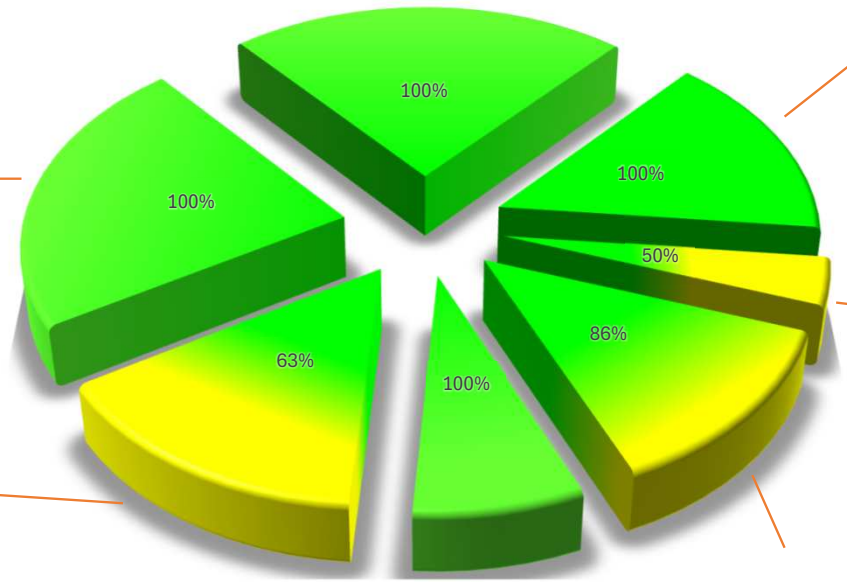
To continue to deliver homeless services in partnership across the Borough through the Bury-wide "LETS" principles.

Property

Permanent and temporary provision that's affordable and suitable and supported when required.

Prevention

Preventing and stopping Homelessness both in a statutory and non-statutory way.



Place

Neighbourhood integration of service delivery. Public services, people, communities and businesses coming together for shared decision making and a Neighbourhood hub approach.

Person

Identifying then providing the required support with pathways.

Purpose

Giving homeless people a purpose and sense to improve their lives.

Promote

Proactive promotion and awareness of Homeless provision and services across the Borough.

Bury Council

Summary of Achieved Pledges

Prevention
Bury Council remains committed to preventing both statutory and non-statutory homelessness through early and proactive intervention. These pledges include acting quickly to help people stay in their homes, increasing awareness among young people, ensuring that no one is discharged from hospital or released from custody without a safe place to live, and providing early housing options for asylum seekers and members of the immigration community.

All actions outlined in the previous strategy were fully achieved. We strengthened hospital and prison discharge processes and enhanced support for care leavers, reducing the risk of homelessness at critical transition points through initiatives such as Delayed Transfer of Care (DTOC) and Prison Pathways. Tenancy sustainment was promoted through targeted interventions, whilst domestic abuse and outreach services were expanded in partnership with Calico and former Six Town Housing. Development of the Private Rented Sector and the Asylum and Immigration Services increased housing options, and statutory requirements were met in full, aligning with the GMCA Homelessness Prevention Strategy. Improvements in data recording and the introduction of Key Performance Indicators enabled more effective performance monitoring, supported by best practice models.

However, reflection highlights areas for further improvement. Quality assurance processes need strengthening, pathways should better reflect environmental factors, and a renewed focus on the private rented sector is essential. Exploring innovative approaches and working differently will be key to addressing future challenges and sustaining progress.
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Bury Council

Person

Bury Council previously pledged to identify individual needs and provide bespoke support. These commitments included ensuring that complex needs are recognised and addressed, with a particular focus on care leavers, asylum seekers, and refugees. We adopted a whole-family approach and worked to deliver joined-up services, co-producing support plans with individuals wherever possible. Peer support and lived experience were also embedded to strengthen engagement and outcomes.

A review of the current plan shows that 63% of actions have been achieved. Key successes include the development of prison pathways, ABEN meetings, improved mental health pathways, training on duty-to-refer obligations, and commissioning accommodation for under-35s (including CAS3 and RSAP schemes). However, some areas remain incomplete, particularly around communication, raising awareness of homelessness, and championing related work. These gaps highlight the need for stronger engagement and advocacy moving forward.

In reflection, a key priority is to review the support offer and clarify who we target. Data shows an increase in rough sleeping among people over 35 and prison leavers, highlighting the need for tailored interventions. Additional focus should be placed on raising awareness of homelessness and strengthening support for families, children, young people, and care leavers.

Bury Council

Property

Bury Council pledged to increase access to permanent and temporary, affordable, and sustainable housing, alongside support where needed. This included maximising move-on opportunities across both social and private sectors. Key commitments focused on influencing investment for social housing and meeting accommodation needs within the borough, delivering affordable housing through the Housing Strategy, developing the private rented sector, and providing a range of accessible housing options. Additional pledges included introducing varied models of temporary accommodation, promoting ethical lettings, and supporting tenancy sustainment.

Reviewing this key area, all actions were fully achieved. This included contributing to the Housing Strategy, developing the Empty Homes Strategy, and enhancing the Private Rented Service. Key developments involved introducing a lease-and-repair model, landlord incentives, landlord forums, and a step-down model to support sustainable housing solutions. It also included the commissioning of specialist provision for people fleeing domestic abuse, a floating support service to sustain tenancies, prison leaver, rough sleepers, complex needs, and the severe weather emergency provision (SWEP), which has continued to mature each year.

While this area achieved 100% of its planned actions, further work is needed as demand has shifted significantly since the original strategy, which this review highlights. Future priorities include; building on existing progress and aligning with regional and national approaches, consider long-term leasing options (10 years plus 1), exploring social enterprise models, and maintaining a strong focus on bringing empty homes back in to use. The upcoming Renter Reform Act must also be factored into planning. Above all, we should celebrate what has worked well and continue to grow and strengthen these successes

Bury Council

Promotion

Bury pledged to proactive promotion and awareness of Homeless provision and services across the Borough. Key pledges included continue to celebrate best practice amongst partners and service users, promote services within schools and colleges, improving polices and raising awareness.

Progress on this pledge was 63% complete. A key achievement was the establishment of the Bury Homeless Partnership; a collaborative network of over 45 organisations dedicated to supporting people experiencing homelessness in our community. Another significant milestone was the development of the Homelessness and Partnership webpage, providing a central resource for information and engagement.

Key recommendations include promoting and raising awareness of homelessness, with a particular focus on young people, while continuing to grow the partnership. There is also a need to review the webpage to ensure inclusivity for all. As we move toward a universal, upstream approach to prevention, promotion becomes critical for upskilling and increasing awareness not only among statutory and non-statutory services but also grassroots organisations. Strengthening connections between providers and the wider community will be essential to achieving this goal and embedding a live well model.

Bury Council

Purpose

Bury pledges to give homeless people a purpose and sense to improve their lives through meaningful interventions with a co-design approach, by connecting clients to a community hub and co-producing opportunities.

Under the 'Purpose' theme, 83% of actions were achieved. Key successes included commissioned providers delivering their own co-production groups within services, ensuring that customers' voices were captured and embedded into service design and delivery.

Key recommendation and lesson learned: Rather than assigning one organisation to deliver peer mentor opportunities, services within the partnership should develop this offer internally within their own organisations. This approach will embed peer support more effectively and ensure sustainability across the network.

Bury Council

Place

Bury Council pledged to integrate homelessness services within neighbourhoods, bringing public services, communities, and businesses together through co-design and shared accountability. This approach is built around neighbourhood hubs, fostering collaboration and joint decision-making to deliver more responsive and locally tailored support.

On review, 50% of actions in this area were completed. Key achievements included developing more community-based hubs, expanding food banks, drop-in service, outreach and strengthening joint working within these hubs. Progress was limited due to organisational transformation changes, which created barriers to full delivery.

When developing future strategies, a key recommendation is that we consider that programmes and priorities may change during delivery, which can impact key actions. To address this, aim for more flexible actions that allow integration and community-based approaches, ensuring adaptability throughout implementation.

Bury Council

Partnership

Bury pledged to continue to deliver homeless services in partnership across the Borough through the Bury-wide "LETS" principles, from the overarching Borough Strategy "Let's do it!".

This pledge was fully achieved. Actions included delivering local outreach services within communities, supporting tenancy sustainment, and establishing key pathways for individuals with complex needs through frameworks such as Multi-Agency Public Protection Arrangements (MAPPA) and Multi-Agency Risk Assessment Conference (MARAC). Enterprise initiatives provided affordable accommodation and schemes like the Family Leasing Model, contributing to positive outcomes within the Housing Strategy. Collaborative efforts through the Bury Homeless Partnership and joint working strengthened wraparound support for those at risk of homelessness, rough sleeping, or already homeless.

Our key recommendation for future strategies is to build upon what has been achieved and continue to achieve more.

Bury Council

Current Strategy Review (Maturity Assessment)

- The current strategy 2022-2025 focused around the seven “P’s”; Prevention, Partnership, Place Person, Property, Purpose and Promote
- We conducted a maturity assessment with the Bury Homeless Partnership where members ranked each area on a rating scale: Getting Started, Making progress, maturing or matured. The Partnership has made significant progress in delivering the aims of the 2022–2025 strategy with all areas being ranked “making progress” or above
- Services such as CAS3, ABEN, and Calico Tenancy Support demonstrate effective integration and partnership working. Whilst multi-agency meetings and prison pathways are helping to identify risk earlier
- Bury has made progress in expanding property options through initiatives like PRS lease and repair, ABEN, RSAP, and SWEP

Bury Council

But there is more to do...

The assessment identified a need to further invest in the promotion of homelessness and housing services to a wider audience especially to counter misinformation and to support partners such as the National Health Service (NHS), Department for Work and Pensions (DWP), Adult Social Care (ASC), Children's Services (CS), schools and colleges to understand the housing market, identify risk of homelessness and be able to sign post to early advice. There is a clear request for more geographically dispersed, community-led, and accessible services outside of Bury Town Centre that can support universal prevention.

Whilst person-centred support is now more common, particularly seen in the rough sleeper services, members report that their service users still feel some frontline services are transactional.

Prevention remains too reactive, with services often stretched and struggling to meet complex needs. Upstream prevention is focused on certain groups such as care leavers and prison leavers.

More co-production is needed particularly at decision-making levels to ensure customers feel empowered and heard. While feedback mechanisms exist, there are concerns that they don’t always lead to change.

Bury Council

Bury Council's People Survey

In Summer 2025, we conducted a Lived Experience People Survey in Bury to better understand the demographics, personal journeys, and service interactions of individuals and families who have experienced homelessness. This initiative was driven by a commitment to amplify the voices of those directly affected and to inform future policy and service design with real-world insights.

Bury Council

Purpose

- Capture authentic experiences: By focusing on lived experience, the survey aimed to move beyond statistics and uncover the human stories behind homelessness.
- Identify service gaps: Understanding how individuals interacted with housing, health, and support services helped highlight areas where systems may be failing or succeeding.
- Support inclusive policymaking: Data from the survey provides a foundation for more empathetic and effective decision-making that reflects the needs of the community.

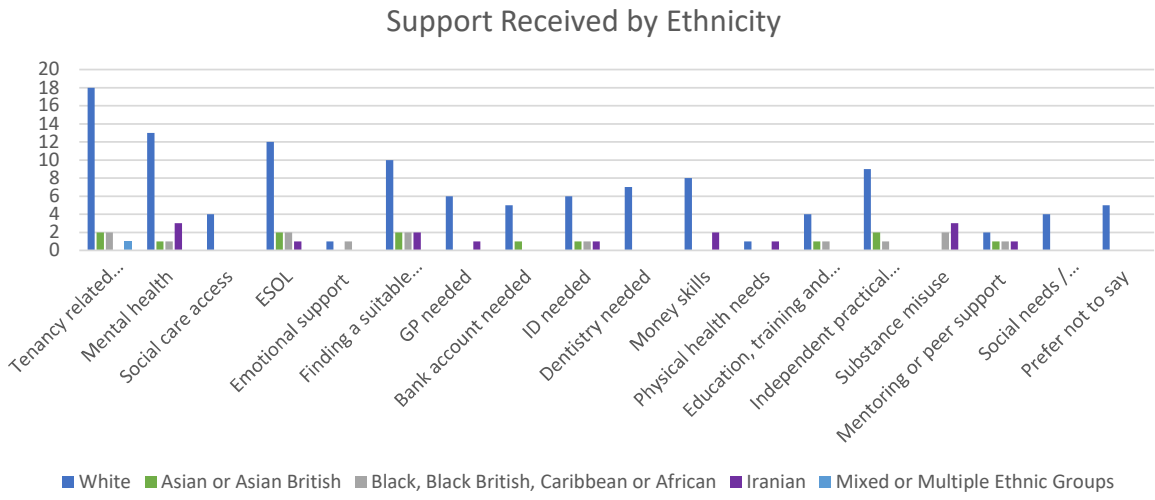
Key Areas

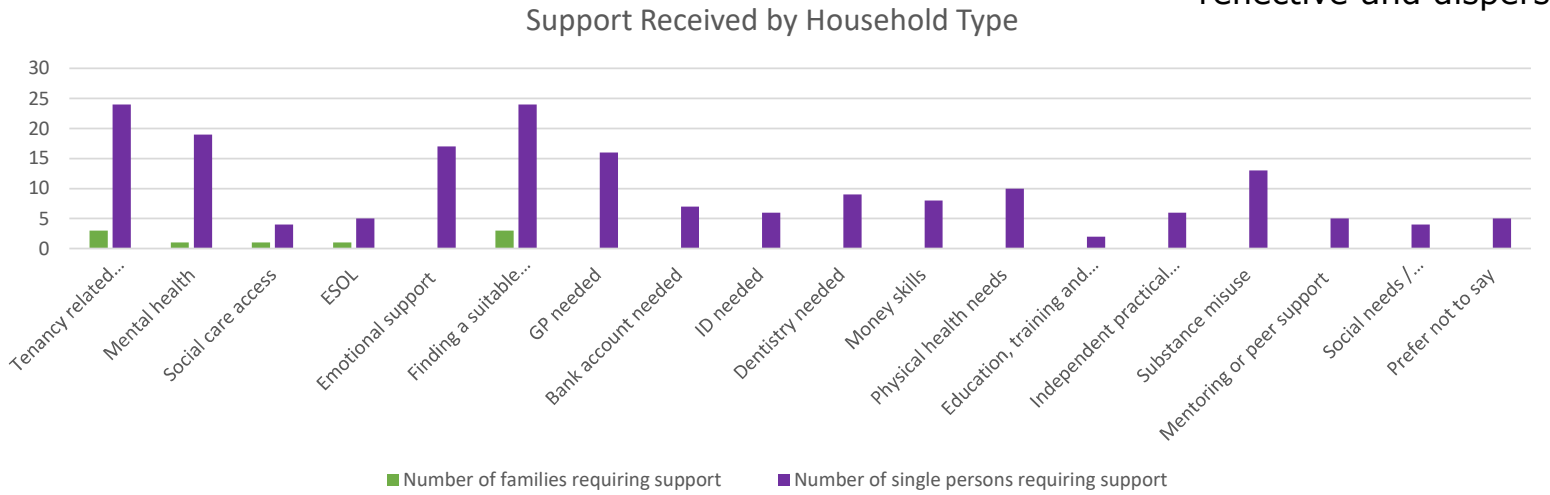
- Demographics: Age, gender, ethnicity, and other identifiers to understand who is most affected.
- Homeless Journey: Including length of time spent homeless, service involvement, and reflections on their experience.
- Service Engagement: Experiences with charities, outreach programmes, healthcare, and local authority support.
- Gaps and Future Recommendations: What services were missing or ineffective, and suggestions for how support could be improved going forward.

Importance

- Empowerment through participation: Giving people a platform to share their stories fosters dignity and inclusion.
- Reflecting on current provision: The findings offer a chance to review the existing support offer, identify missing gaps, and realign services with actual needs.
- Shaping future goals: Lived experience provides a powerful foundation for setting meaningful, person-centred goals that reflect the realities and aspirations of those who have experienced homelessness.

Bury Council





When we looked at the data for support received across different demographics, we came across two large gaps:

- Those who considered themselves 'White' accessed significantly more support services than all other ethnicities.
- Single presentations accessed significantly more support than families.

This leads us to question whether the support offer in Bury is adequate, reflective and dispersed.

Bury Council

People fed back about their experience and the support they received...

Overall, respondents identified Rough Sleeping (22%) and Waiting for a Long-Term Tenancy (22%) as the most prolonged stages of their journeys. For individuals with protected characteristics, however, the longest phases were Waiting for a Long-Term Tenancy (23%) and Supported Accommodation (23%). While it's well-established that securing a long-term tenancy is typically the most extended part of the process, it's notable that Rough Sleeping also emerged prominently. This suggests that people may perceive Rough Sleeping as particularly lengthy—not necessarily due to its duration, but because of the profound physical and emotional toll it takes.

21% said they had support needs that were not met and 100% of these individuals had disclosed these needs to a support service. This suggests that the issue lies not in identification or communication, but in the response and follow-through from support providers. Addressing this disconnect is essential for improving outcomes and trust in the system.

32% of individuals stated that they were still receiving support from services relating to homelessness and housing options, followed by 23% who stated they only received support for 1-3 months. The variation in support duration highlights the importance of tailoring service provision to individual circumstances. Ensuring that support is both flexible and responsive could help prevent early disengagement and promote more stable housing outcomes.

Those who had unmet needs broke these down as...



Unsuitable Placements

Size of properties and temporary placements

Lack of amenities



Ignorance

Reports of housing disrepair were not followed up

People asking for help felt ignored and a lack of faith



Unmet Needs

Lack of life skills and tenancy sustainment support

Promises were not followed through e.g. care act assessments

Bury Council

People were asked to describe their journey from beginning to end and the following key themes emerged...

Causes of Homelessness

- Family breakdowns (e.g., being kicked out, relationship breakdowns)
- Eviction or rent increases (e.g., landlord repossession, unaffordable rent)
- Mental health and substance misuse
- Loss of employment or income
- Bereavement (e.g., death of a parent or guardian)
- Domestic violence
- Leaving institutional care (e.g., prison, hospital, care system, Serco or Nass)

Types of Accommodation Experienced

- Rough sleeping (streets, parks, cars, tents)
- Sofa surfing (often for extended periods)
- Hotels and hostels (frequently described as unsafe or unsuitable)
- Temporary accommodation (some improvement, but often overcrowded or lacking facilities)
- Supported accommodation (e.g., Adullam, ABEN, often seen as a turning point)

Bury Council

Emotional and Physical Impact

- Mental health decline (stress, anxiety, depression, suicidal ideation)
- Physical health issues (pain, infections, sleep deprivation)
- Impact on children (fear, instability, disrupted education)
- Loss of dignity and autonomy (feeling ignored, unsupported, or unsafe)

Support Received

- Positive mentions of housing officers, support workers (e.g., Jan, Melissa, Tia)
- Mixed experiences with councils and social care (some felt abandoned or mistreated)
- Charities and outreach teams (e.g., Calico, Red Door, ABEN) often praised
- Legal action and advocacy in extreme cases

Bury Council

People were asked to describe their journey in three words...

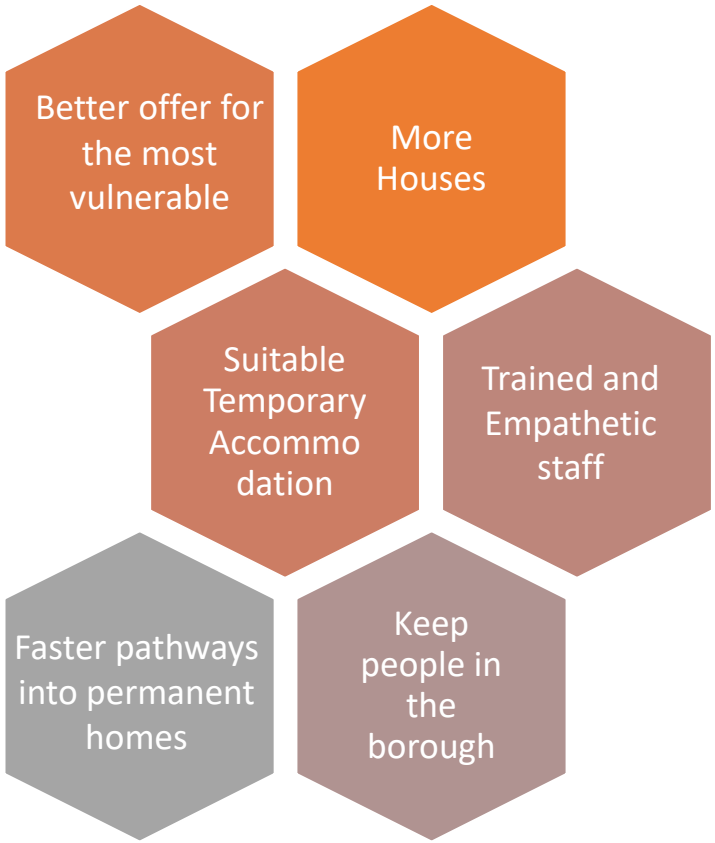
The coexistence of "stressful" with "good" and "helpful" implies that while the overall journey was difficult, there were impactful supports that made a difference. It may also reflect a sense of gratitude or resilience among respondents. This duality is important—it shows that services are making a positive impact, but also that the process remains emotionally taxing and could be improved.

These keywords highlight the importance of continuing to improve service delivery—not just in terms of access and outcomes, but also in reducing emotional strain. Building on what's perceived as "good" and "helpful" while addressing the sources of stress could lead to more compassionate and effective support systems.



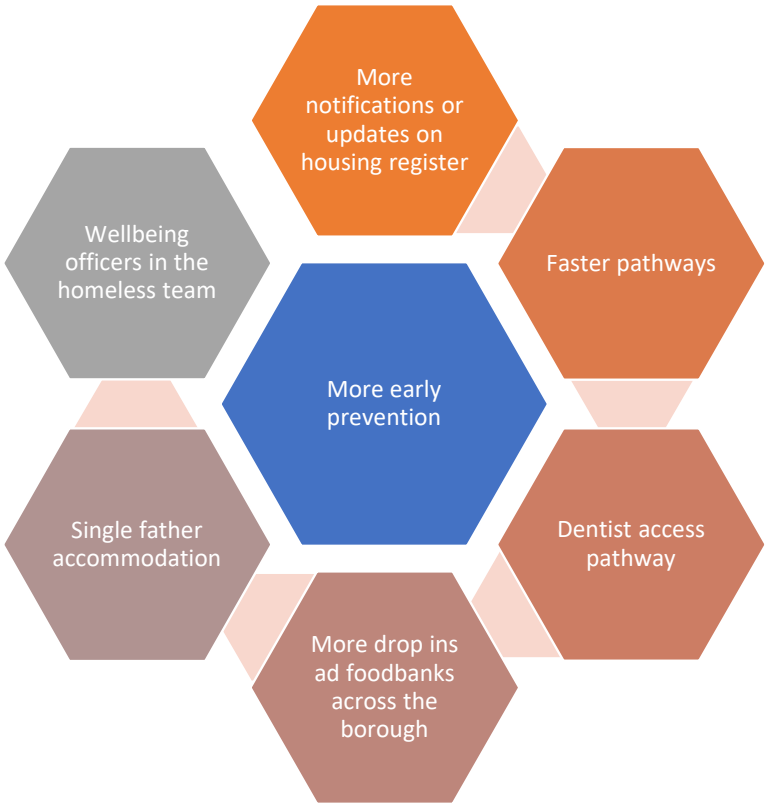
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People were asked how homelessness and housing services in Bury could be better…



Bury Council

People were asked if there were any support services that were missing…



Bury Council

Key Findings and Areas to Consider

The survey paints a multifaceted picture of homelessness, revealing not just the structural challenges but the deeply personal toll it takes. Respondents highlighted a range of causes from relationship breakdowns and financial hardship to systemic barriers underscoring that homelessness is rarely the result of a single event.

Many individuals described navigating multiple forms of accommodation before reaching long-term housing, often cycling through temporary placements that added instability and stress. This journey was frequently described as emotionally and physically draining, with “stressful,” “good,” and “helpful” emerging as the most common descriptors capturing both the hardship and the moments of meaningful support. There was also significant mention of how temporary accommodation was often inadequate with little amenities.

However, the variation in support received across demographics was significant. It highlights the need for more inclusive services across the borough and tailored for different groups.

In summary, the findings call for a more coordinated, trauma-informed, and equitable approach to homelessness support one that not only addresses immediate housing needs but also responds to the emotional and practical realities of those affected.

Bury Council

Lived Experience Co-production

In September 2025, we built upon the foundations of an existing and successful co-production group made up of individuals with lived experience of prison pathways, homelessness, and recovery. By centring their voices, we were able to explore the realities of homelessness through a lens of personal insight and resilience. Their contributions shaped the direction of our survey and helped identify areas for improvement ensuring that the findings reflect not only data, but the lived truths behind it.

Bury Council

Key Issues Identified:

- Lack of Life Skills Support: Service users feel unprepared for independent living. Current systems are overwhelming and risk setting people up to fail. There is a strong need for more recovery accommodation where individuals can live and learn in a safe, supported environment.
- Digital Barriers to Housing Access: Many struggle to bid for properties due to limited internet access and mobile data. An app-based solution was suggested to guide users through the process.
- Rough Sleeper Verification: The current process is seen as too strict, often leaving individuals in unsafe situations just to be “seen” and verified.
- Respect and Individuality: Service users want to be treated as individuals, not as part of a one-size-fits-all approach. They value consultation and co-production and want services to listen to their lived experiences of addiction, substance misuse, and offending.

Top 3 Priorities Identified:

- More recovery houses.
- Fairer housing access e.g. first come, first served.
- Repurposing empty buildings for accommodation.

Additional Suggestions:

- Increase access to mentors and buddies with lived experience.
- Simplify processes current systems involve too many hoops to jump through.
- Recognise that while housing is a major barrier, it is not the only one.

Bury Council

Partners and Stakeholder Co-production

As the final phase of our co-production journey, we engaged directly with key partners and stakeholders to gather their ideas and insights. This collaborative effort focused on identifying practical, impactful measures to be implemented in the next iteration of the homelessness strategy. Their contributions are vital in shaping a responsive and inclusive approach that reflects the lived experiences, expertise, and priorities of those working across the sector.

Bury Council

Key Findings and Recommendations

Members of the Bury Homeless Parnership were provided with promoting questions that enabled conversation and debate about what is needed for the future of the strategy. Key cohorts were identified as important to include; young people, veterans, victims of domestic abuse, those with complex needs and refugees. Key areas of focus were identified:

Early Warning Signs & Prevention	Indicators include rent arrears, health decline, A&E visits, carer strain, antisocial behaviour, relationship breakdowns, and school attendance issues.	Services should intervene earlier by improving cross-agency communication, training frontline staff, and using data to identify risk patterns.	Reduce stigma around support services (e.g., rename food banks, promote community shops).
Education & Awareness	Increase homelessness education in schools and colleges.	Use school newsletters and drop-down days to share advice and resources.	Improve public access to translated materials and service information.
Service Integration & Collaboration	Strengthen links between housing, health, education, and social care.	Introduce single points of contact (SPOCs), shared consent forms, and regular networking.	Promote service offers in community spaces (GPs, schools, etc.).

Housing Solutions & Temporary Accommodation

Improve quality, safety, and transparency of temporary accommodation.

Prioritise family-friendly spaces with cooking facilities and privacy.

Explore use of empty homes, retirement properties, and new build agreements for social housing.

Family-Centred Support

Tailor services to individual family needs, avoiding stereotypes.

Provide wraparound support, peer mentoring, and life skills training.

Ensure transitional support when moving out of temporary housing.

Domestic Abuse & Stability

Assign a single advocate per family to reduce stress and improve continuity.

Create safe, stable housing options that empower recovery and independence.

Bury Council

Engagement & Trust Building

Ensure consistency in staffing and service delivery.

Expand outreach teams and peer mentor roles, especially those with lived experience.

Foster trust through friendly, respectful communication and multiple chances to engage.

Improve access to basic amenities (e.g., showers via leisure centres) and reduce stigma around foodbanks by renaming them as community shops.

Accessibility & Communication

Simplify language used in services (e.g., clarify terms like "relief duty").

Create explainer videos and accessible signposting platforms.

Introduce digital tools like an AI chatbot (e.g., "Bernard") to offer real-time, empathetic support.

Pathways to Stable Housing

Develop transitional pathways in supported accommodation with goal-setting and gradual independence.

Improve tenancy sustainment through longer-term follow-up and wraparound support.

Address practical barriers such as access to bank accounts, transport, and healthcare within accommodation settings.

Bury Council

Summary of Partnership and Stakeholder Engagement

Work with statutory and non-statutory partners to develop early prevention sign posting in hubs and schools
Improve the post homelessness offer to sustain tenancies and build independence
Further training for person-centred and trauma-informed training led by people with lived experience
Inclusive and accessible support for all homelessness customers
Increase supply of Housing and provide suitable temporary accommodation
Early prevention from homelessness
Raising awareness of homelessness to school, colleges and wider community

Bury Council

Current and Future Levels of Homelessness



Bury Council

CATEGORY	2022–2023	2023–2024	2024–2025
New referrals to the service	4044	4420	4711
Cases owed a Prevention duty	175	560	468
Cases owed a Relief duty	524	678	898
Families needing support	1088	934	868
Singles needing support	1917	1827	1787
Couples needing support	105	106	96
Prevention duty transferred to Relief	54	130	140

Homelessness Pressures (Front Door)

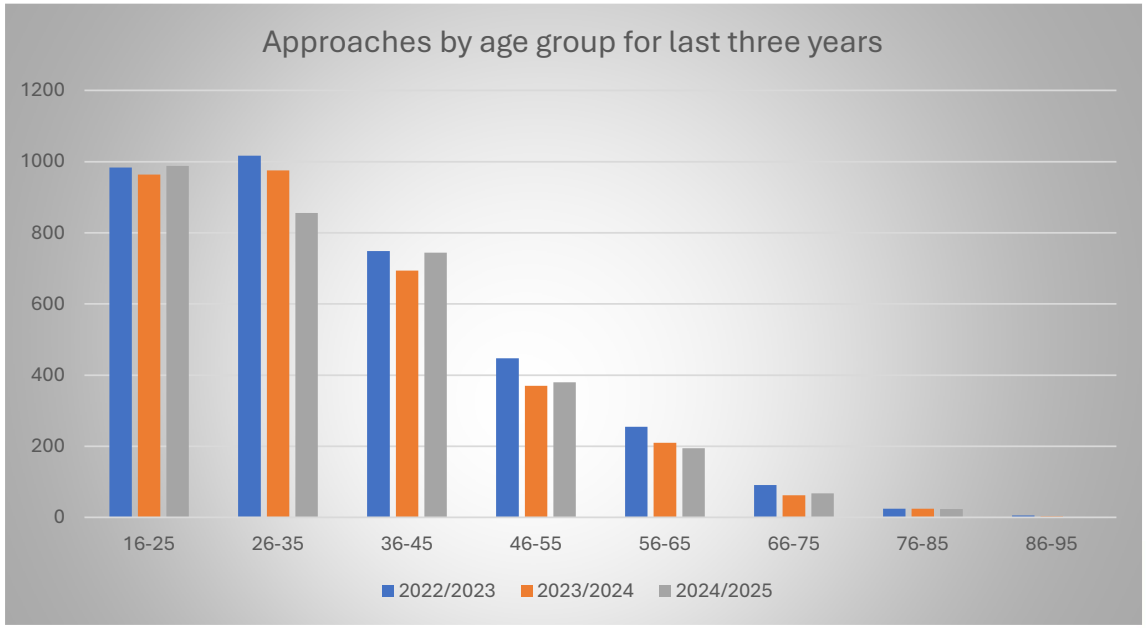
Since the COVID-19 recovery, Bury Council's Homeless Advice Service has seen a sharp rise in demand from 2022-2025 (appendix C) driven by the cost-of-living crisis and changes to private rented legislation. Despite this, staffing levels remain unchanged, increasing pressure on the team. Limited resources and a statutory 56-day prevention window under the Homelessness Reduction Act 2017 have led to more individuals and families requiring interim accommodation or experiencing rough sleeping across the borough.

In 2024–2025, data shows a slight decrease in statutory homelessness cases in Bury, yet there has been an increase in individuals contacting the Homeless Advice Service for support (see Appendix C). This may reflect non-engagement or individuals not recognising they are at crisis point, with cases being closed

Key Findings and Recommendations- This presents an opportunity to explore earlier, targeted interventions along a person or family's housing journey. This approach aligns with the Greater Manchester Combined Authority's Live Well Model and the evolving MHCLG framework, which encourages local authorities to rethink homelessness prevention. The focus is shifting toward innovative, early intervention strategies to reduce reliance on statutory homelessness services and avoid crisis-led responses.

Increase in homelessness for 35-45 and in work Poverty is increasing

	2022–2023 (%)	2023–2024 (%)	2024–2025 (%)
Left NASS accommodation	5.94	10.63	9.52
Care Leaver	8.54	8.21	7.74
LGBTQ	0.73	0.17	0.00
Veteran	0.81	4.62	2.50
Fleeing DA	5.94	8.08	11.80
In employment	12.37	12.70	15.64
Receiving UC	49.12	48.59	53.30



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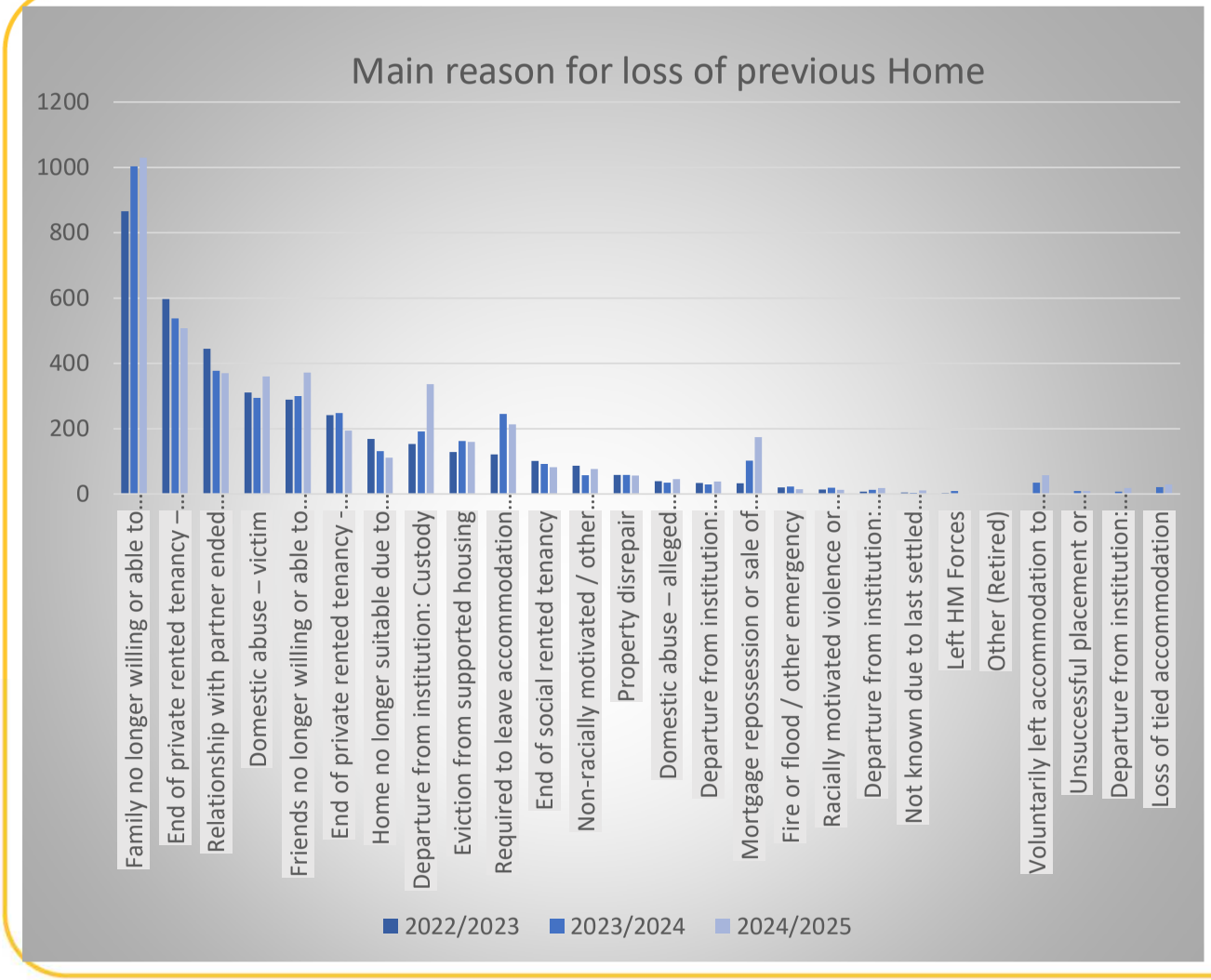
Support Needs of Homelessness Assessments

Data reporting has got better within the council but compared to commissioned services is under reported.

Key recommendations – quality data reporting for all services

Support needs	2022-2023	2023-2024	2024-2025
Mental Health	161	109	193
Substance use	27	24	27
Offending	3	40	69
Physical	263	255	282
learning	54	72	75

Bury Council



Reason for Homelessness

Top 3:

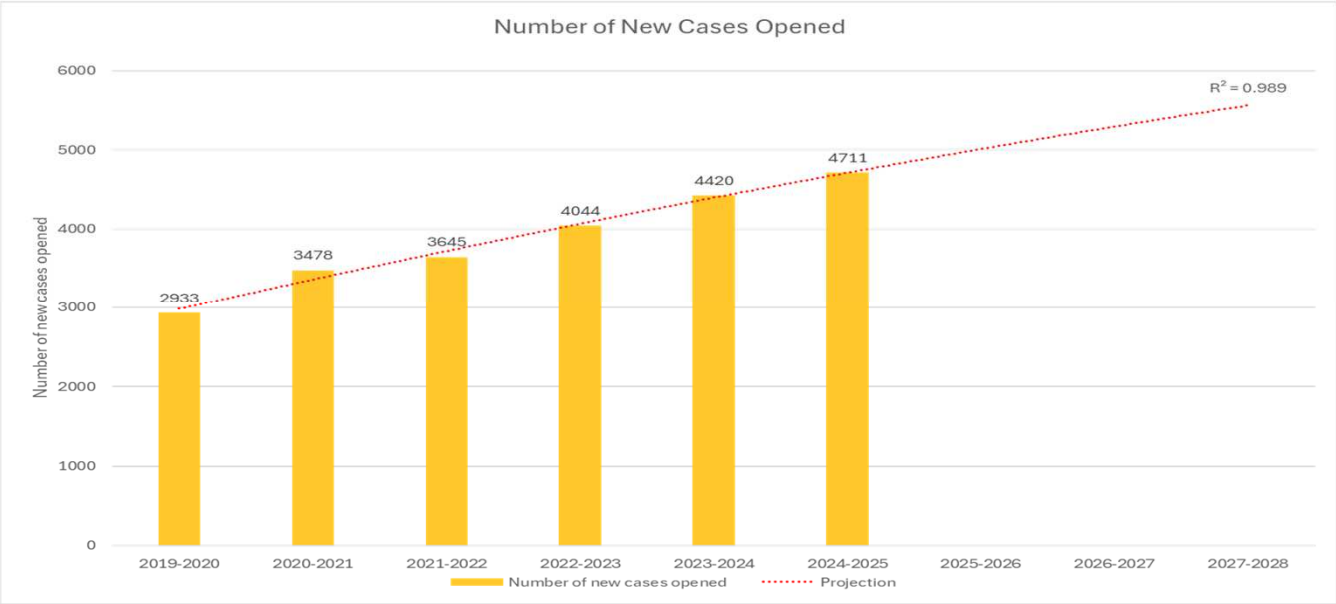
- Family no longer willing to accommodate
- End of Private Rented
- End of relationship with partner

•We expect changes as end of section 21 comes into force. More expectation with family as prevention.

Bury Council

New Homelessness Cases - 3 Year Projection

This chart shows the projected level of new homelessness cases that we could expect for the next three years if the trend continues as it is now. Not all these cases are owed a duty by the service. Approximate numbers based on projection:



2025-2026	5000
2026-2027	5300
2027-2028	5600

These projections have been created by using the statistical method that is embedded in Microsoft Excel. While this method is very accurate at finding the "best-fit" trendline from the given data it would require more data modelling to produce better case scenarios. There an many factors that can affect the number of cases being opened and it would need each of those factors being considered, to be able to say numbers could reduce if we applied certain mechanisms. For example, we have seen a rise over the last few years which could be due to wars in Europe and the middle east. If peace can be achieved that may mean we will see a lowering in cases being opened, but it is difficult to evidence this.

Poole Council

Overview

- It has been projected that if new homeless cases continue at this rate, then by 2027-2028 5600 customers will contact the service for some form of support, in comparison to 2024-2025 being 4711, an increase of 18.87% over three years
- Homeless case which have been accepted under prevention or relief have slightly decreased in 2024-2025, however customers accessing the homelessness service for support has increased
- Homelessness cases accepted under prevention or relief duties have slightly decreased in 2024–2025; however, the number of customers accessing the homelessness service for support has increased. Data shows a high number of cases being closed due to no contact or advice-only interventions, indicating that many households require some form of help at an early stage but do not continue to engage for ongoing support
- Engagement for support has continued to grow, with prevention cases increasing over the years following the mini-restructure of the homelessness team. Prevention outcomes have also shown a slight improvement since January 2025, driven by the introduction of targeted goals and the implementation of the bed and breakfast elimination plan, but still more to do
- In-work poverty is rising, as data shows that more individuals seeking homelessness support are employed, alongside an increase in mortgage repossessions contributing to homelessness presentations. However, data from other services is limited, for example applications for Discretionary Housing Payments (DHP) and Household Support Fund (HSF) do not consistently indicate whether applicants are homeless or at risk of homelessness

Bury Council

- The transition from prevention to relief has increased significantly, indicating that preventing cases from escalating is challenging. As a result, individuals are often owed a relief duty and are highly likely to be placed in temporary accommodation or experience rough sleeping
- Support needs and data quality are often inconsistent, leading to inaccuracies in recording trends. This makes it difficult to track an individual's journey through homelessness—such as services involved at presentation, support needs, and missing information—resulting in poor data that limits our ability to evidence where resources should be targeted for early prevention
- There has been a 228% rise in new prevention cases since end of 2023 (A1 in H-CLIC). Concurrent changes in underlying demographic data suggest there is a "new" cohort of households at risk of homelessness. These are, in large part, single adults (with or without children), often without additional support needs, unable to engage with PRS possibly due to financial pressures which have outgrown their income
- While other relief drivers have fallen recently, there has been a 160% increase in cases from asylum accommodation after June 2023. More relief duties are expiring after 56 days (R1), and there has been a 50% reduction in social rented accommodation (R2). H-CLIC data do not properly describe a large component of relief activities carried out (R3)
- High staff turnover and low retention have been an issue, with vacancies in key positions. This can create a vicious circle whereby understaffed teams are increasingly overwhelmed, leading to further attrition

Bury Council

- The team structure has been under-resourced as demand has increased, while resources have remained static: This makes the transition to more preventative work even more impressive, but also incredibly fragile at the same time
- Housing Options is becoming a front door for other forms of disadvantage: The team are not just responding to people's housing and economic challenges, but also supporting people experiencing multiple disadvantage, without the expertise and tools to do so. This includes poor mental health, substance misuse issues, interaction with the criminal justice system and the specific needs of non-UK nationals
- While there is multi-agency collaboration across other sources of support within the Council, it lacks coordination, which can create inefficiencies and siloes
- Bury has seen a significant acceleration in PRS rents in some areas, making it difficult for individuals to secure and sustain tenancies. Coupled with an increase in Section 21 evictions, this has created significant pressure on Housing Options teams
- Homelessness prevention typically starts and ends within the Housing Options office, where opportunities to embed good quality housing advice and prevention in the community may exist. Pre-pandemic, the service would co-locate and provide prevention support in community settings, but it has been difficult to prioritise this in recent years due to persistent demand pressures

Bury Council

Key Findings and Recommendations

- Make the most of the increase in Homelessness Prevention grant to ensure the Housing Options has the right number of staff and tools to carry out prevention work optimally: This represents a golden opportunity to further enhance successful interventions like mediation and PRS engagement, whilst aiming to design out some of the workforce capacity issues for 2026 onwards
- Refocus efforts on early prevention and community-based approaches by embedding the GM Live Well model, enabling universal and upstream prevention strategies. Consider embedding prevention frameworks and typology such as Universal, Target, Crisis, emergency and recovery prevention, used in other authorities
- Utilise the opportunities presented by changes in funding and strategy to re-engage key stakeholders in the Council's efforts to collectively prevent homelessness: Utilise engagement over the Bury Homelessness Prevention Strategy to elicit change.
- Within the service: Foster better coordination, co-location and a shared sense of mission across the rough sleeping, migration and the housing options team to ensure seamless support for individuals
- Encourage collective ownership of homelessness prevention across the council's functions beyond the existing team, up skilling agencies and the wider community in understanding prevention, giving them the tools and resources for universal prevention
- co-location or drop-ins of Housing Options staff at key community spaces. This could be targeted at neighbourhoods and community spaces in areas with a high prevalence of poverty, deprivation, homelessness and temporary accommodation use
- Consider, alongside Bury Homelessness Partnership, how targeted marketing and communications to landlords, residents and communities can help to disseminate sources of good quality housing advice: A well-thought-out campaign around homelessness could help to direct people to sources of advice and early help before they reach crisis point and, potentially, invite involvement of landlords, residents and community organisations to join in efforts to end homelessness

Bury Council

- Establish a data quality working group across all services to ensure accurate data collection and strengthen governance assurance. Expand this to wider service so Bury can evidence a true reflection of homelessness and when prevention was needed to build towards evidence base working and stronger understanding locally of the root causes of homelessness
- Conduct a review of customer journeys through homelessness to capture insights and develop a strategic plan focused on reducing and preventing homelessness in a cross-departmental way of working

Bury Council



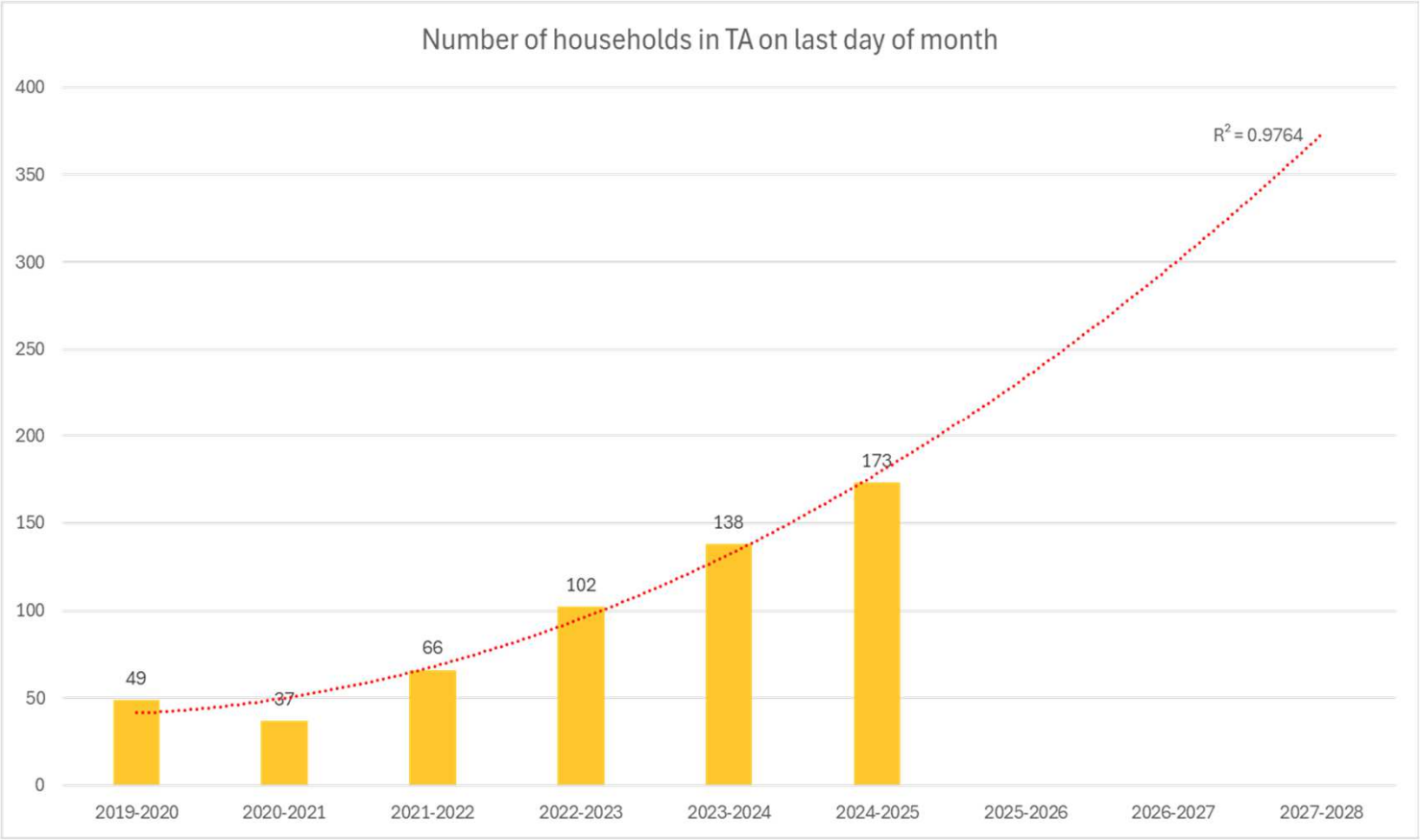
Temporary Accommodation and Housing Options

•**Temporary Accommodation (TA)** is the term used to describe accommodation secured by a local housing authority under their statutory homelessness functions. Most households in temporary accommodation have been placed under the main homelessness duty, but temporary accommodation is also provided during the relief stage to households who the local authority has reason to believe may have priority need, or on interim basis in other circumstances such as pending the outcome of a review on a homelessness decision.

•**Housing Options** leads on Bury Council Housing waiting list, Bury Councils Allocations Policy and Choice Base lettings

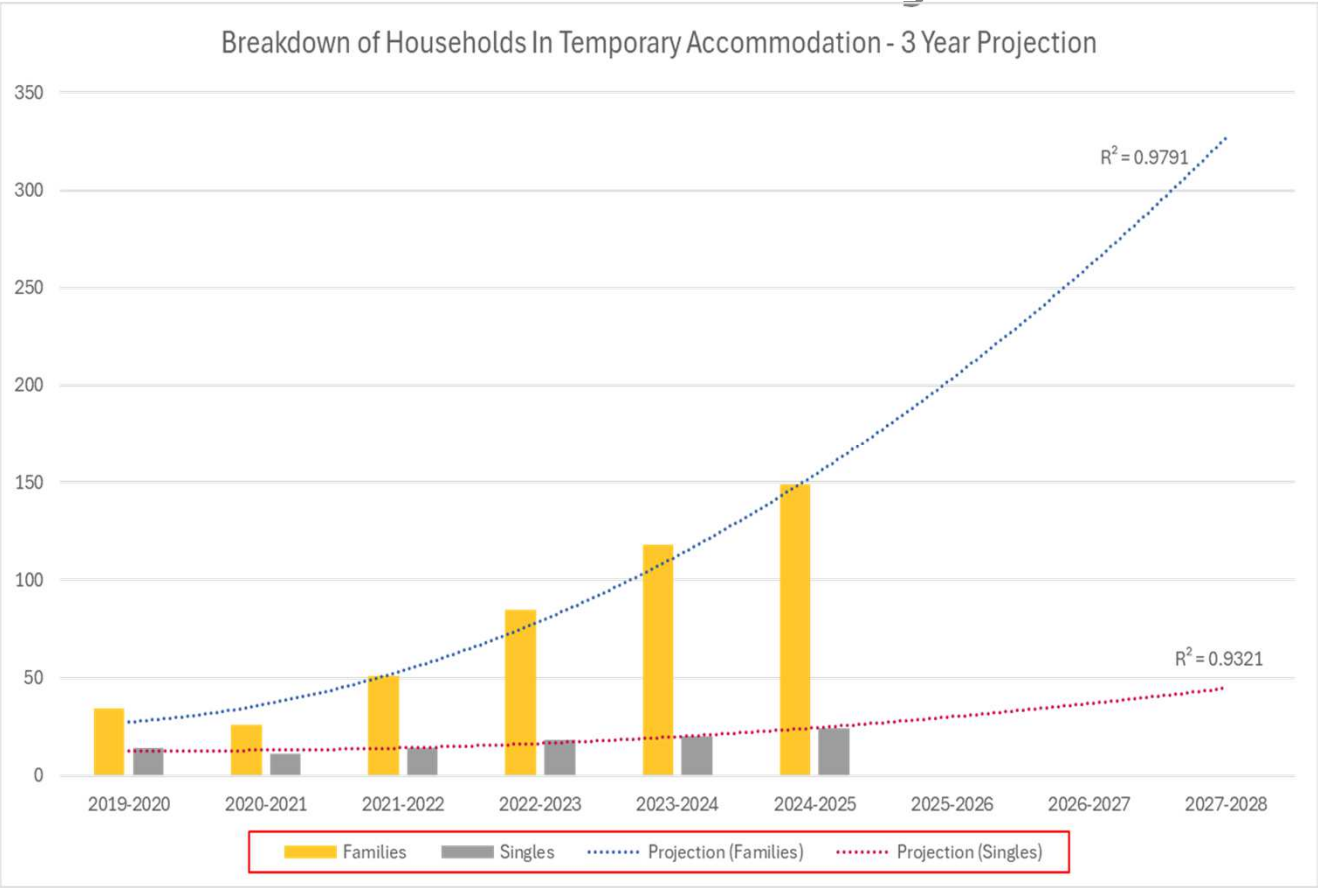
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Households in Temporary Accommodation (Monthly Average) - 3 Year Projection



Bury Council

Breakdown of Households In Temporary Accommodation - 3 Year Projection



This chart demonstrates a much larger rate of increase in the number of families being supported with temporary accommodation than that of single people.

The small downturn in the trend in 2020-2021 is probably a result of the Government's "Everyone In" campaign which saw greater provision of TA and could have reduced the demand on Bury's TA service

Bury Council

Households Provided Interim Accommodation

BREAKDOWN OF HOUSEHOLDS	2022–2023	2023–2024	2024–2025
Families	132	178	230
Singles	62	74	123
Couples	3	7	4

Dispersed Accommodation Growth
Dispersed accommodation is the most used type within our borough, increasing steadily from 103 to 114 units over the reported periods.

Increase in Bed and Breakfast
Bed and Breakfast accommodation rose sharply from zero to 58 units, reflecting the increase in pressures of Homelessness cases.

Introduction of Step-Down
Step-down accommodation was introduced in 2023-2024 with 25 units, to reduce placements in Bed and Breakfast, as part of the B&B elimination plan.

Bury Council

DESTINATION	2022-2023	2023-2024	2024-2025
Social Housing	91	64	60
Not known	15	58	96
Supported accommodation	17	16	17
Return to family	7	13	8
RP Tenancy	15	7	13
Private rented	8	7	12

YEAR	AVERAGE LENGTH OF STAY (DAYS)
2022-2023	162
2023-2024	146
2024-2025	137

Overview

- Over the past three years, Bury Council has significantly increased its provision of temporary accommodation, relying heavily on bed and breakfast placements between 2022 and 2024. As part of this approach, the council introduced an additional 68 units of temporary accommodation and maintained an average of 22 bed and breakfast rooms. As of September 2025, there were 222 households in temporary accommodation, including 401 children. This comprises of 109 families in dispersed stock, 26 single individuals, 24 families in bed and breakfast accommodation, 56 families in pay-nightly accommodation, and 8 single individuals in council-commissioned services
- Data shows that in Bury, an average of 15 families are placed in temporary accommodation each month, while around 11 families leave some form of temporary accommodation. If these numbers remain the same and we take a "do nothing" approach to prevention or move-on options, projections indicate that within three years we would need an additional 109 properties on top of our current 110 dispersed stock. If the number of families requiring temporary accommodation were to increase by just one per month, the forecast rises significantly requiring over 189 additional properties, in addition to our existing stock
- Bury Council have seen a significant increase in singles who need to be provided interim accommodation in accordance with the Housing Act 1996. Customers placed will have some form of health need. However, throughout this exercise, it has been evidenced that we are unable to capture support needs due to recording of data through HCLIC. This is a regional trend as these question are not mandatory for HCLIC, but as service grow and we move to a universal prevention model, this data is key for future funding, commissioning and delivery of work
- The Homeless Families Leasing Scheme has helped to bring on new accommodation through lease and repair: This has strengthened relationships with Registered Providers, brought vacant stock back into use and reduced the need for families to go into B&Bs

Bury Council

- Data shows that the housing and support that is available in Bury is unevenly distributed across the borough: The distribution of affordable housing and TA can create a concentration of struggling households within neighbourhoods. At the same time, there are gaps and underserved areas within the community support offer
- Households previously mentioned are spending longer in temporary accommodation due to a lack of suitable move-on options. Although there was a slight decrease in waiting times during 2024/2025, current forecasts suggest that waiting times will increase again in 2025/2026
- There is limited availability of social housing in the borough, as highlighted within this report, and significant barriers to accessing private rented properties. This is largely due to the borough having the second highest private rental market in the region, which creates considerable challenges for households seeking accommodation
- As shown in the regional data, Bury has the highest number of out-of-borough placements from Greater Manchester localities, adding further pressure to an already imbalanced housing structure. This means Bury is not only competing with other GM boroughs for housing but also with government contracts for Home Office and prison accommodation
- The service are accommodating an average of 28 singles per month in expensive bed and breakfasts, who are in priority need. These singles tend to be of multi disadvantage, placed outside of the borough away from support networks
- In 2024/2025, Bury spent an additional £1.5 million on temporary accommodation. For 2025/2026, a budget of £1.5 million was set; however, forecasts indicate that spending could exceed this amount by a further £700,000 if plans are not implemented

Bury Council

Key Areas and Recommendations to Consider

- To develop a three-year temporary accommodation mobilisation plan and establish a pipeline of properties to bring into use for temporary housing, helping to manage current demand and reduce reliance on 22 bed and breakfast placements and 61 pay-nightly accommodations. Strategic plans have been implemented to achieve these unit targets, which will align with the new Housing Strategy
- To partner with registered providers and social enterprises to increase temporary accommodation. Commission both family and single-person accommodation. Collaborate with landlords to develop properties on behalf of the service. Utilise any forthcoming regional funding around temporary accommodation to further diversify the temporary accommodation offer: Including considering how this funding can be used to unlock properties in the PRS and empty homes (lease and repair, 10 plus 1)
- Develop a model that integrates different types of accommodation to reduce reliance on bed and breakfast as the primary option for temporary housing, by utilising dispersed stock. Ensure that standards align with the Decent Homes and GM Housing First (supply) and Good Landlord Charter
- Alongside the actions outlined above, there should be a commitment to getting back on track in preventing and ending homelessness in Bury. The right functions, ambitions, values, and culture are broadly in place, and with targeted changes and investment our work can progress
- The aim is to increase opportunities for households to move on from temporary accommodation by strengthening Bury's move on pathways for singles into central access point or single accommodation. For all households there will be focus on the Private Rented Offer and expanding the lease-and-repair scheme to provide more long-term accommodation options
- To strengthen move on meetings and quality assurance. Cases are to be reviewed weekly, to ensure that bids on properties are placed, move on into supported housing or PRS for singles is being explored and sourced to ensure quicker move on and overreliance on social housing
- Supported housing and housing-led dispersed options for single households experiencing multiple disadvantage who are unsuitable for other TA or ABEN

Bury Council

- Support within temporary accommodation should be reviewed to ensure all households have access to appropriate assistance and are able to connect with the community and grassroots services as a part of the enhanced Live Well model, helping to prevent repeat homelessness. Additionally, support with accessing employment is essential, as households are spending longer periods in temporary accommodation. This will enable them to maximise their income and improve their chances of securing private rented housing
- Continue to seek to recoup the cost of B&B placements via the housing benefit where practicable: This would unlock payments equivalent to the one-bedroom self-contained Local Housing Allowance rate based on the location of the property
- Introduce robust quality assurance for all the homeless service ensuring accurate data recording, regular checks of cases and audit tools
- Consider how the Homelessness Prevention uplift can support a reduction in TA demand, including bolstering the PRS offer and targeted prevention initiatives: Consider how increased resource can be targeted at reducing temporary accommodation demand and specifically B&B usage
- Review the data from the spend analysis (GMCA) to identify where the best value for money can be found within existing B&B providers: Review current spend and work with procurement colleagues and neighbouring local authorities to understand how to achieve better value for money
- To ensure that the priorities set out in the new Governments Children in Poverty strategy, children in temporary accommodation is embed in the services working practice, as well as cross departmental working

Bury Council

Year 1 26/27 Proposal	Units
Buy family properties (LAFH tranche 3)	6 external grant
Buy family properties (LAFH tranche 4) Year 1 outcome	3 external grant
Lease & repair properties (GMCA grant TBC)	6 external grant funding
Family properties with Irwell Valley	10 (160k cira) 5 years
Internal lease & repairs	6 (160k circa) 5 years
Total Year 1	31

This a confirmed three-year delivery plan aims to provide suitable and adequate temporary accommodation for residents while reducing the high costs associated with current reliance on bed and breakfast and nightly paid placements.

To achieve this, we must cap temporary accommodation usage, set clear prevention targets, and increase throughput by preventing at least one additional family per month from entering temporary housing and moving one additional family on. Based on current projections, If we "do nothing" we will require approximately 109 additional temporary accommodation units over the next three years. This approach is unsustainable for the borough, as it will further widen the gap between growing demand and limited supply

This approach focuses on creating a sustainable long-term vision for housing solutions through improved prevention and efficient resource management.

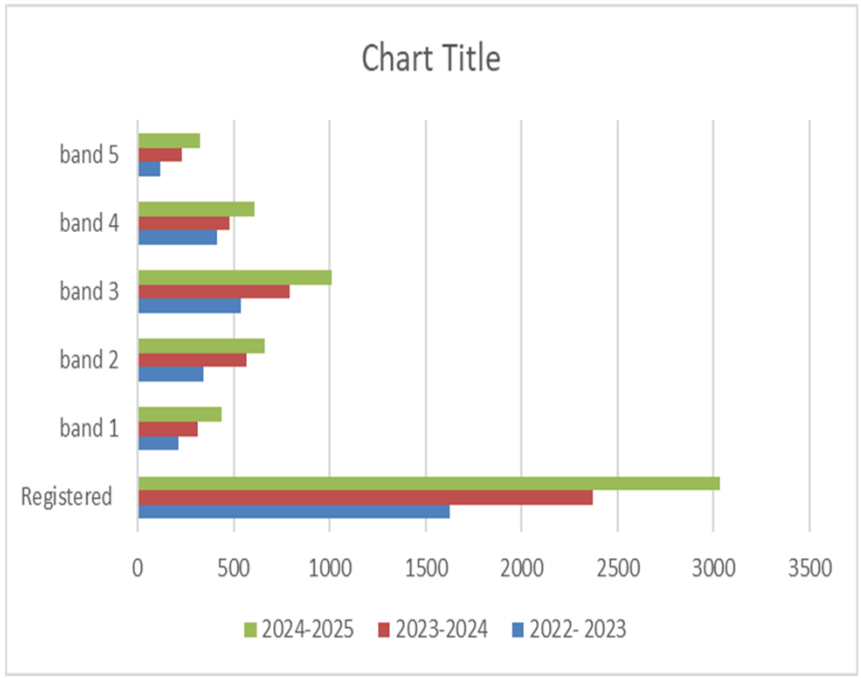
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Year 2 27/28	Units
Family properties Silver Street (developer partnership)	12
Remaining lease & repair properties (GMCA)	9
Internal lease & repairs	7
Total Year 2	28

Year 3 28/26	Units
Acquire properties (LAFH round 4)Year 3 outcome	2
Total Year 2	2

Bury Council

Housing Options/Allocations

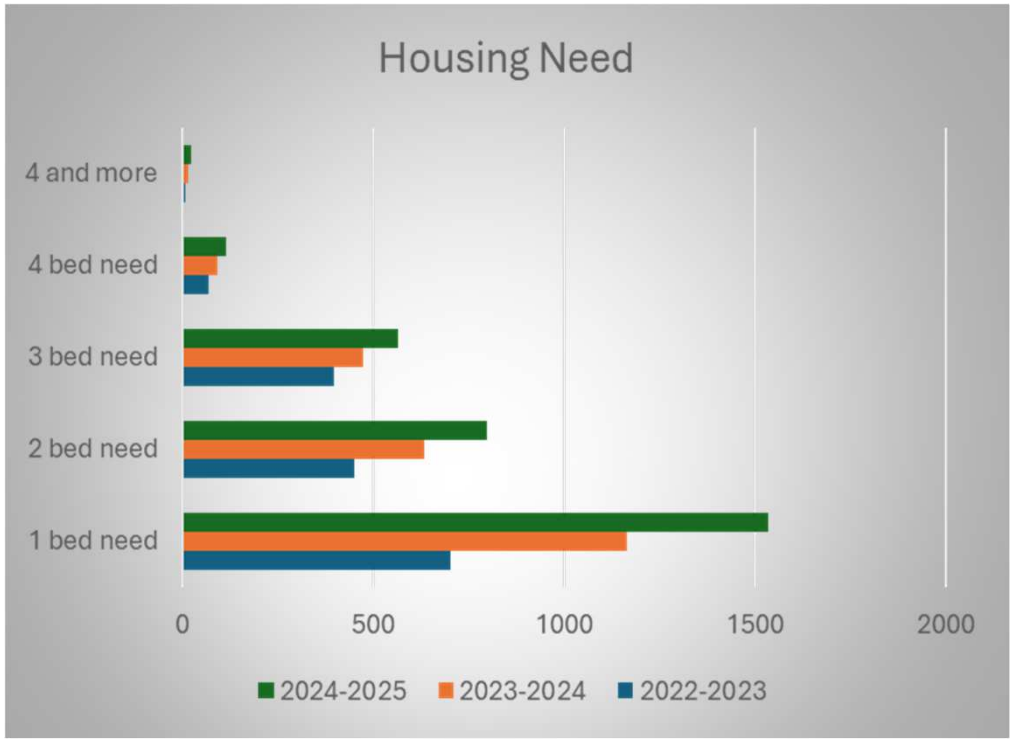


BED SIZE	AVERAGE WAITING TIME
1 bed	627
2 bed	733
3 bed	912
4 bed	980
5 bed	763

At the end of March 2025, 1890, people had been assessed of having a medical need.

Bury Council

Housing Needs and Stock



VOIDS ADVERTSIED
2024-2025

1 bed	536
2 bed	174
3 bed	25
4 bed	0

Bury Council

CORE Lets in 2024-25

Month	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
Tenancy starts	31	28	22	45	30	30	27	28	29	22	14	33

Bury Council

Overview

- Housing shortages have created competing priorities across the Council: There are ethical and practical quandaries about how limited social housing stock is allocated; for example, having to choose between families in temporary accommodation, care leavers, and rough sleepers for a single property
- The Housing Options Service manages Bury Council's Housing Register and oversees the Allocation Policy. Key responsibilities include assessing housing applications, determining housing need, and registering eligible individuals and households. Available void properties are advertised via the Choice-Based Lettings (CBL) system
- There are currently 3,000 individuals and families on Bury's Housing Register a significant increase from previous years. This rise correlates with longer average waiting times for social housing. In September 2025, the service completed a data cleanse, which successfully reduced registrations to 1896
- Key data evidences that the Household breakdown and bedroom requirements outweighs current supply For instance, 1,000 families currently require three-bedroom properties, yet only 25 of these homes were available to let in 2024–2025. This reflects a sharp imbalance between supply and demand within the borough
- The shortage of suitable housing and the increasing number of applicants are placing mounting pressure on the service. As fewer properties become available, waiting times have increased, and applicants remain on the register for longer periods. An application backlog of four months has equated from the increase of homelessness, 1890 individuals assessed as having medical need and limited staffing capacity
- As part of the Housing Strategy, several properties have been delivered to support homelessness through the Affordable Housing Scheme. In 2022/23, 20 properties were completed and nominated (including 9 at The Mount, 2 at Waldmers Wood, and 9 at Holcombe Gardens). No new properties were added in 2023/24, while 2024/25 saw 10 properties at Waldmers Wood. Additionally, properties were brought back into stock for temporary use, with one property in 2022/23 and another in 2024/25

Bury Council

Key Recommendations

- This work must align with the forthcoming Housing Strategy and the Housing Strategy for those with Additional Needs, which will include a comprehensive needs assessment. Recommendations arising from that strategy will be integrated into the Homelessness Strategy, informing pledges and shaping future actions
- Review the direct let procedure to ensure fair and transparent allocation of properties across the borough.
- Assess housing application and property advertisement systems to enhance efficiency and speed through ICT-enabled digital transformation

Bury Council

Rough Sleepers and Outreach Service

Over the past three years, the rough sleeping landscape has shifted dramatically, with a confirmed year-on-year increase of just over 60% in the number of individuals sleeping rough. This sharp rise underscores the growing urgency for targeted interventions and more robust prevention strategies.

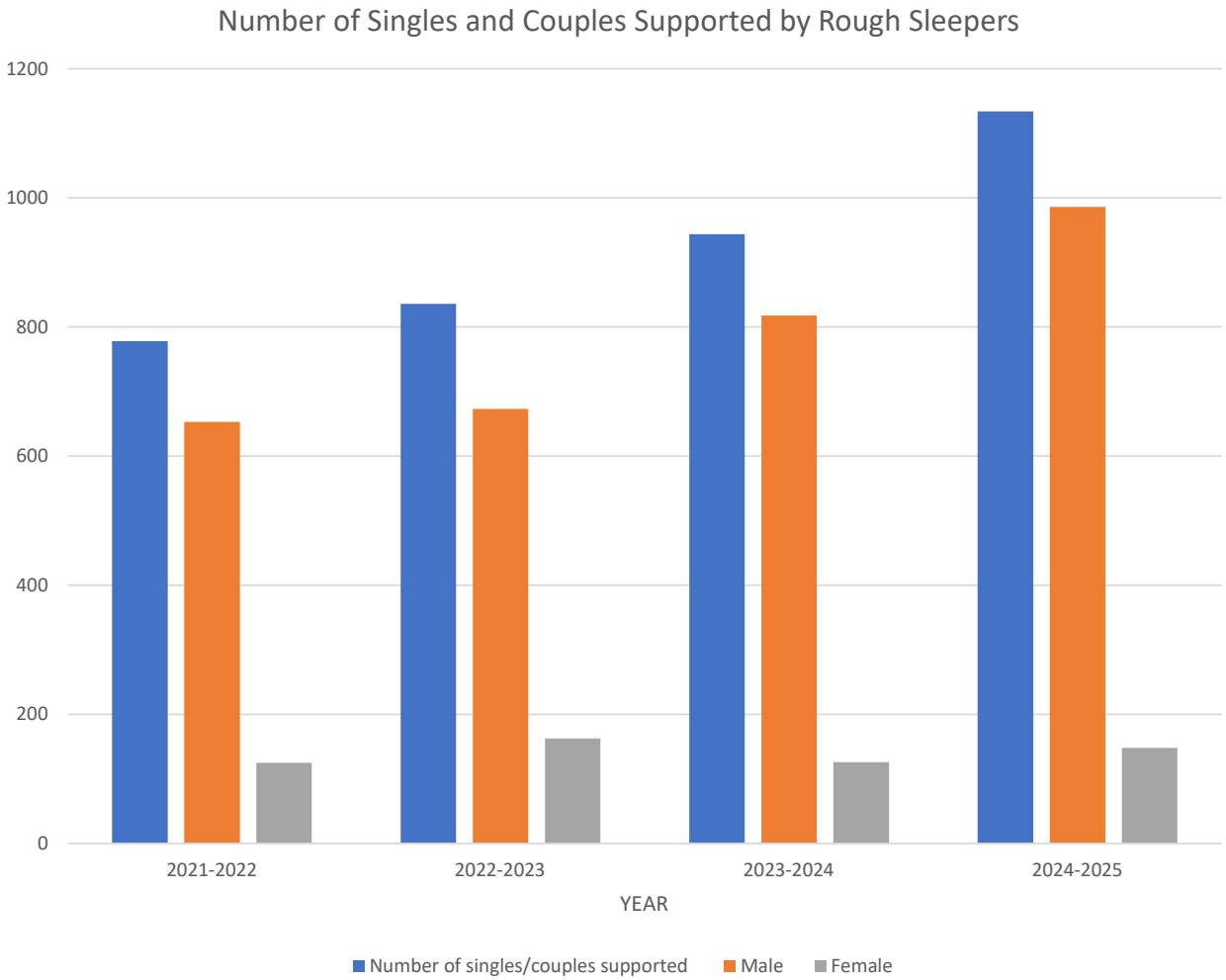
A notable trend within the data is the increase in rough sleepers with prison backgrounds, suggesting a need for stronger transitional support and housing pathways for individuals leaving custody. This aligns with wider concerns about gaps in post-release accommodation and the importance of services like CAS3. Encouragingly, the number of veterans and care leavers identified as rough sleeping remained below five in the last financial year. This reflects the positive impact of focused efforts on youth homelessness and improved pathways for those who have served in the armed forces - demonstrating that targeted, collaborative approaches can yield meaningful results.

However, the 2023–24 spike in rough sleepers leaving Serco-managed accommodation highlights the unintended consequences of the government's fast-track decision-making process. This surge points to the need for more coordinated exit planning and safeguards to prevent individuals from falling into homelessness following system-led transitions.

The team was recently strengthened from a Coordinator and two Outreach Workers in summer 2025 with the addition of an Integrated Support Navigator and an Early Intervention Worker. As the borough’s sole point of contact for individuals sleeping rough, the team plays a pivotal role in both immediate response and long-term support.

The service oversees commissioned accommodation pathways including ABEN, CAS3, RSAP, and Huntley House, while also pioneering collaborative initiatives with non-commissioned providers such as Calico and GCS to expand options and flexibility. Our street outreach is proactive and compassionate - engaging individuals where they are, building trust, and offering tailored support that reflects person-centered values.

Bury Council



Cases Supported by RSI

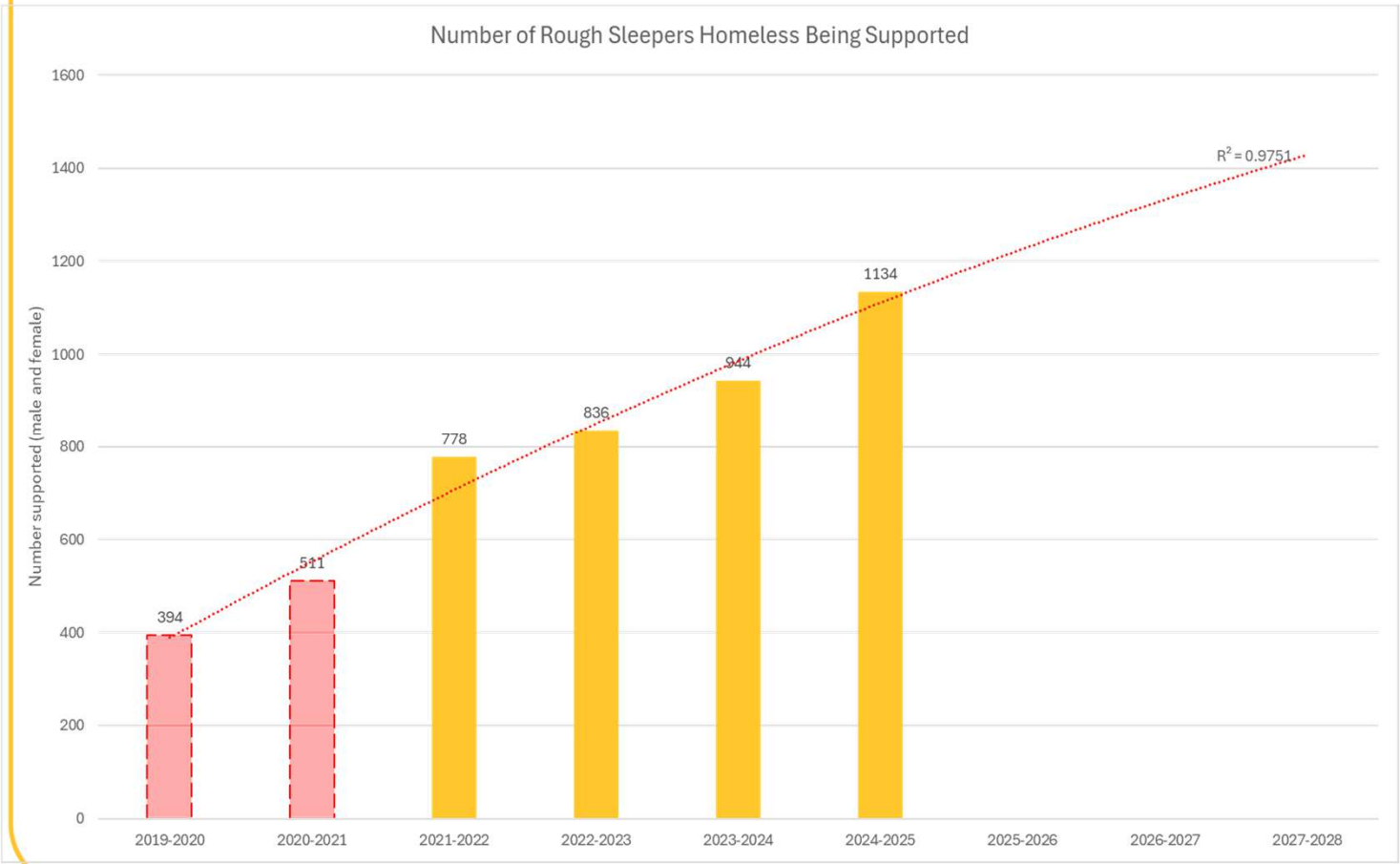
Over the past three years, the Rough Sleeper Team has demonstrated unwavering commitment to supporting individuals across the full spectrum of homelessness; those at risk, actively rough sleeping, and those transitioning through services. Their consistent presence in the community has positioned them as the sole dedicated service for this cohort within the borough, a role underscored by the significantly high volume of individuals supported.

Data trends reveal a year-on-year increase in the number of males accessing support, suggesting either a rise in male rough sleeping or improved engagement strategies. In contrast, the number of female service users has remained steady, which may reflect either a plateau in need or potential barriers to engagement that warrant further exploration.

This pattern highlights the importance of gender-responsive approaches and continued investment in outreach, prevention, and tailored support—ensuring that all individuals, regardless of background or circumstance, receive the help they need to exit homelessness sustainably.

Bury Council

Rough Sleepers Supported - 3 Year Projection



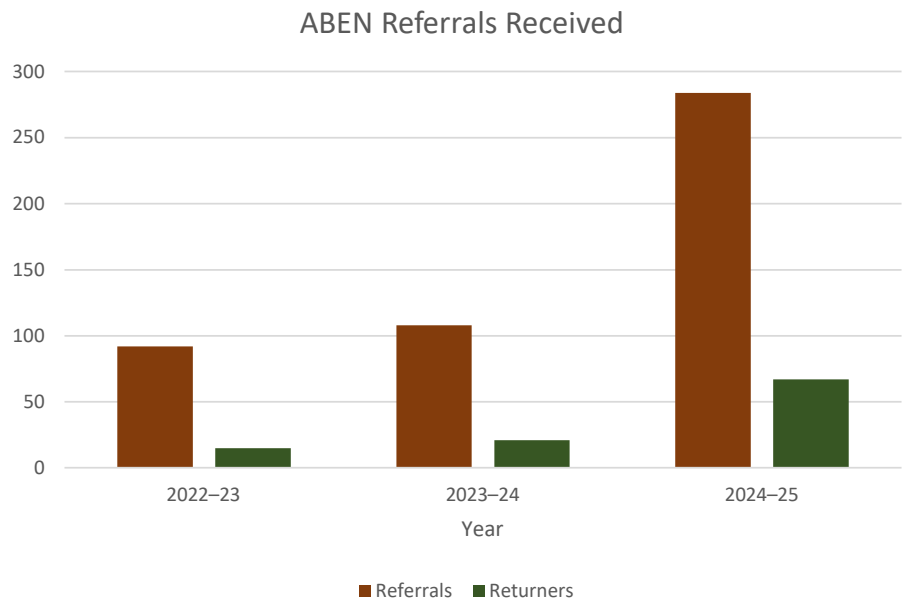
The first two data points in the chart have been generated by a regression calculation to give a broader dataset to base the projection on.

Again, this is the position we would be in if the current trend was to continue at the same rate, alternate scenarios would need to be derived from more complex modelling Approximate numbers :

2025-2026	1217
2026-2027	1335
2027-2028	1452

Bury Council

ABEN Referrals



The number of A Bed Every Night (ABEN) referrals received by the Rough Sleeper Team has steadily increased year-on-year, reflecting growing demand and improved outreach. However, the most striking trend is the sharp rise in the number of returners; individuals who have required multiple ABEN referrals over time. This suggests that while initial access to emergency accommodation is improving, many service users are either cycling back through the system, which highlights ongoing challenges in sustaining long-term housing outcomes and the need for more robust, wraparound support beyond the first point of contact. Alternatively, this trend may reflect the extended periods individuals spend rough sleeping, during which they engage with multiple organisations who subsequently re-refer them into the ABEN pathway.

Bury Council

- There is a high incidence of new rough sleepers in Bury (8.5 per month, c.f. 4.1 in comparators), which constitute 74% of the total monthly counts in 2024. 149 new rough sleepers have been recorded in monthly counts in 2024 in Bury, compared to 105 in Rochdale and 59 in Tameside. Long-term or returning rough sleeping rates are in line with comparators over the last 6 months. This suggests that relief services are effective in ending rough sleeping, prevention services are unable to reach the full volume of rough sleepers with successful intervention services
- Home Office streamlined decisions impacted rough sleeping figures significantly during 2023, however these number have slowly decreased, so we have less NON-EEA rough sleepers within the borough, but this is still an added pressure
- The rough sleeping team faces significant resource constraints, resulting in high caseloads and concerns about service sustainability. Individuals with multiple exclusions, including those with long-term or repeat rough sleeping histories, often have no available support. Emergency accommodation options like ABEN and SWEP remain limited in both location and suitability, failing to meet the needs of women, couples, and people with complex disadvantages
- The number of "target priority group" in the borough has increased with 6 being identified in 2022 compared to 22 being identified in 2025. These are people who have been sleeping rough for long periods of time, present with complex support needs and are experiencing multiple disadvantages. This group, and many other people sleeping rough, often have a history of failed tenancies or recurrent stays in temporary accommodation
- Lack of capacity in ABEN and a lower rate of turnover of bedspaces than other GM Local Authorities further exasperates pressure on the team. Bury typically houses 35-45 people in ABEN accommodation each month and sees longer length of stay than the GM average

Bury Council

- Bottlenecks mean that ABEN acts as a waiting room for supported housing: The current off-the-streets offer prioritises those experiencing the severest forms of disadvantage, meaning there is interdependence on the capacity of supported housing services, which are in short supply
- Bury has a committed outreach and in-reach function, which covers a lot of ground across the borough, responding to both urban and more rural rough sleeping to the best of its abilities. This is enhanced by the integration of the Dual Diagnosis service and strong relationships with local VCFSE partners
- The service have two rough sleeper outreach workers since Covid-19, where numbers were much lower, but no increase in external funding has been provided. As a result, staff face growing caseloads and extended outreach shifts, often lasting four hours during unsociable hours, to monitor known sleep sites and provide support to those at risk
- The number of rough sleepers accommodated through the ABEN provision has increased significantly. Without this support, rough sleeping figures would likely continue to rise, as ABEN plays a pivotal role in offering emergency accommodation. However, it is not always suitable for individuals with complex needs such as mental health issues, substance use, or offending behaviours. It is becoming more common for the service to see people experience longer periods of rough sleeping, specifically, among those whose needs cannot be met through the ABEN or other supported accommodation. This highlights the need for more targeted approaches to ensure that vulnerable individuals receive appropriate support and are not left without safe accommodation options

Bury Council

- Strong connections with local VCFSE partners, such as Red Door and other community organisations enable collaborative triage and response to rough sleeping risks. The team delivers thorough, person-centered risk assessments and tailored support plans for individuals at risk. A flexible approach to ongoing support ensures tenancy sustainment and prevents cliff edges, allowing people to access help whenever needed
- Whilst there is an open-ended approach to support, there is a lack of resettlement support for people moving on from temporary and emergency accommodation, which can affect the sustainability of tenancies following rough sleeping

Bury Council

Key Findings and Recommendations

Recommendation within the homelessness pressures of this report is key for reducing rough sleeping in the borough

- Whilst there are clear resource issues within the team, the frozen funding allocation under rough sleeping prevention and recovery grant means there is little national funding to bridge these gaps. The deployment of the Navigator funding has been challenging, and it may be sensible to utilise this to bolster the outreach team, potentially developing a role focused on in-reach and tenancy sustainment for those leaving ABEN
- Review current model which brings focus back to preventing those at risk of rough sleeping. Develop an early prevention worker role to provide proactive, community-based support for individuals at risk of homelessness or rough sleeping, including sofa surfers. This role should focus on targeted interventions to prevent crisis and promote housing stability, as well mobilising accommodation for those at risk
- Review the central access point service with partner agencies and move towards a panel meeting, ensuring that accommodation is allocated based on needs
- Foster better coordination between the Rough Sleeper Team, Migration Team and the Housing Options Team to ensure seamless support for individuals. This could be achieved by practical changes: Regular huddles, joint team meetings and development of a shared vision for homelessness prevention under the new homelessness prevention strategy for the borough
- Refresh a regular multi-agency panel looking at the target priority group and people most at risk of repeat rough sleeping, pull together a diverse group, including statutory and voluntary sector actors to identify the actions needed to resolve people's rough sleeping and ensure onward tenancy sustainment

Bury Council

- Use the proposed expansion of ABEN to diversify the emergency accommodation offer: Use the planned increase to address imbalances in the location of accommodation and specificity of the offer (e.g. more provision for women, couples, people experiencing long term rough sleeping)
- Use the re-launch of the Bury Homelessness and Migration Partnership to develop a more varied and diverse VCFSE offer, use the existing infrastructure to involve a wider range of organisations in rough sleeping prevention and crisis relief. Work closely with faith and community groups to understand their activities and utilise them for prevention efforts
- Consider how resettlement support can be embedded within existing outreach/in-reach and housing related support pathways: Understand how the developing step-down pathway at Huntley House and the existing floating support service can support people through the move on process from ABEN and temporary accommodation, to prevent a return to rough sleeping
- Utilise evidence from the Dual Diagnosis service and local relationships with Public Health colleagues to make the case for better integration of health services into rough sleeping support: Enhancing joint working and decision-making to embed inclusion health practises throughout accommodation provisions
- Involve people with lived experience of rough seeping in the development of the service: Use data from the forthcoming feedback questionnaire from people leaving ABEN to inform the continuous improvement of the rough sleeping offer and use the development of the homelessness prevention strategy and ongoing engagement with Bury Homelessness Partnership in the continuous improvement of the service
- Mobilise additional supported accommodation within the borough on an enhanced model, with no additional cost for the service. This will be agreed a new established supported accommodation panel, as part of the new supported accommodation act

Bury Council

- Mobilise additional supported accommodation within the borough using an enhanced service model, acknowledging the associated increased costs. This will be overseen and agreed upon by a newly established Supported Accommodation Panel, in line with the requirements of the new Supported Accommodation Act
- Strengthen access to private rented sector and HMO accommodation to deliver improved outcomes for single homelessness and rough sleepers. This should support move-on from both commissioned and non-commissioned temporary accommodation, creating sustainable housing pathways
- Strengthen single homelessness pathways such as the prison pathways, to ensure that all prison leavers are considered not just non-statutory singles. This will create a more inclusive and consistent approach to housing support for individuals leaving custody
- Develop and embed the social worker role funded by the RSPARG grant and changing future programme to deliver bespoke support for rough sleepers and those at risk. This role should focus on creating pathways into accommodation, health services, and tenancy sustainment, ensuring holistic and person-centred interventions for the priority group
- Consider active involvement in the new commissioning of young persons' accommodation to ensure local needs are represented and integrated into service planning
- Integrate GMCA-led initiatives such as Youth Pathfinders and Housing First into local delivery plans, ensuring a coordinated approach that provides tailored support for young people and those with complex needs

Bury Council

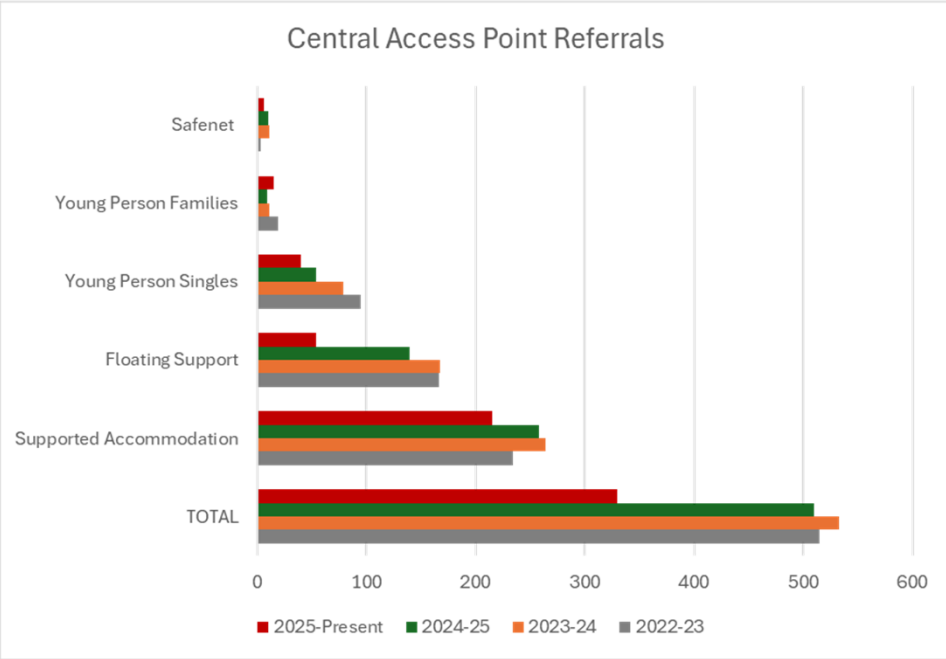
Non-statutory Accommodation and Services Provision

- As part of Bury Council's Homelessness Strategy 2022–2025, key pledges were set out within its vision, including the commissioning of accommodation and support services to meet statutory requirements and prevent homelessness using local and regional grant funding. In addition to delivering these commitments, the Council successfully mobilised services beyond statutory and commissioned provision
- These achievements were made possible through strong cross-departmental collaboration and partnership working with internal teams and external agencies. Without these efforts, homelessness and rough sleeping levels in the borough would have been significantly higher
- This overview demonstrates the critical role these services have played and evidences the need to continue and strengthen this work moving forward. This is the Key Findings and Recommendations for this area

Bury Council

Central Access Point

- While there was a slight reduction in CAP referrals from 2023–24 to 2024–25, current year trends suggest numbers will surpass both previous years. This rise may reflect increased awareness of available services, leading to more referrals, as well as a growing number of individuals in need of homelessness support. Notably, the highest demand is concentrated in referrals into supported accommodation and tenancy sustainment, underscoring the urgent need for a more inclusive accommodation offer that can meet diverse needs. To reduce repeat homelessness and promote long-term stability, robust support must be in place to equip individuals with the skills and confidence required for independent living.



Bury Council

Commissioned Services and Accommodation

Under the strategic pillars of Prevention, Partnership, Place, Property, Purpose, and Promote, Bury Council committed to mobilising services and accommodation to prevent homelessness and reduce rough sleeping.

This table provides a summary of the outcomes achieved by all services commissioned under Bury Council's Homeless Strategy for 2022–2025, in alignment with the objectives set out in the strategy's priorities.

The external funding received by government was specifically targeted at supporting single individuals aged 35 and over experiencing homelessness. This focus reflected the highest area of need in Bury at the time, particularly in response to the COVID-19 pandemic and the national "Everyone In" initiative led by central government.

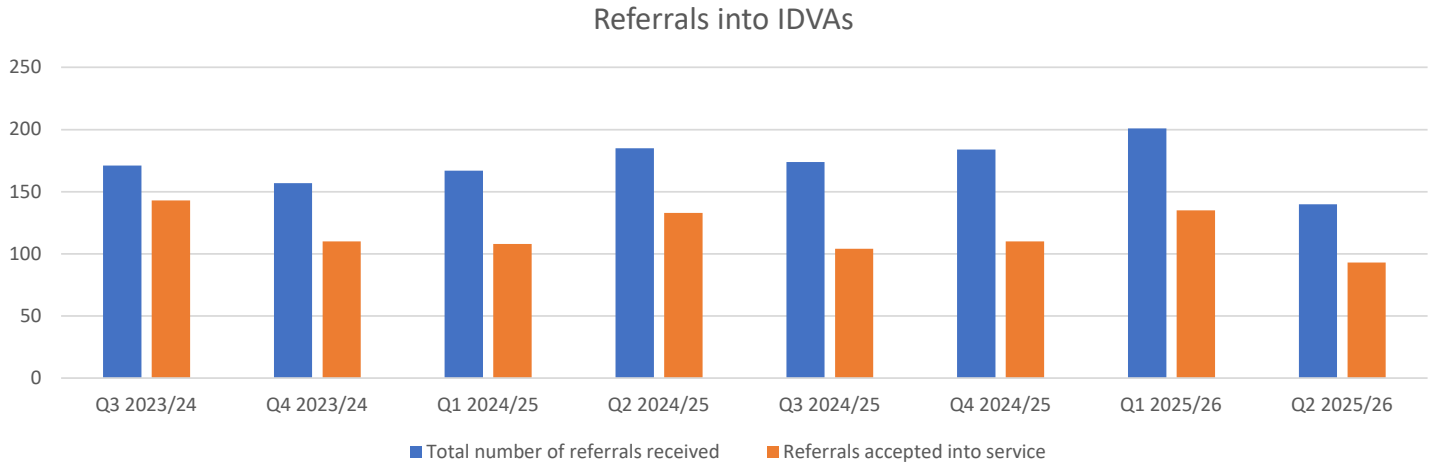
The data clearly demonstrates the value of commissioning these types of services, highlighting the positive outcomes achieved. When compared to the current number of singles presenting as either homeless or rough sleepers, the evidence strongly supports the continued commissioning of such services to meet ongoing need. The need for ongoing resettlement support in particular supporting RSAP and Calico floating support services.

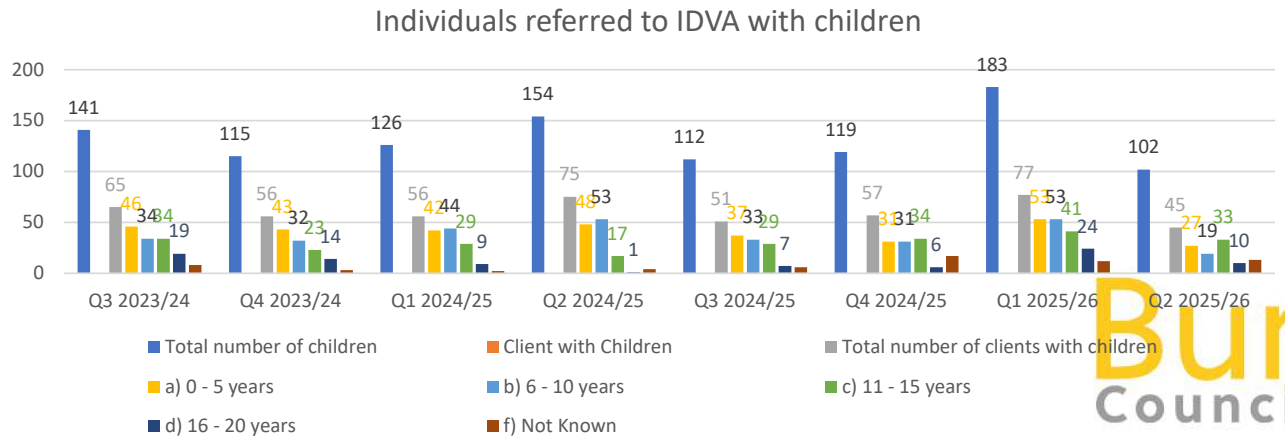
Service	2024-25	Outcomes
Calico Floating Support	46 families, 734 singles 105 couples	67% tenancy sustained
Calico Accommodation	42 accommodated – 29 units	14 long term move ons within theis period
ABEN	227 accommodated 22- 25	228 postive move ons 22-25
CAS 3	12 units of accommodation / 50 people	30 people successfully moved on to supported PRS or family and friends
Bury Bridges	57 units of accommodation	89 successful move ons
RSAP	10 units of accommodation / 16 people	4 people successfully moved on to PRS or family and friends

Bury Council

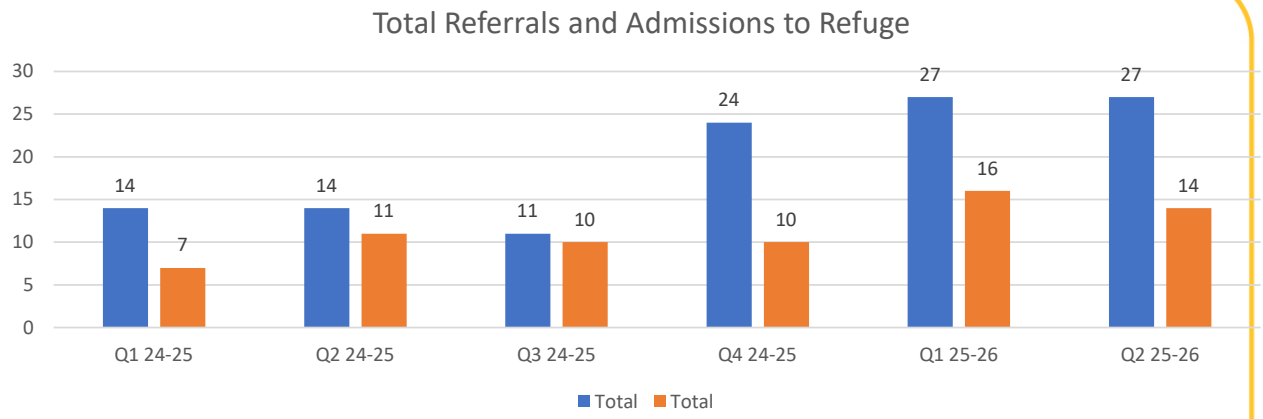
Domestic Abuse Services

SafeNet delivers Bury Council's Domestic Abuse/Independent Domestic Violence Advisor Service (IDVA). Data indicates a steady increase in both referrals received and referrals accepted, with forecasts for 2025/2026 expected to surpass the previous year. This trend highlights significant challenges and growing demand for domestic abuse support within the borough. Further detailed data can be found in the Domestic Abuse Strategy.



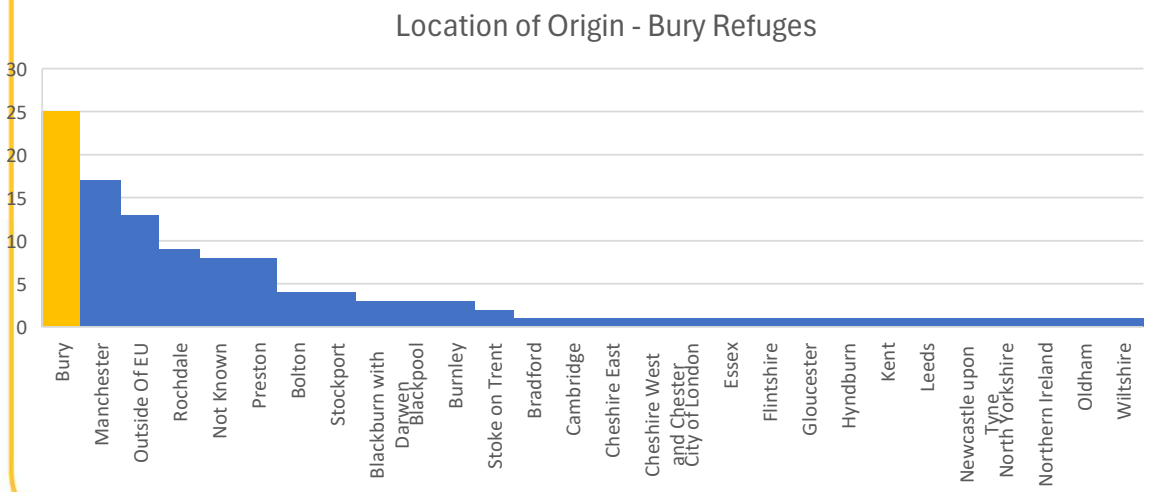


Under the Domestic Abuse Act 2021, local authorities in England have a statutory duty to ensure victims of domestic abuse and their children can access support within safe accommodation. Bury was allocated the new burdens funding to provide safe accommodation for residents who were residing in the borough who were fleeing Domestic abuse.

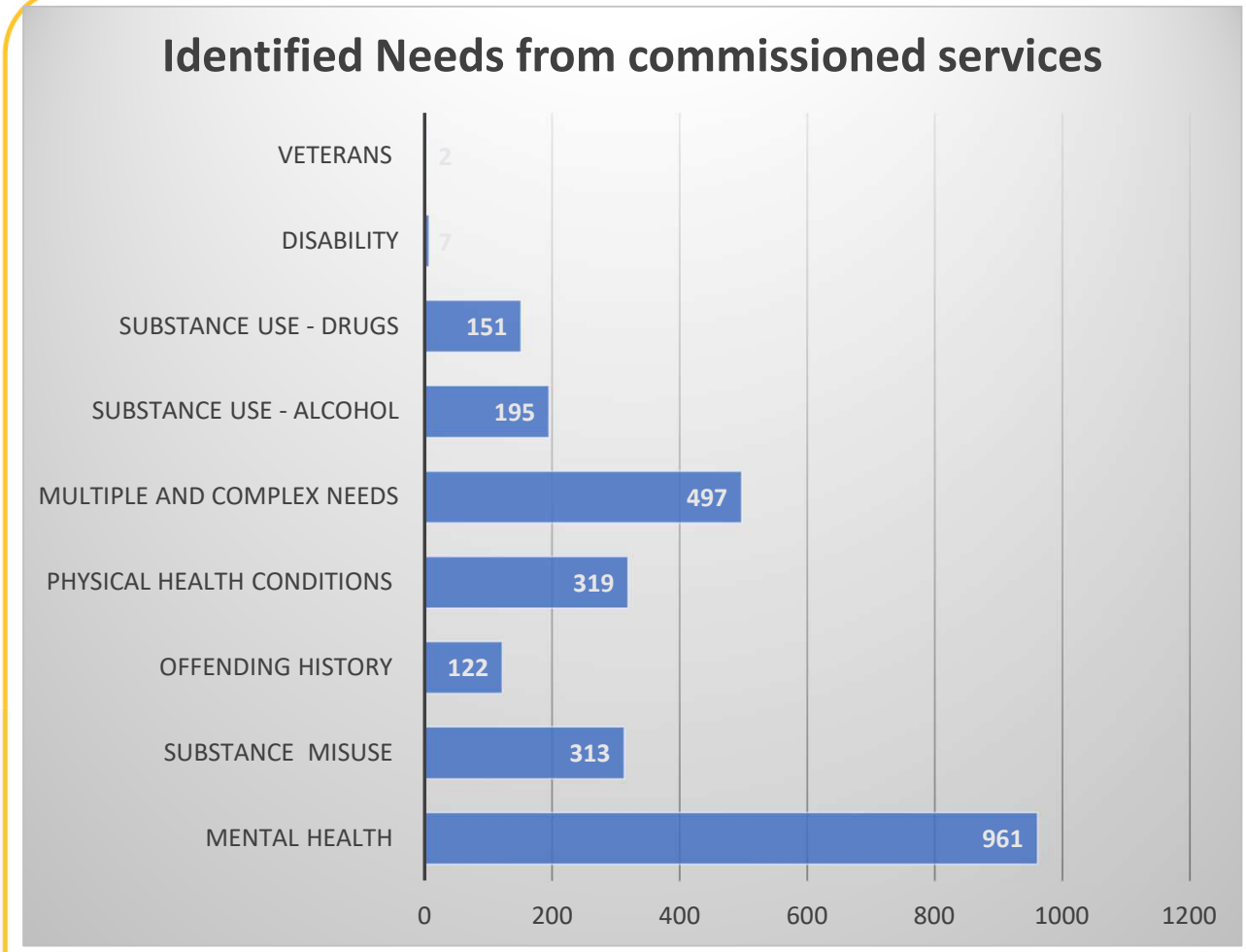


SafeNet delivers this service, and data shows a significant increase in referrals to the refuge, with a smaller proportion being admitted. This highlights a growing need for additional safe accommodation.

The second table illustrates the high number of Bury residents placed in the refuge as part of the agreed pathway but also raises questions regarding placements from other boroughs.



Bury Council



Services Commissioned by Bury Council 2022-2025

- Calico Floating Support
- Bury Bridges Accommodation
- ABEN
- RSAP
- Domestic Abuse Services
- Calico Accommodation
- Young Person Accommodation

Bury Council

- **A Bed Every Night (ABEN)** is a Greater Manchester initiative providing emergency accommodation and support for people experiencing rough sleeping or at risk of homelessness. It aims to offer safe, short-term housing alongside wraparound services to help individuals move towards stability
- **Community Accommodation Support Service 3 (CAS3)** is a Ministry of Justice-funded service providing up to 84 days of temporary accommodation and support for prison leavers at risk of homelessness. It aims to prevent rough sleeping, reduce reoffending, and create pathways to settled housing
- **Accommodation for Ex Offenders (AFEO)** is a government-funded scheme that provides housing support for prison leavers at risk of homelessness. It aims to reduce reoffending by offering stable accommodation and tailored support, helping individuals reintegrate into the community and access longer-term housing solutions
- **Housing First** is an evidence-based approach that prioritises providing permanent, stable housing to people experiencing homelessness, particularly those with complex needs. It offers wraparound support without preconditions, enabling individuals to sustain tenancies and improve health, wellbeing, and social inclusion
- **Rough Sleepers Accommodation Service/Next Step (RSAP/NSAP)** are government initiatives providing long-term housing and support for people who have experienced rough sleeping. They aim to deliver move-on accommodation with wraparound services, helping individuals transition from emergency provision into stable, independent living
- **Domestic Abuse/Safe Accommodation** services provide secure housing and specialist support for victims and their children. Funded under the Domestic Abuse Act, these services aim to ensure safety, recovery, and long-term stability through refuges, sanctuary schemes, and wraparound support
- **Calico Floating Support Service** in Bury helps individuals and families at risk of homelessness maintain or secure housing. It offers short-term accommodation and tailored support for tenancy sustainment, budgeting, and wellbeing, enabling successful move-on

Bury Council

- **Bury Bridges by Adullam Homes** offers supported accommodation for single homeless adults with complex needs. It provides short-term housing and tailored support to build independence and wellbeing, with referrals via Bury Council's Central Access Point
- **Castlecroft House, managed by Great Places,** provides supported accommodation for young people aged 16–25 experiencing homelessness. The scheme offers up to nine months of housing and tailored support to develop independent living skills and improve wellbeing, helping residents transition to long-term stability
- **Calico** provides short-term dispersed accommodation in Bury for individuals threatened with or experiencing homelessness. Alongside housing, the service offers tailored support for up to six months to help people develop independent living skills and successfully sustain future tenancies
- **The Homeless Families Leasing Scheme** is a GMCA-funded initiative designed to reduce reliance on costly and unsuitable temporary accommodation (like bed & breakfast) for homeless families. It provides grant funding to local authorities to lease properties for use as temporary accommodation
- **SafeNet delivers the IDVA service** in Bury on behalf of the Community Safety Partnership. They support victims and survivors of domestic abuse assessed as high or medium risk

Bury Council

Key Findings and Recommendations

- Extend key programmes and secure multi-year funding to extend ABEN, RSAP, AFEO programmes and continue partnership with Great Places on Housing First delivery
- Maximise accommodation opportunities. Explore options to increase single and family accommodation using models similar to NSAP acquisitions within the borough
- Create a three-year plan to expand supported accommodation with enhanced models for individuals with complex needs
- Align initiatives with the borough's housing strategy, ensuring provision for people with additional and complex needs
- Review access and partnership structures, assess Central Access Point functions and establish a needs-based partnership panel for improved coordination
- Focus on young people and homelessness. Participate in the neighbourhood and young person tender, prioritising homelessness prevention and youth-focused housing solutions
- Support safe accommodation delivery and oversee contractual delivery of refugee safe accommodation and internalise Safe Accommodation Worker role for better integration

Bury Council

Asylum and Immigration

The Asylum & Immigration Service is a dedicated team, committed to supporting individuals and families from diverse backgrounds as they navigate the challenges of resettlement and integration into our local community.

The team aim to provide compassionate, practical and tailored support to those seeking refuge and a fresh start in the UK. They work collaboratively with partners, communities and individuals to promote inclusion, independence and long-term stability.

Support for newly granted refugees: We assist individuals who have recently received a positive asylum decision, helping them transition from asylum accommodation, into independent living. This includes guidance on housing, benefits, healthcare and community integration.

Homes for Ukraine Scheme: We provide ongoing support to both Ukrainian guests and their UK hosts. The team helps ensure that placements are safe and sustainable whilst also offering advice on housing, employment and local services.

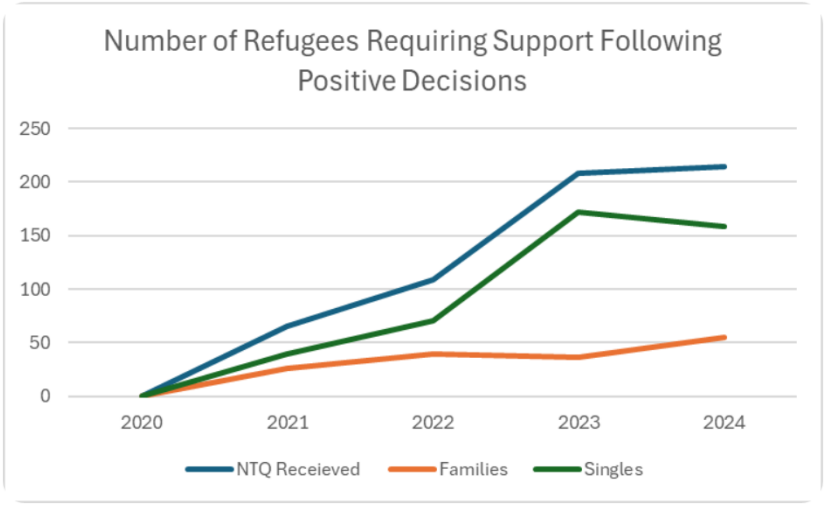
Afghan Relocation Programme: We support Afghan nationals who have arrived through the ARAP scheme, helping them settle into their new communities with access to housing, education, employment and health services.

Refugee Welcome Programme: Through this initiative, we help refugees and asylum seekers build skills and access employment opportunities. We work closely with local partners to offer training, language support and pathways into work and education.

British Chagossians: The team currently provides tailored support to a small number of Chagossian families with British citizenship, assisting with immigration matters as well as offering a resettlement package.

Bury Council

Serco Discontinuation Notices



Data indicates that, over the past 12 months, an average of 3 families leaving NASS accommodation have required temporary housing (out of an average of 15). This suggests that while asylum-related pressures contribute to demand, they are not the primary driver.

Home office streamlined decisions impacted rough sleeping figures significantly during 2023, however these number have slowly decreased, so there are less NON-EEA rough sleepers within the borough, but still an added pressure.

Bury Councils Asylum and Immigration Service lead on delivering polices and initiatives implemented by the Home Office, including Homes for Ukraine, Afghan Relocation Programme and dispersed accommodation.

One aspect of the service is to work alongside GM partners in relation to asylum seekers within the borough and Serco's contract, ensuring that asylum seekers are provided the support by Serco and are safely integrated within the borough. Once an asylum seeker receives their leave to remain, they are then eligible for support from our service. This team provide integration and resettlement support to individuals and families who have received a Notice Quit to leave (NTQ) there accommodation.

The graph provides an overview of number of NTQ to our service. In 2023–2024, there was a notable increase in demand due to the government's introduction of fast-track asylum decisions. This trend is expected to continue, driven by political pressures and the government's pledge to close all contingency hotels. These changes are placing additional strain on services, and we anticipate further challenges as more people exit asylum accommodation without suitable housing options in place.

Bury Council

Overview

- Migration and the asylum system has had a significant impact on homelessness teams nationally over the last few years because of dysfunction in the way the Home Office and its contractors have operated. Accelerated asylum processing has driven a significant amount of people into homelessness and rough sleeping, with a thirteenfold increase in refugee street homelessness seen across Greater Manchester at the peak in early 2024
- Bury is no exception to this trend. In Q2 of 2024, 15.6% of those owed a homelessness relief duty had done so following eviction from Home Office accommodation. Over the same period, no one in the same situation was owed a prevention duty, suggesting that the only option for this cohort is late intervention at present
- Bury has also experienced the impact of the Homes for Ukraine scheme, with 282 arrivals to the borough since 2022. The Homes for Ukraine process and Share system are integrated within the homelessness framework, creating additional pressures on local housing services
- Bury pledged 10 properties for Afghan citizens who worked for or with the UK Government in Afghanistan in exposed or meaningful roles
- All Local Authorities have faced underinvestment in support for migrants and non-UK nationals and are only relatively recently embedding specific migration roles within their services. Across GM and by necessity, these roles are generally embedded within Homelessness Teams. However, the resettlement of refugees and the inclusion of non-UK nationals is about far more than just housing and there is a need for a combined, local response that considers needs relating to English language, education, work and skills, health and social care etc

Bury Council

- In common with every Local Authority, the support process only begins at the point of eviction, making homelessness prevention difficult. Whilst there is gradual improvement in the relationship with Serco and the Home Office, it is difficult to do genuine prevention work
- There are missed opportunities to embed homelessness prevention and early housing advice within communities: The voluntary and community response for migrants are not as well understood or connected into the Council's work as they could be. If relationships and trust could be built, this might identify non-UK nationals at the point of sofa surfing, enabling earlier prevention work
- There has been no dedicated ABEN bedspaces for people with No Recourse to Public Funds (NRPF) within the borough. There is likely to be an increase in the number of people with restricted eligibility for public funds over the course of the next few years as the full effects of the accelerated asylum process is felt and the Asylum Reform. Not having bedspaces locally can limit the options to provide ongoing accommodation
- The (known) voluntary and community sector resource for non-UK nationals is scarce within the borough. The main voluntary offer comes from Red Cross and Eagle's Wing which provide a good standard of support
- Bury participated as a pilot area for the census, providing an opportunity to gain a deeper understanding of migrant street homelessness in the borough and to identify where individuals are currently accessing support. This will help improve the targeting of resources

Bury Council

Key Findings and Recommendations

- Consider how future funding streams (e.g. Dispersal Grant, HPG) can unlock additional capacity to support non-UK nationals: A modest increase in capacity could make a significant difference, particularly if targeted at increasing connection to VCFSE organisations to identify people at an earlier stage
- Invest in inclusion to drive earlier prevention and better housing outcomes: Align budgets (e.g. dispersal grant) to respond to migration needs and ensure resources for translation and interpreting services, enabling earlier identification of entitlements and housing needs both now and in the future
- Mobilise an ABEN offer for individuals with restricted eligibility, utilising the uplift from the 2025/26 ABEN Grant. Explore opportunities to expand this provision to other excluded groups, including women, and consider incorporating this into the multi-year grant delivery model once confirmed by GMCA
- Continue leveraging the Refugee Welcome Programme to strengthen internal collaboration, particularly with Work and Skills colleagues, and enhance engagement with the wider VCFSE sector supporting non-UK nationals. This approach provides an opportunity to integrate the migration offer across the organisation and broaden the portfolio of VCFSE partners, including those already contributing to homelessness prevention through other initiatives
- Continue to participate in the proposed Migrant Rough Sleeping Census
- Utilise the refresh of Bury Homelessness and Migration Partnership to bring migration-focused VCFSE organisations into strategic conversations: bring old and new voices into the development of the Bury Homelessness Prevention Partnership and the ongoing development of the network, recognising the significant crossover in the cohorts and work

Bury Council

- Lead the planning and preparation for the government's new asylum reform by acting as the primary point of contact for the local authority. Ensure the successful implementation of policy changes, legislative updates, and associated training to ensure compliance and readiness..
- Explore opportunities for greater integration between internal departments with an interest in migration and the dedicated Migration function. This approach would strengthen strategic alignment across the Council and could enable pooled investment. For example, Rochdale operates a matrix-managed, cross-departmental migration team that is embedded across multiple Local Authority functions, breaking down silos and delivering a holistic offer for non-UK nationals
- Continue to plan and prepare for the conclusion of the 18-month Homes for Ukraine VISA scheme, ensuring robust measures are in place to prevent any refugees from becoming homeless within the borough
- Deliver Local Authority Housing Fund (LAFH) rounds 3 and 4 to facilitate the resettlement of families arriving through the Afghan Relocation Programme, ensuring comprehensive wraparound integration support is provided to promote stability and inclusion
- Strengthen collaboration with the GM and Council's Migration community cohesion strategy

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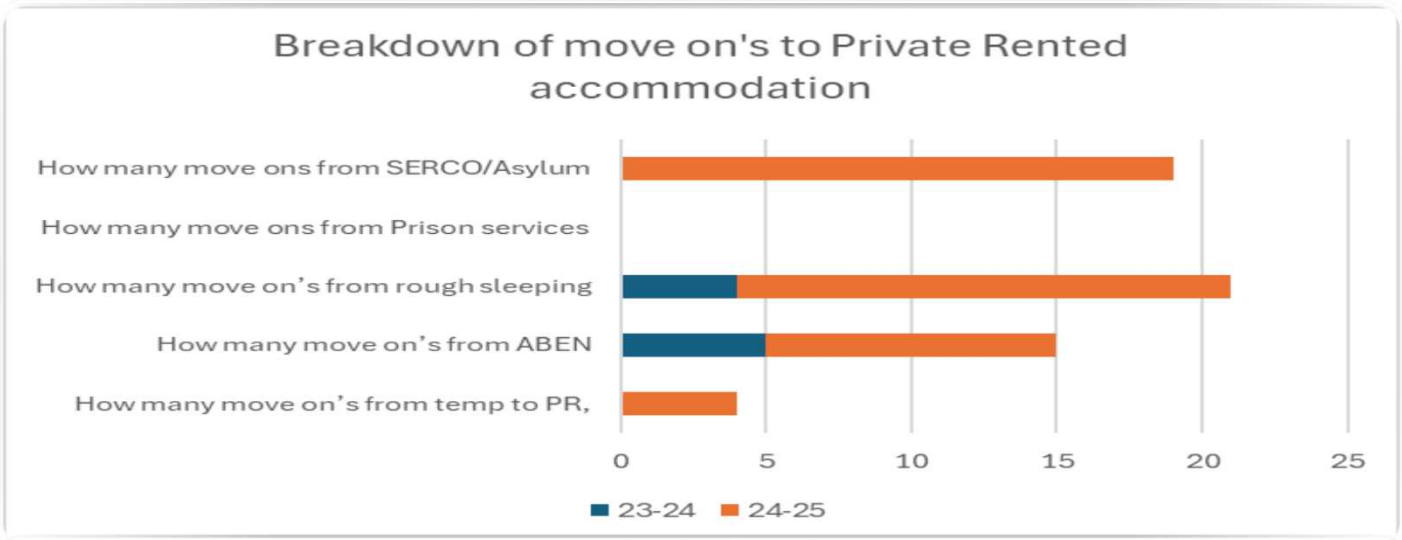
Private Rented Service

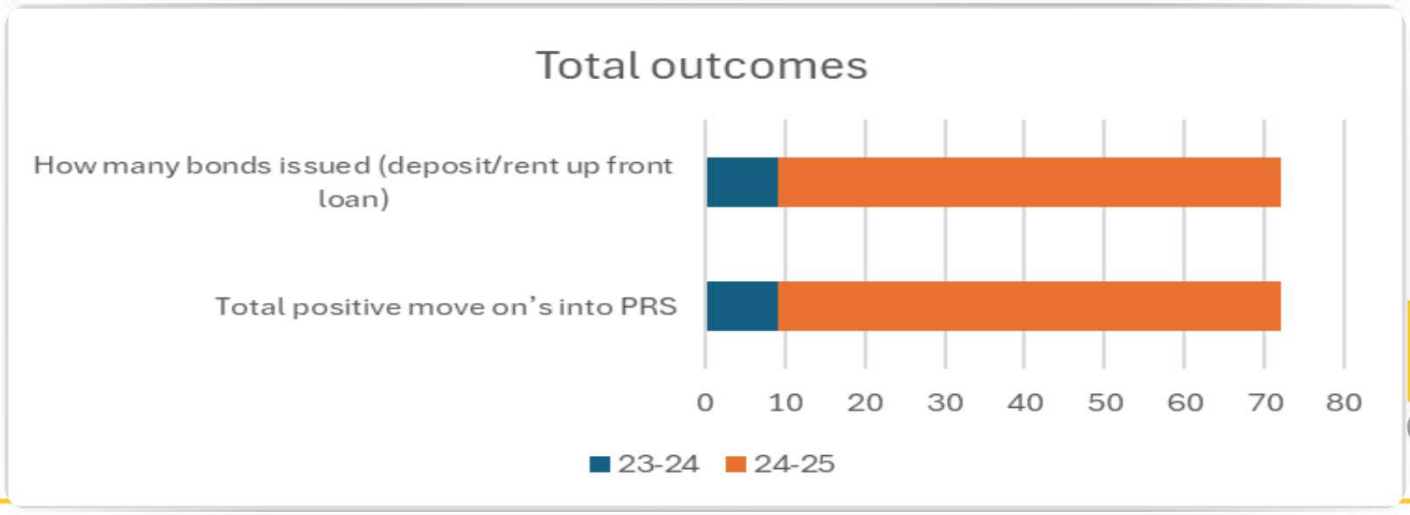
The service assists Bury residents engaged with Homeless and Housing teams in securing private rented accommodation. Support includes guidance on property applications, landlord engagement, and affordability assessments. Once a property is identified, the service facilitates the application process and liaises with agents and landlords to ensure a successful move. To remove financial barriers, the service offers 0% interest loans for initial costs such as the first month's rent and deposit. Property inspections are carried out to ensure compliance with the Decent Homes Standard, and post-move support includes utility setup and Universal Credit updates. In the past 12 months, the service has successfully supported 88 households into long-term, suitable private rented accommodation.

The service works with landlords, agents, and developers to secure properties for long-term lease agreements under the Council's Lease and Repair scheme. This involves identifying suitable properties, negotiating terms, and coordinating with Legal Services to finalise leases. Properties are then onboarded and integrated into Council stock for service needs. Loans for property improvements are also available. To date, five leases have been completed, with nine more in progress and additional negotiations underway.

The service collaborates with Homeless Department teams to provide tenancy advice and prevention support. It also partners with housing providers to source temporary and supported accommodation, contributing to the Council's plan to eliminate the use of bed and breakfast placement.

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Key Findings and Recommendations

- Market rents in Bury significantly exceed Local Housing Allowance rates by approximately £300 per bedroom, creating affordability barriers. Guarantor requirements are increasingly common among landlords and agents, often excluding applicants without suitable guarantors. Many single applicants resist shared housing options despite market realities. Payment delays are another challenge, as the service's process can take up to a week, conflicting with landlords' expectations for immediate payment. Finally, competition from temporary accommodation providers offering higher returns makes it difficult to secure properties for long-term leases, and on two occasions, properties in the pipeline were diverted to temporary providers
- The service is also implementing a Lease and Repair scheme, offering zero-interest loans to landlords. Progress has been slow, but properties are now in the pipeline, with a recent focus to target empty homes within the borough.
- To match fund certain posts to ensure key deliver of this priority service
- The service has delivered three successful Landlord forums in the borough offering free training to landlords, as well as promoting our incentive and lease and repair offer
- The Private Rented Service needs to strengthen its focus on engaging the private rented sector to expand move-on options, temporary accommodation, and supported housing supply. Affordability remains a key challenge, with landlords often expecting high upfront rent. While financial incentives are offered to both individuals and landlords, uptake remains low though outcomes are being achieved, particularly for single people due to the affordability of HMOs. The introduction of the Renters Reform Bill may impact current incentive schemes
- To review current incentive schemes, to ensure that the service offer gives people a reason to work with us and not other local authorities. To review prevention and move on pathways to reflect current and future environmental factors
- Collaborate to deliver the three-year mobilisation plan for temporary accommodation, sustain outcomes from the B&B elimination plan, and align with the Government's Child Poverty Strategy
- To develop stronger links with PRS enforcement and empty home service, cross departmental working, as well as embedding the Renter reform act stages for the council

Bury Council

GMCA Stocktake

Strengths

- An experienced, committed and capable outreach team. Managers enjoy strong partnerships with GMCA, other Local Authorities and MHCLG and are committed to collaborative approaches to ending homelessness
- The team conducts thorough and person-centred risk assessments and support planning for individuals at risk, ensuring tailored interventions.
- The growing Private Rented Sector (PRS) offer has unlocked new accommodation for move on from ABEN, temporary and other emergency accommodation
- Good connection to the local VCFSE offer and strong partnership. Lived experience at a strategic level could be improved

Challenges

- The team are not just responding to people's housing and economic challenges, but also supporting people experiencing multiple disadvantage, without the expertise and tools to do so
- There is a lack of coordination between council departments which can create inefficiencies and siloes
- The team structure feels under-resourced compared to other teams in GM as demand has increased, while resources have remained static. In common with many Housing Options services, high staff turnover and low retention have been an issue, with vacancies in key positions
- The housing and support that is available in Bury is unevenly distributed across the borough and not co-located
- Bury has seen a significant acceleration in PRS rents in some areas, making it difficult for individuals to secure and sustain tenancies. Coupled with limited social housing creating ethical and practical quandaries about how allocate between families in temporary accommodation, care leavers, and rough sleepers for a single property

Bury Council

GMCA Stocktake -Opportunities and Recommendations

- Better coordination with other functions and departments could help unpick some of the challenges identified. Encourage collective ownership of homelessness prevention across the council's functions beyond the existing team
- Better use of data and technology. Explore opportunities to connect key databases and case management systems
- Targeted marketing and communications to landlords, residents and communities can help to disseminate sources of good quality housing advice to support universal prevention
- Establish (or refresh) a regular multi-agency panel looking at the target priority group and people most at risk of repeat rough sleeping
- Consider how resettlement support can be embedded within existing outreach/in-reach and housing related support pathways. Consider developing peer mentor and peer-led support models with Bury Homelessness Partnership to promote tenancy sustainment
- Consider how to bring migration organisations into the strategic conversation and how to integrate into wider council services
- Take the opportunity of regional activity: Housing First city region, Live Well, pooled funding and flexibility via the Single Settlement, temporary accommodation fund, refugee welcome programme

Bury Council

Ministry of Housing, Communities and Local Government – Young Persons Review and Feeback

- Create a Joint Strategic Youth Homeless Board/Forum, with Children's, Adults, Housing Services and other key partners, as part of your Governance arrangements to provide oversight of action planning and delivery of your joint commitment to prevent youth homelessness
- Review sufficiency of suitable emergency accommodation to end use of unsuitable accommodation and jointly commission supported housing for young people, including those with unmet need
- Ensure your joint workforce practice aligns with your Joint Protocol for homeless 16/17-year-olds, through training, inductions, refreshers and operational oversight to test compliance. Include the importance of advocacy and introduce joint audits
- Launch your reviewed Housing and Leaving Care Protocol which includes your approach to transition planning, skills preparation, accommodation and support options, and the workforce trained to embed across teams
- Ensure Children's Services are clear on their Duty to Refer (DTR), as a public body, for those who may be homeless or threatened with homelessness in 56 days, and improve recording of DTR, whether this is received formally or informally, with consent

Bury Council

- Information and advice on your website offers generic factsheets and prevention of homelessness support is not explicit. Children in Care and Leaving Care services – Bury Council needs to be updated to reflect the Children & Social Work Act 2017 changes on extending support to age 25 regardless of education status
- The webpage could be strengthened on the prevention offer for ALL young people aged 18-25 and for 16/17-year-olds owed duties under CA89 and HA96 as amended by HRA2017. This could include Calico's homelessness prevention offer/contact details and Homelessness Assessment officers home visits and mediation activity
- Local arrangements should focus on identifying people at risk of homelessness as early as possible to maximise the opportunities to prevent homelessness
- Review and update staff knowledge to ensure all Children's Services staff, early help and MASH, are aware of their statutory duty to refer, and housing staff are identifying and recording ALL applications arising from DTR
- Strengthen Joint working between Homeless and Children's and review the young person and care leaving protocol

Young Persons voice

- Provide more support to identify the right accommodation at the right time
- More support while young people are on waiting lists for supported accommodation
- Consistent access to advocacy to help understand options and reduce feelings of being overwhelmed

Bury Council

This review has also considered data provided from the following reports...

- GMCA – Bury Councils Stocktake
- Bury Homeless Strategy and action plan 2022- 2025
- MHCLG – 24/25 Homelessness and Temporary Accommodation annual report
- MHCLG 24/25 Rough Sleepers annual report
- MHCLG Young Persons feedback for Bury Council

Bury Council

Agenda Item 7

Classification: Open	Decision Type:

Report to:	Housing Advisory Board	**Date:** 18 November 2026
Subject:	Q2 Performance Report	
Report of	Esme Davies	

Report Author and Contact Details:
Name: Esme Davies
Position: Programme Manager
Department: Housing
E-mail: esme.davies@bury.gov.uk

Summary

1. Appendix 1 presents quarter two 2026-27 performance for Bury Housing Services. 26 performance indicators are below the expected targets, a slight improvement on the 28 last quarter and Heads of Service have provided commentary to explain performance and action being taken to improve.

2. The Performance Scorecard has been reviewed against the regulatory judgement and new indicators will be added where appropriate to increase scrutiny in key areas as well as the introduction of a new reporting process for the Springs Tenant Management Cooperative.

Recommendation(s)

3. To note the performance for quarter two and provide scrutiny
4. Agree the proposed changes for future reporting:
    a. The target for Repairs Work in Progress has been updated to 1500. It had previously been misreported as 1000
    b. Homes (dwelling units) that have had a stock condition survey in the last 5 years (was previously information only) will have a target of 100% going forward.
    c. Two new indicators will be included going forward to provide context to relet time breaking the process down into the repairs and lettings timescales respectively.
    d. Indicators will be added to reflect the overdue compliance actions as reported in the Monthly Compliance updates

Areas to Celebrate

5. The Compliance team has raised the percentage of properties with electrical safety certificates to 96% this month. This represents continued efforts to review data and complete surveys as they become due and is one step closer to the full suite of Compliance Indicators being compliant. Remaining certificates may be more challenging as access becomes more of an issue but lessons learnt from the gas process will be used to achieve 100%.

6. Complaints has continued to maintain an upwards trajectory of complaints per 1000 stock showing the new processes and reporting has been embedded. On this PI we are looking to see an increase as tenants and staff know when and how to report complaints. The next steps is to understand the percentage of complaints upheld to understand areas of failings and feedback to staff.

7. The percentage of emergency Awaab's repairs completed within the landlord's target timescale was 100% this month which is positive ahead of Phase 2 of Awaab's Law from 1st December.

Areas of Concern

Rent Collection and Arrears

8. We recognise that there has been a concerning trend with arrears increasing as a percentage of rent roll. This is a cyclical indicator, and it is expected to increase throughout the year and then reduce towards March. However, arrears have increased above expected levels. The Head of Income Collection will bring the Income Management Improvement Plan to the next Housing Advisory Board in December. This plan will outline the use of automation, the review of data and the training provided to the staff to deliver improved arrears collection. October was the first month where arrears have not increased significantly as part of the interventions, but further work is required to turn the trajectory around and begin to reduce arrears.

Relet Time

9. Despite a slightly improved performance for September, the relet time for properties is significantly above the expected target. Work has been undertaken to understand what is impacting performance. Analysis shows that property refusals, delayed hospital discharge and process issues with ending tenancies have contributed to increased void days. Key improvements include reviewing key return arrangements, recruiting to vacant trade posts and strengthening administrative support within the voids service.

10. Two new PIs will be created to breakdown the process into the repairs and lettings processes in order to provide further details.

Repairs

11. A number of PIs are under target this month. Performance has been impacted by ongoing service pressures, including the prioritisation of emergency repairs, damp and mould cases, and other high-risk works, alongside efforts to reduce the backlog of older repairs. Actions are in place to reduce aged repairs, improve scheduling, increase capacity through recruitment and agency resources, and reduce 'work in progress' levels to support improved performance. Continued scrutiny will be provided by HLT.

12. The target for work in progress was misreported as 1000 when the service target is 1500. This is 1000 jobs for the direct labour and 500 for the sub-contractors. This has been amended in the current scorecard. This is based on property volumes and 3 years history of jobs raised.

Reflection from the Regulator's Judgement

13. The regulator raised concerns that there was a lack of clarity on the length of time fire remedial actions have been open. This has previously been reported in separate compliance updates however will be added to the scorecard again to provide transparency and allow scrutiny at multiple levels.

14. Springs Tenant Management Cooperative performance will be aligned with the Bury Housing Scorecard and will be brought as a separate report to the Housing Advisory Board in the New Year to allow the appropriate level of scrutiny.

15. The regulator was concerned that we may fall behind on our stock condition surveys. Therefore, Homes (dwelling units) that have had a stock condition survey in the last 5 years will be targeted to provider greater transparency and importance to achieving 100%.

16. The regulator also identified problems with how performance information is shared with tenants and made available for scrutiny**.** Performance is currently shared on the website Our Performance - Bury Council. We will ask tenants how best to share information in the future and seek out C1 organisations to understand different digital and non-digital options to sharing data.

Links with the Housing and Corporate Priorities:

The scorecard supports measurement of success against the 3-year objectives.

- Improve the quality and safety of our homes
- Improve tenant satisfaction

- Improve customer service and increase customer influence
- Ensure a sustainable business plan
- Prevent and reduce homelessness and support communities

Tenant voice
We will work with tenants to develop a new reporting and publication process for Performance so that performance is transparent and tenants feel they can raise questions as well as see progress.

Equality Impact and Considerations:
Not applicable for this report.

Environmental Impact and Considerations:
Please provide an explanation of the Environmental impact of this decision. Please include the impact on both ***Carbon emissions*** *(contact climate@bury.gov.uk for advice) and* ***Biodiversity*** *(contact S.Tinsley@bury.gov.uk and Dennis.whittle@bury.gov.uk for advice)*

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation

Procurement Implications:
None for this report.

Legal/ Regulatory Implications:

The report demonstrates alignment with regulatory expectations, including the Housing Ombudsman Complaint Handling Code and emerging requirements such as Awaab's Law. Performance monitoring and benchmarking against Housemark support transparency and assurance

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Financial Implications:
Add in any financial implications - if requiring additional budget speak to your finance lead

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Appendices:
Please list any appended documents (please save these as clearly labelled separate

documents in the Teams folder).

Background papers:
Please list any background documents to this report and include a hyperlink where possible.

Please include a glossary of terms, abbreviations and acronyms used in this report.

Term	Meaning
HLT	Housing Leadership Team

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Bury Council – Housing Services

Quarterly Scorecard

Q2 2026-27

Key

Arrows are based on last quarter's out turn:

- ↑ Performance trend improving
- – Performance trend static
- ↓ Performance trend deteriorating

Current performance colour based on annual target:

- Excellence (Target achieved or exceeded)
- Performance not on track but within 10% of green
- Performance not on track by more than 10%

Code	Tenant Satisfaction Measure Quarterly	2025/26 Value	Q1 2026/27 Value	Q2 2026/27 Value	Quarterly trend	YTD Value	2026/27 target
TP01	**Percentage of tenants satisfied with the overall service their landlord provides**	73.91%	73.24%	73.63%	↑	73.46%	77%
TP02	**Satisfaction with repairs**	76.69%	80.39%	82.35%	↑	81.51%	80%
TP03	**Satisfaction with time taken to complete most recent repair**	74.45%	75.49%	78.68%	↑	77.31%	78%
TP04	**Satisfaction that the home is well maintained**	71.23%	74.47%	73.08%	↑	72.78%	79%
TP05	**Satisfaction that the home is safe**	75.04%	78.01%	75.69%	↓	76.71%	80%
TP06	**Satisfaction that the landlord listens to tenant views and acts upon them**	59.29%	54.89%	66.29%	↑	61.36%	65%
TP07	**Satisfaction that the landlord keeps tenants informed about things that matter to them**	68.81%	70.71%	69.89%	↓	70.25%	77%
TP08	**Agreement that the landlord treats tenants fairly and with respect**	75.72%	80.71%	77.65%	↓	79%	80%
TP09	**Satisfaction with the landlord's approach to handling complaints**	37.63%	35.56%	51.72%	↑	44.66%	55%
TP10	**Satisfaction that the landlord keeps communal areas clean and well maintained**	68.95%	60.34%	67.21%	↑	63.87%	65.5%

Code	Tenant Satisfaction Measure Quarterly	2025/26 Value	Q1 2026/27 Value	Q2 2026/27 Value	Quarterly trend	YTD Value	2026/27 target
TP11	**Satisfaction that the landlord makes a positive contribution to neighbourhoods**	58.91%	60.9%	61.49%	↓	61.24%	62.5%
TP12	**Satisfaction with the landlord's approach to handling anti-social behaviour**	52.59%	52%	56.49%	↑	54.48%	60.4%

326 satisfaction surveys have been completed year to date. This equates to a 10% return rate and a confidence level of 95% with a margin of error of +/-5 % points. It is therefore not advisable to take the current quarterly changes as anything other than an indication of performance.[1]

Complaints handling and communal cleaning are key areas within the service plans this year and this will be a measure if the work undertaken in the last 6 months has been felt by tenants.

The regulator has highlighted the TSM mechanism as a key weakness and therefore there will be a review and consideration of how to measure TSM going forward.

TSM Quarterly	Apr-26	May-26	Jun-26	Jul-26	Aug-26	Sep-26	Overall
Response rate (%)	9	8	9	10	10	10	10
Invites sent	540	563	540	587	573	614	3417
Responses completed	55	45	45	58	59	64	326

[1] If we did the survey 100 times we could be 95% sure that it would fall between +/-5%

code	Asset Management	2025/26 Value	Q1 2026/27 Value	Q2 2026/27 Value	Quarterly trend	2026/27 target
AM01b	Homes (dwelling units) that have had a stock condition survey in the last 5 years	82.95%	84.96%	87.3%	↑	Info only
AM06	Volume of Stock Condition Surveys completed in quarter (Cum YTD)	New PI	151	223	↑	Info only
AM01	Homes that do not meet the Decent Homes Standard	0.72%	18.67%	15.47%	↑	0%
AM08	% of homes with an EPC rating of C or above.	59.68%	69.95%	70.99%	↑	80%

Code	Asset Management	Exception Notes
AM01	Homes that do not meet the Decent Homes Standard	We are 8.88% short of our predicted target for this quarter which has been impacted by annual leave and access issues. We are trialling two options to try to maximise access (besides following the No Access Policy). We have 831 addresses where the failing element is external only so we are sending out notifications to those tenants to say that we will be carrying out external property inspections in their area and taking some external photos to update our records. As these have been split into areas this will maximise the number, we will be able to complete each day. We are also trialling an amendment to the opt in booking system where we send the appointment and give the option to change it. This will also help contain the appointments into areas and maximise efficiencies. We are monitoring this closely. We have also reinforced the process for the submission of the survey data so that it is provided by the surveyors as soon as possible after the survey. This is because we've experienced a bit of a lag between the survey being carried out and it being recorded in the right month and the data being put in the right place for analysis to be carried out. Again, this is under close scrutiny.

AM08	% of homes with an EPC rating of C or above.	There is a time lag for energy works completions and renewing EPC certs needed to evidence the properties move into EPC C band and above. An energy programme has just completed with new programmes due to start. The second half of 2026.27 should show increase in % stock within EPC band C. Additionally, as part of QL upgrade we are looking at the implementation of an Energy portal which will help significantly in calculating the energy efficiency of our housing stock and provide much better data confidence.

Code	PIA	2025/26 Value	Q1 2026/27 Value	Q2 2026/27 Value	Quarterly trend	YTD Value	2026/27 target	BM Owner
CH01a	Complaints relative to the size of the landlord - Stage 1 (Rolling 12 months)	3.68	42.51	58.72	↑	58.72	83	**CR**
CH01b	Complaints relative to the size of the landlord Stage 2	0.6	9.41	10.39	↑	10.39	Info only	**CR**
CH02a	Complaints responded to within Complaint Handling Code timescales - Stage 1	100%	100%	100%	–	100%	100%	**CR**
CH02b	Complaints responded to within Complaint Handling Code timescales - Stage2	100%	100%	100%	–	100%	100%	**CR**
CH07c	Percentage of Stage 1 Complaints Upheld	New	55.43%	43.82%	↑	49.72%	Info only	**CR**
CH07d	Percentage of Stage 2 Complaints Upheld	New	50.00%	42.31%	↑	46.43%	Info only	**CR**

Code	PIA	Exception Notes
CH01a	Complaints relative to the size of the landlord - Stage 1 (Rolling 12 months)	The continued increase in recorded complaints is encouraging and suggests Housing Services is becoming better at recognising and recording tenant dissatisfaction. Higher complaint numbers can also indicate greater tenant confidence in raising concerns and using the complaints process. Tenant satisfaction increased by 16% in Q2, which may reflect improvements to complaint handling, including the introduction of a personalised telephone call at the start of every complaint to clarify issues, gather relevant information and build trust from the outset. Year to date, Housing Services has recorded 304 complaints, comprising 181 Stage 1 complaints and 123 Councillor enquiries, with Councillor enquiries accounting for 40% of overall complaint demand. During Q2, 152 Stage 1 complaints were received, with only 9 progressing to Stage 2, giving an escalation rate of 5.9%. This means that more than 94% of complaints were resolved without escalation, suggesting that concerns are generally being addressed at the earliest opportunity. Whilst complaint volumes continue to increase, the combination of improving tenant satisfaction and low escalation rates suggests a positive direction of travel. Upheld rates have not been included in this analysis as outcome data for Councillor enquiries is currently held in a separate system, and reporting this would present an incomplete picture of overall complaint performance

Code	Voids	2025/26 Value	Jul 2026 Value	Aug 2026 Value	Sep 2026 Value	Monthly trend	YTD Value	2026/27 target
TM3	Average time taken to re-let local authority housing (days)	45	84	97	79	↑	73	39
FM7	Cumulative rent loss from vacant LA homes	1.35%	1.88%	1.87%	1.89%	↓	1.87%	1.07%

Code	Voids	Exception Notes
TM3	Average time taken to re-let local authority housing	In September, 24 properties were let across all stock types, with an average re-let time of 79 days. While this represented an improvement on August, performance remained above the target of 39 days. Several exceptional delays significantly impacted results. Within Neighbourhoods, six properties experienced multiple refusals, generating 445 void days. Additional delays included a 70-day hold requested by an applicant awaiting hospital discharge and a 13-day delay to arrange interpreter support, creating a further 83 void days. Together, these cases accounted for 528 void days. Within Property Services, seven properties incurred 371 void days due to delays in ending tenancies, returning keys, and completing major works such as boiler and kitchen replacements before reletting. Combined, these exceptional cases contributed 899 void days. Excluding them would reduce total void days from 1,896 to 997 and lower the average re-let time to 42 days, just three days above target. **Improvement actions include:** • Reviewing the property offer process and introducing clearer reoffer timescales. • Producing a customer lettings guide to improve understanding of allocations and sign-up procedures. • Reviewing Extra Care advertising and furnished property arrangements. • Working with Housing Options to increase demand for harder-to-let accommodation. • Improving key return arrangements, void reporting accuracy, and use of pre-termination inspections. • Recruiting to vacant trade posts and strengthening administrative support within the voids service.
FM7	Cumulative rent loss from vacant LA homes	

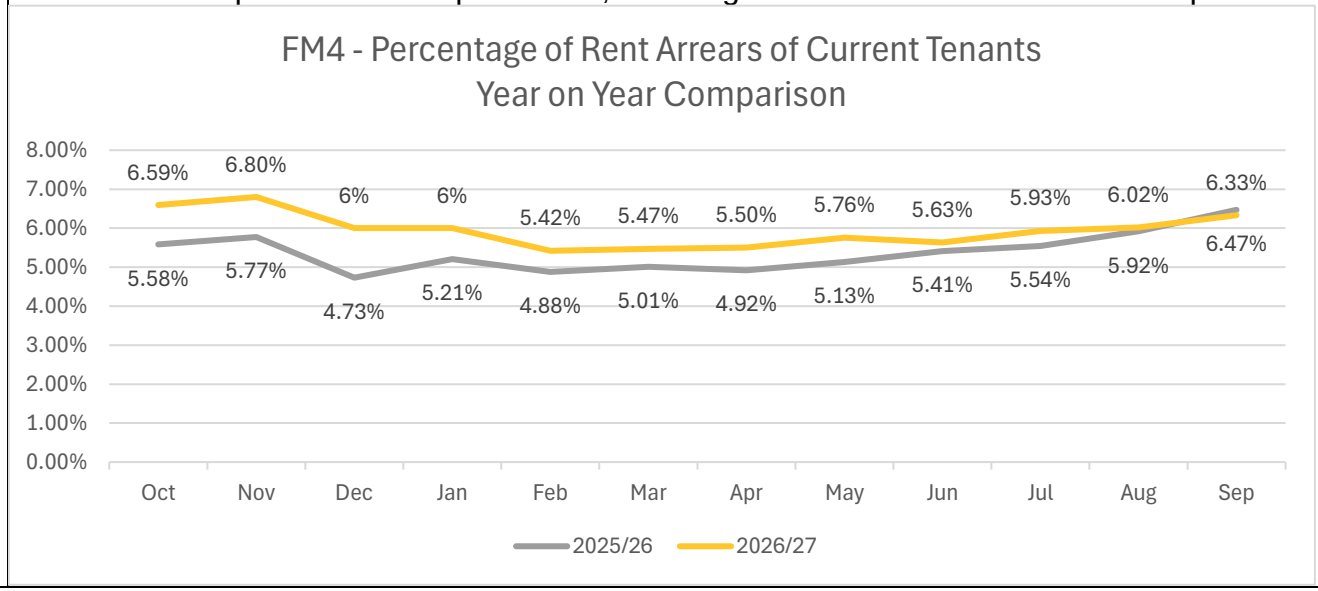
Code	Compliance	2025/26 Value	Jul 2026 Value	Aug 2026 Value	Sep 2026 Value	Monthly trend	2026/27 target
BS01	Gas Safety Checks	99.77%	99.88%	99.92%	99.85%	↓	100%
BS02	Fire Safety Checks	87.89%	100%	100%	100%	–	100%
BS03	Asbestos safety checks	100%	100%	100%	100%	–	100%
BS04	Water safety checks - Legionella	96.67%	100%	100%	100%	↓	100%
BS05	Lift safety checks	100%	100%	100%	100%	–	100%
CM06	Percentage of Tenanted Properties with Valid Electrical Safety Certificate	94.47%	90.58%	92.91%	96.56%	↑	100%

Code	Compliance	Exception Notes
BS01	Gas Safety Checks	11 Bury Council owned and managed properties had an overdue Landlord's Gas Safety Record (LGSR) (in excess of 12 months) up from the 6 reported last month. • 6 properties are less than 1 month past expiry • 1 property is between 1 and 3 months past expiry • 1 property is between 3 and 4 months past expiry • 2 properties are between 4 and 6 months past expiry From an Enforcement perspective, out of the above 11 expired properties, 4 have been issued with a Letter Before Action (LBA) and evidence has been provided, 3 are awaiting a court date and one has a court date set for the 30/10/2026.

CM06	Percentage of Tenanted Properties with Valid Electrical Safety Certificate	Electrical compliance data is undergoing ongoing cleansing and validation to improve accuracy, consistency, and regulatory alignment. The position reported reflects the most up to date validated data and presents a prudent, worst case view while final reports are confirmed. The electrical testing programme covers 7187 properties, of which 6756 are currently compliant. Within this compliant group, 184 properties have identified remedial works, all of which are actively being progressed by contractors. 33 properties remain compliant within the 10-year inspection cycle, while 214 properties are currently outside the cycle and therefore non-compliant. These have been issued to contractors with additional resources requested to accelerate inspections and restore compliance. Contractor engagement has improved following actions agreed at the previous Contract Management Meeting, with a formal progress update due within the next two weeks and early signs of performance improvement emerging. **Plans to return to compliance:** <u>Domestic EICR's:</u> Currently working through 184 backlog of non compliant assets - Some are errors on the certification and others are genuine remedial works. The remedial works are being highlighted through to our Contractor AB Electrical. Remedial works at current consist of Consumer Unit Changes, Main Bonding undersized, no continuity on ring circuits and some deterioration of cable insulation resistance. Rewires at present are on the lower side with only one highlighted in the past 3 months. <u>Communal EICR's:</u> Currently working on 11 backlog of non-compliant assets - Some are errors on the certification and others are genuine remedial works. The remedial works are being highlighted through to our Contractor AB Electrical. Remedial works at current consist of Consumer Unit Changes, no rcd, rcbo or rccb protection to circuits. Requires upgrade works to these general need blocks. This may need to feed into a program of works. 2 Assets were taken off the program due to not having a communal supply within the communal area. <u>Program of Works:</u> Current Program of works is going to plan (contract start date 02/04/26). Concentrating on Actual number of EICR's Required due to Out of 5 Year Cycle (33) and Without Documentation 214) - 214+33= 247 and remedial works identified (184) 247+184= 431. Outstanding Communal EICR's should be completed by the 08/10/26.

Code	Finance (Rents)	2025/26 Value	Jul 2026 Value	Aug 2026 Value	Sep 2026 Value	Monthly trend	2026/27 Value	2026/27 target
FM1	Total rent arrears (Bury Council Stock) Current and former tenants	£2,892,656	£3,307,227	£3,352,205	£3,470,303		£3,470,303	Info
FM4	Percentage of rent arrears of current tenants	5.47%	5.93%	6.02%	6.33%		6.33%	4.5%

Code	Finance (Rents)	Exception Notes
FM4	Percentage of rent arrears of current tenants	Improvement actions are progressing alongside the implementation of the Rent Improvement Plan. We have commenced a review of under staged accounts and have targeted communications to all affected customers to encourage engagement and support early intervention. 1716 cases in total for this ASCLR stage. In addition, communications have been sent to all customers experiencing increasing rent arrears who are in receipt of UC, with the aim of promoting engagement and helping prevent further escalation of debt. 245 letters sent. Voicescape challenges around automated calls being investigated to ensure criteria is correct and aligned to business needs. Work being undertaken on workflows and campaigns. Call calibration training has begun across the team to support a consistent approach to customer interactions and enhance the overall customer experience and collection outcomes. This will be followed by regular call audits conducted by the Business Partner monthly with constructive feedback and targeted training to ensure continuous improvement and best practice. Coaching Frameworks, TED and GROW, have been built and implemented to support consistency and help officers reach their potential. Opportunity for Improvement Tracker implemented capturing errors, upheld complaint issues, which will be utilised in conjunction with Coaching Documents. The 7 Stages of a Call training now built and being rolled out early November.

		The introduction of Robotic Process Automation to manage Direct Debit uplifts and UC verifications is expected to reduce the resource required for these processes, enabling the team to focus on more complex and value-added activities. 

Code	Neighbourhood Management	2025/26 Value	Q1 2026/27 Value	Q2 2026/27 Value	Quarterly trend	2026/27 Value	2026/27 target	BM Owner
NM01a	Anti-social behaviour cases relative to the size of the landlord (12 month rolling)	14.14	16.21	20.21	↓	20.21	20	**KP**
NM01b	Anti-social behaviour cases relative to the size of the landlord that involve hate incidents	0.14	0.14	0.14	–	0.14	0	**KP**
NM06	The number of occupied tenancies that have received a recorded tenancy visit this quarter	New	355	374	↑	729	Info only	**KP**

Code	Repairs & Maintenance	2025/26 Value	Jul 2026 Value	Aug 2026 Value	Sep 2026 Value	Monthly trend	YTD Value	2026/27 target
RM01	Work in Progress figures	1,838	1,562	1,431	1,434	↓	1,434	1,500
RP02a	Percentage of non emergency repairs completed within the landlord's target timescale	68.98%	60.25%	58.01%	61.29%	↑	58.57%	90%
RM03	Repairs completed right first time	75.29%	87.91%	89.25%	89.98%	↑	89.25%	85%
RMA04a	Average Completion Time - Appointable	New	26	24	24	-	24	20
RMW01d	% Work in Progress overdue to Work Orders raised	New	39.12%	35.57%	51.74%	↓	33.04%	5%
RP02b	Percentage of emergency repairs completed within the landlord's target timescale	97.18%	96.49%	97.84%	95.18%	↓	97.41%	100%
RMU04a	Average Completion Time - Urgent	New	5	5	6	↓	6	5

Code	PIA	Exception Notes
RP02a	Percentage of non-emergency repairs completed within the landlord's target timescale	Performance for appointable repairs was 61%, below target. Performance continues to be impacted by the prioritisation of emergency repairs, damp and mould cases, and other high-risk works, alongside efforts to reduce historic backlogs and overdue repairs. The remaining backlog includes a number of older and more complex repairs requiring specialist trades, follow-on works, multiple visits, or access arrangements. Actions are in place to reduce aged repairs, improve scheduling, increase capacity through recruitment and agency resources, and reduce Work in Progress levels to support improved performance.
RMA04a	Average Completion Time - Appointable	The average time to complete appointable repairs was 24 days, compared to the target of 20 days. To improve performance, we are prioritising the clearance of older outstanding repairs, strengthening scheduling and appointment management, and increasing operational capacity through the recruitment of permanent and agency staff. A continued focus on reducing follow-on works, resolving access

		issues, and lowering the overall backlog is expected to improve completion times over the coming months.
RMW01d	% Work in Progress overdue to Work Orders raised	Performance for overdue Work in Progress was 52%, significantly above target. This is largely driven by a backlog of older repairs while we continue to prioritise emergency repairs, damp and mould cases, and other high-risk works. Many overdue repairs are more complex and require contractor involvement, follow-on works, multiple appointments, or access arrangements before they can be completed. To improve performance, we have introduced regular backlog review meetings, strengthened management oversight of overdue repairs, and prioritised the oldest outstanding jobs for completion. Additional capacity is being provided through recruitment and agency resources, with a targeted focus on reducing aged repairs, lowering Work in Progress levels, and bringing overdue repairs back within target. Reducing overdue repairs remains a key priority and is central to the recovery plan, as this will improve repair completion times, increase customer satisfaction, and support better performance across the wider repairs service.
RMU04a	Average Completion Time - Urgent	The average completion time for urgent repairs was 6 days, above the target timescale. Performance has been impacted by ongoing service pressures, including the prioritisation of emergency repairs, damp and mould cases, and other high-risk works, alongside efforts to reduce the backlog of older repairs. Additional resources are being utilised to increase capacity, with a continued focus on improving scheduling, reducing overdue repairs, and bringing urgent repair completion times back within target.

Code	Awaab's	2025/26 Value	July 2026	August 2026	September 2026	Monthly trend	YTD Value	2026/27 target
ALRME04	Awaab's Law % of Emergency repairs completed within the landlord's target timescale	New	88.37%	67.74%	100%	↑	75.1%	100%
ALRMS04	Awaab's Law % of Significant repairs completed within the landlord's target timescale	New	73.33%	71.08%	74.55%	↑	70.68%	98%

Code	Awaab's	Exception Notes
ALRMS04	Awaab's Law % of Significant repairs completed within the landlord's target timescale	Performance for significant Awaab's Law cases investigated within 10 days was 75%, below target, but represents a 4% improvement on the previous month. Demand for damp and mould investigations remains high, and some cases require specialist surveys or further technical assessment before they can be progressed. This has impacted our ability to consistently achieve the 10-day target. A recovery plan is in place with enhanced management oversight of all open cases, weekly review of outstanding investigations, and targeted escalation of cases approaching target timescales. Additional surveyor and contractor capacity is being utilised to increase throughput. We are also strengthening case triage and scheduling arrangements to ensure higher-risk cases are assessed at the earliest opportunity. Improving compliance with Awaab's Law remains a key priority, with a continued focus on reducing outstanding investigations, increasing capacity, and driving sustained improvements in performance over the coming months.

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