Bury Councils Homeless Prevention and Temporary Accommodation Strategy 2026-2029

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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

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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.

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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

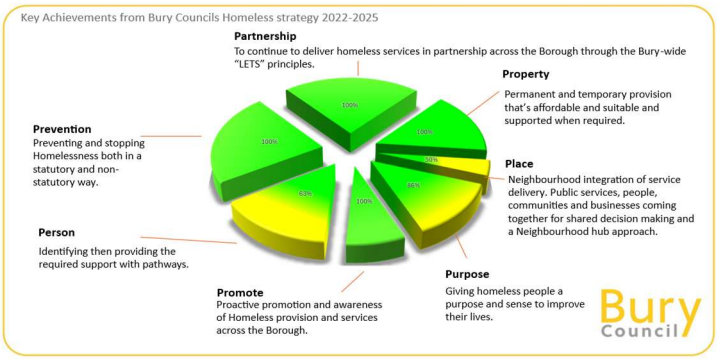
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homelessness journey in three words, the most common responses were "stressful", "good" and "helpful". This important insight highlights both the challenges people face when experiencing homelessness and the positive impact services can have. Whilst 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

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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.

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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.



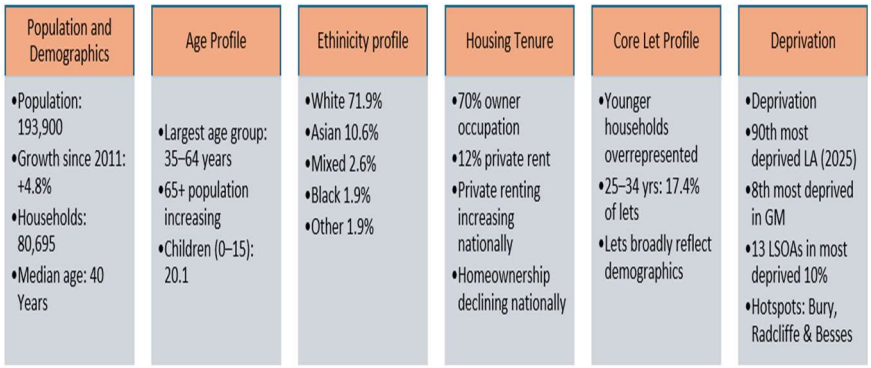
Like many areas across Greater Manchester and nationally, Bury is experiencing increasing housing and homelessness pressures. Demand for homelessness services continues to rise, driven by housing affordability challenges, increasing private sector rents, cost-of-living pressures and growing housing insecurity. 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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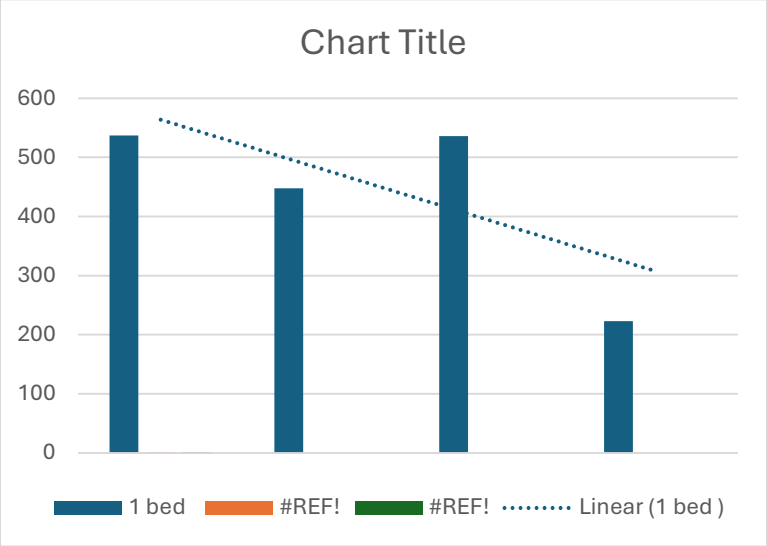
Current demand and pressures within Homelessness services

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.

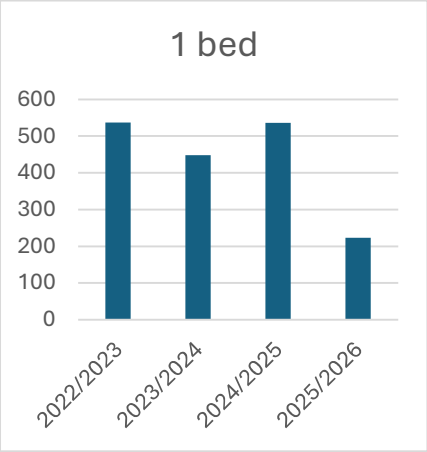


Whilst statutory homelessness cases have fluctuated, the overall number of residents contacting the service has continued to rise, increasing from approximately 4,000 contacts in 2022-23 to around 4,700 in 2024-25. Forecasts suggest demand could exceed 5,600 contacts by 2027-28, representing an increase 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.

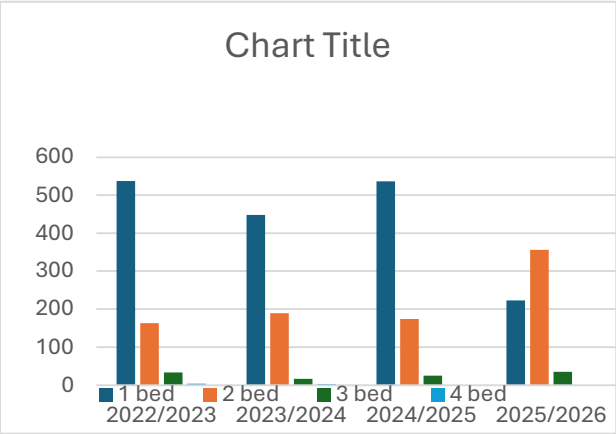
In response to rising demand, Bury Council expanded its temporary accommodation portfolio through the acquisition of additional dispersed units. However, demand has continued to outstrip supply, with increasing numbers of households requiring accommodation and remaining in temporary housing for longer 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

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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.

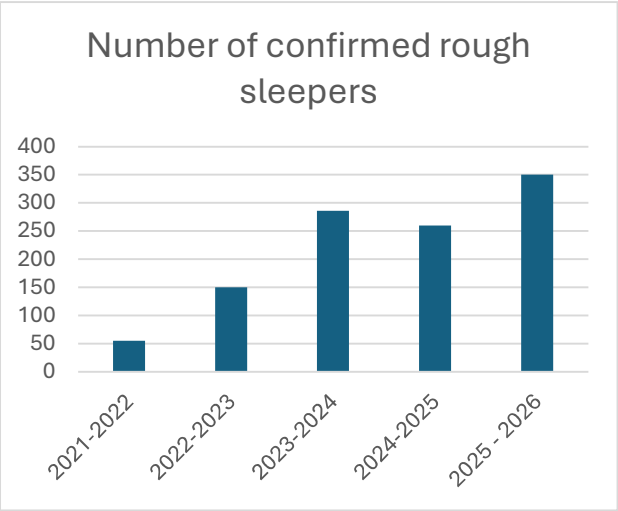
The limited availability of larger homes creates competing pressures across the housing system, requiring difficult decisions between families in temporary accommodation, care leavers, rough sleepers and other vulnerable households. Increasing demand, coupled with almost 1,900 applicants assessed as 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

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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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