Classification: Open	Decision Type: Key

Report to:	Cabinet	**Date:** 03 December 2026
Subject:	Approval of the Bury Councils Homelessness Strategy and Action Plan	
Report of	Cabinet Member of Housing Services	

1.0 Summary

1.1 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.

1.2 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.

1.3 Approval is sought to adopt the Homelessness Strategy and three-year action plan as the Council's strategic framework for homelessness. This will enable the publication of the homelessness review, strategy, action plan, and outcome measures, ensuring compliance with Ministry of Housing, Communities and Local Government (MHCLG) requirements.

1.4 The final draft Homelessness Strategy, three-year action plan and outcomes framework were presented to the Bury Homelessness Partnership, Bury Health and Wellbeing Board, and Bury Housing Advisory Board during November 2026 to support ongoing engagement, oversight, and delivery across the borough

2.0 Recommendation(s)

It is recommended that Cabinet:

2.1 Approve the adoption and publication of the Homelessness Strategy, homelessness review, three-year action plan, and local outcomes attached at appendices 1 - 4.

2.2 Delegate authority to the Director of Housing in consultation with the Cabinet Member for Housing to make minor amendments to the Homelessness Strategy, three-year action plan and outcome measures following approval,

where required to reflect changes in guidance, performance measures, or operational delivery arrangements.

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 homelessness review and three-year action plan have been developed through extensive stakeholder engagement, co-production, and the involvement of people with lived experience. This has provided a robust evidence base and informed the strategic priorities, actions and outcome measures contained within the documents.

3.3 The proposed governance arrangements and delivery framework will provide clear oversight, accountability, and performance monitoring of the three-year action plan, supporting the effective implementation of the Strategy and the achievement of its intended outcomes.

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

---

Report Author and Contact Details:

Name: Amanda Mullen
Position: Manager Homelessness Prevention and Housing Solutions
Department: Corporate Core
E-mail: A.Mullen@bury.gov.uk

5.0 Background

5.1 Local authorities have a legal duty under the Homelessness Act 2002 to publish a Homelessness Strategy. In addition, local authorities are now required to publish a supporting action plan and local outcomes framework aligned to the six national outcomes set by the Ministry of Housing, Communities and Local Government (MHCLG).

5.2 Bury Council's previous Homelessness Strategy covered the period 2022-2025 and complemented the Council's Housing Strategy. The development of that strategy involved extensive stakeholder engagement and co-production during the COVID-19 pandemic.

5.3 As the previous strategy reached the end of its lifespan, it was recognised that it no longer reflected current pressures, legislation, demand trends, and local priorities. A review was therefore undertaken to assess progress against the existing strategy and identify future priorities, alongside the development of a new Homelessness Strategy and three-year action plan.

5.4 In March 2025, a project group was established to lead a comprehensive programme of stakeholder engagement, co-production, and lived experience involvement. The purpose of this work was to review the achievements and challenges of the previous Homelessness Strategy, develop a robust evidence base, and co-produce a new Homelessness Strategy and three-year action plan that reflects local needs, emerging risks, and strategic priorities.

5.5 The Homelessness Review, strategy and action plan have been developed in accordance with the principles set out in Chapter 2 of the Homelessness Code of Guidance for Local Authorities through extensive stakeholder engagement, partnership working, co-production and lived experience involvement. This has provided a robust evidence base and informed the strategic priorities, actions and outcome measures contained within the final documents ensuring compliance with Ministry of Housing, Communities and Local Government (MHCLG) requirements.

5.6 The homelessness review, Homelessness Strategy and three-year action plan have also been informed by engagement with service users, people with lived experience of homelessness, residents of the borough and key stakeholders. This engagement has helped shape the strategic priorities, delivery actions and outcome measures that will guide homelessness prevention activity over the next three years.

5.7 Further to this, comprehensive literature reviews have been undertaken to ensure that the Homelessness Strategy reflects and aligns with local, regional, and national priorities. This has been supported by robust data analysis, needs assessments and evidence-led research to inform the development of the three-year action plan, delivery priorities, and outcome measures, ensuring resources are targeted towards areas of greatest need and impact.

5.8 Full evidence and feedback from this extensive stakeholder engagement, co-production, and lived experience involvement, together with the literature review, data analysis and needs assessment, is set out in Appendix 1 and 4: homelessness review and stakeholder engagement. This provides the evidence base that has informed the development of the Homelessness Strategy, three-year action plan, strategic priorities, delivery actions, and outcome measure.

6.0 Current Position

6.1 Following a comprehensive review of local homelessness, including stakeholder engagement, co-production, lived experience involvement, evidence analysis and a review of local, regional, and national priorities, a new Homelessness Strategy and three-year action plan have been developed.

6.2 The Homelessness Strategy has been designed to be concise and accessible, enabling residents and stakeholders to easily understand the Council's priorities and ambitions. Detailed evidence and findings are set out within the accompanying homelessness review document.

6.3 Analysis of the evidence, stakeholder engagement and lived experience feedback identified four strategic priorities: ***strengthening early intervention and prevention; ensuring access to safe, suitable, and quality accommodation; preventing and reducing rough sleeping; and providing the right support at the right time***. These priorities form the foundation of the Homelessness Strategy and three-year action plan.

6.4 The Homelessness Strategy is underpinned by a prevention framework that recognises homelessness prevention as a whole-system responsibility. The framework focuses on four stages: universal prevention, targeted prevention, crisis prevention, and recovery prevention, ensuring support is available from early intervention through to long-term housing sustainment. This approach supports the ambition to make homelessness rare, brief, and non-recurring, while improving outcomes for residents and reducing demand on public services.

6.5 The Homelessness Strategy places a strong emphasis on data, evidence, and digital innovation to strengthen understanding of homelessness and its root causes. Through data analysis, needs assessments and demand forecasting, the Strategy will support evidence-based decision making, identify future pressures and ensure resources are targeted effectively to improve outcomes and strengthen strategic planning.

6.6 We have also established six local outcome measures aligned to the six national homelessness outcomes set by the Ministry of Housing, Communities and Local Government (MHCLG). These outcome measures provide the framework through which progress against the Homelessness Strategy and action plan will be monitored and reported over the next three years.

Metric	Baseline	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 (Sept 2026)	2.6 per 1,000 (Sept 2027)	2.4 per 1,000 (Sept 2028)	17.2% Reduction
Number of families in Bed & Breakfast accommodation over 6 weeks	6 (Sept 2025)	4 (Sept 2026)	0 (Sept 2027)	0 (Sept 2028)	100% Reduction
Success at preventing and relieving homelessness	42% (Sept 2025)	46% (Sept 2026)	49% (Sept 2027)	52% (Sept 2028)	23.8% Increase
Success at preventing and relieving homelessness for those experiencing multiple disadvantage	43% (Sept 2025)	33% (Sept 2026)	39% (Sept 2027)	45% (Sept 2028)	4.7% Increase
People who are sleeping rough long term	2 (Nov 2025)	2 (Nov 2026)	0 (Nov 2027)	0 (Nov 2028)	100% reduction
People sleeping rough on a single night	5 (Autumn 2025)	10 (Autumn 2026)	5 (Autumn 2027)	5 (Autumn 2028)	50% reduction

Whilst these six measures form the core performance framework, additional outcome measures and indicators will be developed through ongoing co-production and partnership working to ensure that the impact and benefits can be effectively evidenced

6.7 A three-year action plan has been developed, informed by the strategic priorities and evidence identified through the review process. The action plan provides a framework for delivery over the next three years; however, it is intended to evolve through ongoing collaboration with the Bury Homelessness Partnership and thematic working groups comprising partners, service areas, and people with lived experience. This approach will ensure that co-production remains central to implementation, with the design and delivery of actions shaped through continued partnership working and engagement.

6.8 The Bury Homelessness Partnership has played a central role in overseeing the development of the Homelessness Strategy and will continue to support its implementation. This will ensure that the voices of stakeholders and people with lived experience remain embedded throughout the delivery of the Strategy and action plan.

6.9 Bury Council's Health and Wellbeing Board has agreed to provide strategic oversight and governance of the Homelessness Strategy and three-year action plan. This will ensure clear accountability, alignment of priorities and a strong focus on prevention across the wider system. The arrangements will support a joined-up approach to homelessness, reinforcing the principle that preventing homelessness is a shared responsibility.

6.10 Strong governance, effective delivery and partnership working will be critical to the success of the Strategy and action plan. These arrangements will support the achievement of shared outcomes for residents, maximise social return of investment and strengthen the impact of integrating services across

the borough, ensuring that resources are targeted effectively and deliver improvements for our residents.

7.0 Next steps

7.1 Subject to Cabinet approval, the homelessness review, Homelessness Strategy, three-year action plan, and outcomes framework will be formally adopted and published in accordance with statutory requirements and MHCLG expectations.

7.2 The six local outcome measures will be embedded within performance management arrangements, with regular monitoring and reporting to track progress against the strategic priorities and delivery actions.

7.3 The Bury Homelessness Partnership will continue to provide partnership oversight and support implementation of the Strategy through ongoing stakeholder engagement, co-production, and lived experience involvement

7.4 Thematic working groups will be established to develop and deliver actions against each strategic priority, ensuring that partners, service areas, and people with lived experience remain central to implementation

7.5 The Health and Wellbeing Board will provide strategic oversight and governance, monitoring progress, strengthening accountability and ensuring alignment with wider borough priorities and prevention-focused approaches.

7.6 Quarterly review of progress will be undertaken to assess delivery against the action plan, outcomes framework and strategic priorities, with actions and performance measures refined where necessary to respond to emerging needs, evidence, and policy changes.

Links with the Corporate Priorities:

The Homelessness Strategy directly supports Bury Council's corporate priorities of Improving Children's Lives, Driving Inclusive Growth and Tackling Inequalities, whilst contributing to the Council's *Let's Do It!* vision. By strengthening homelessness prevention and reducing reliance on temporary accommodation, the Strategy will help more children and families access safe, stable housing, improving health, wellbeing, and life opportunities. Secure accommodation also enables residents to access employment, education and training, supporting greater economic participation and inclusive growth.

Through a prevention-focused and partnership-led approach, the Strategy will target support towards those most at risk of homelessness, rough sleeping, and multiple disadvantage, helping to reduce inequalities and improve outcomes for vulnerable residents across the borough.

The Strategy embraces the *Let's Do It!* approach by promoting shared responsibility, community involvement, and a whole-system response to homelessness. Through collaboration across housing, health, social care, criminal justice, the voluntary sector and local communities, the Strategy seeks to ensure that homelessness prevention is everyone's business and that residents receive the right support at the right time.

Equality Impact and Considerations:

An equality impact assessment has been completed for the homelessness strategy.

The Equality Impact Assessment (EqIA) concludes that the proposed adoption of the The overall strategy is anticipated to have an overall positive impact. Preventative actions and mitigations within the strategy offer characteristic based support to limit the potential disproportionate impacts each characteristic may face. Individual activities and actions within the strategy may require individual impact assessments to ensure these remain equitable and supportive.

Environmental Impact and Considerations:

Not required for this report

Assessment and Mitigation of Risk:

Risk / opportunity	**Mitigation**
Failure to deliver the priorities and actions set out within the Homelessness Strategy and three-year Action Plan.	Clear governance arrangements will be established through the Bury Homelessness Partnership and Health and Wellbeing Board, supported by regular performance monitoring and reporting.
Failure to meet statutory and national expectations relating to the publication and implementation of the Homelessness Strategy, Action Plan and Outcomes Framework	The Strategy, Action Plan and Outcomes Framework have been developed in line with the Homelessness Act 2002, Homelessness Code of Guidance and MHCLG requirements.
Increased homelessness demand and wider economic pressures may impact the achievement of strategic outcomes.	Ongoing needs assessments, demand forecasting and performance monitoring will enable early identification of pressures and inform service planning and resource allocation.
Insufficient partnership engagement could impact delivery of a whole-system approach to homelessness prevention.	Delivery will be supported through the Bury Homelessness Partnership, thematic working groups and continued co-production with partners and people with lived experience.
	The Strategy includes a clear outcomes framework, local performance

Failure to achieve intended outcomes for residents and vulnerable households	measures, and regular review arrangements to monitor progress.
Opportunity to strengthen prevention and reduce future demand on homelessness services	Implementation of the Strategy will support earlier intervention, improved partnership working and targeted prevention activity to make homelessness rare, brief, and non-recurring.
Opportunity to improve health, wellbeing, and wider social outcomes for residents.	A whole-system approach involving housing, health, social care, criminal justice, and voluntary sector partners will support better outcomes.

Procurement Implications

No direct impact however, procurement will continue to work the department to implement any of the required strategies

---

Legal Implications:

Under the Homelessness Act 2002, the Council, as the local housing authority, is required to carry out periodic reviews of homelessness within its area and to publish a homelessness strategy based on the findings of those reviews. The strategy must be reviewed and republished at least every five years and must be considered in the exercise of the Council's housing functions.

Approval of the Homelessness Strategy will assist the Council in demonstrating compliance with its statutory duties and in providing a clear framework for the discharge of its homelessness and rough sleeping functions. The Strategy should also support delivery of the Council's duties under the homelessness legislation, including the prevention and relief duties introduced by the Homelessness Reduction Act 2017.

Section 3 of the Homelessness Act 2002 requires a local housing authority, before adopting or modifying a homelessness strategy, to consult:

- The social services authority for its district (if different from the housing authority).
- Voluntary organisations and other bodies working with people who are homeless or at risk of homelessness.
- Registered social landlords / registered providers operating in the district.
- Other public or local authorities considered appropriate.

- Other persons considered appropriate by the authority.

Guidance also encourages consulting people with lived experience of the issues covered by the Strategy.

The report author reports that the Council has undertaken the above consultancy in the development and preparation of the Strategy and outcomes of them are appended to the report.

In addition to the statutory requirement for a homelessness strategy, the Government has issued guidance and a national policy framework through its National Plan to End Homelessness which expects local authorities to develop and publish a supporting Action Plan and to monitor delivery against an outcomes framework. While these requirements are not currently statutory duties under the Homelessness Act 2002, compliance is expected and will be relevant to performance management, external assurance, funding arrangements, and the Council's ability to demonstrate alignment with national homelessness and rough sleeping objectives.

There are no immediate additional legal implications arising directly from adoption of the Strategy. However, any actions, policies, commissioning decisions or contractual arrangements implemented to deliver the Strategy must be undertaken in accordance with the Council's statutory powers and duties, including public law principles, equality duties under the Equality Act 2010, procurement requirements and relevant housing legislation.

Financial Implications:

There are no direct financial implications arising from the approval of this strategy. However, as specific initiatives and delivery plans are developed to support its objectives, any associated financial implications will be identified, evaluated, and considered through the Council's governance and budget processes.

The strategy sets out a clear ambition to reduce the use of temporary accommodation by increasing the number of people and families moving into settled housing. Over time, this should help mitigate the financial impact of Housing Benefit subsidy losses linked to temporary accommodation. Nevertheless, continued increases in demand mean that a preventative approach, focused on early support and intervention, will remain critical to achieving both service and financial sustainability.

Appendices:

Appendix 1 – Draft Homelessness review

Appendix 2 – Draft Homelessness strategy 2026- 2029

Appendix 3 – Draft action plan 2026-2029

Appendix 4 – Stakeholder engagement

Background papers:

Bury Homelessness strategy 2022–2025 - 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
MHCLG	Ministry of Housing, Communities and Local Government
NHS	National Health Service
B&B	Bed and Breakfast Accommodation
Homelessness Review	The statutory review of homelessness within the borough undertaken to inform the Homelessness Strategy
Homelessness Strategy	The Council's strategic framework for preventing and relieving homelessness
Three-Year Action Plan	The delivery plan setting out actions, measures, and responsibilities to achieve the objectives of the Homelessness Strategy
Outcomes Framework	The measures and indicators used to monitor progress against the Strategy and Action Plan
Co-production	An approach that involves residents, service users, partners, and people with lived experience in the design, development and delivery of services and strategies
Lived Experience	Knowledge and insight gained through direct personal experience of homelessness or housing insecurity
Bury Homelessness Partnership	The multi-agency partnership responsible for supporting delivery and oversight of homelessness priorities in the borough
Health and Wellbeing Board	The statutory partnership responsible for providing strategic leadership on health, wellbeing, and reducing inequalities across the borough
Registered Provider (RP)	A housing association or social housing provider registered with the Regulator of Social Housing