

# Trafford Council

Homelessness Strategy 2025-2030



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## Foreword

I am delighted to introduce our Homelessness Strategy 2025-2030 which follows on from the previous Trafford Homelessness Strategy 2019-2024. This Strategy underpins the Council's Corporate Priorities and sits alongside a suite of other housing related strategies including the 10-year Estates Strategy 2023-2033, the Housing Strategy 2025-2030, and the Supported Housing Strategy 2023-2028.

Making sure all our residents have a safe and affordable place to call home remains a top priority for Trafford Council.

We recognise that homelessness is complex, and simply providing a roof is not always the complete solution. Homelessness and rough sleeping can sometimes be the result of a combination of problems such as poverty, offending, substance misuse, domestic abuse, poor mental health, and trauma.

That is why we are committed to taking a person-centred approach to address wider needs as well as housing need, to create effective and sustainable solutions with a focus on preventing repeat homelessness and rough sleeping. This Strategy details how we will achieve this, setting out our vision, priorities and objectives.

In delivery of this Strategy, we will build on the progress made under the previous Homelessness Strategy and continue to work collaboratively with our partners, stakeholders, voluntary agencies, and local people to achieve our vision of working together to prevent homelessness and eradicate rough sleeping in Trafford.



**Councillor James Wright**  
Executive Member for Housing & Advice  
Trafford Council

## Introduction

Under the Homelessness Act 2002, it is a legal requirement for Local Housing Authorities to publish a new Homelessness Strategy every five years, after completing a review into homelessness within the borough.

In line with the legislation, the Trafford Homelessness Strategy 2025-2030 sets out the priorities for tackling homelessness in the borough over the next 5 years. The findings of the homelessness review have been used to shape the Strategy, which outlines the main causes of, and provides a strategic plan to tackle, homelessness and rough sleeping in Trafford.

The overarching vision of the Strategy is:

“Work together to prevent homelessness and eradicate rough sleeping in Trafford.”

Trafford Council cannot deliver the Homelessness Strategy 2025-2030 in isolation; achievement will require collaborative working with public sector organisations at local and national level, alongside our private and voluntary sector partners. The Strategy sets out how such partnership working will be achieved and sustained.

An annual statement will be published each year to show progress against the objectives contained within this Strategy.

## Strategic Priorities

The following strategic priorities have been identified to help achieve the overarching vision of this Strategy.

1. Prevent homelessness in Trafford.
2. Increase the supply of good quality temporary accommodation and reduce the use of Bed and Breakfast/emergency hotel accommodation.
3. Ensure Trafford residents can access suitable and affordable settled move-on accommodation.
4. Support residents to maintain their tenancies to avoid repeat homelessness.
5. Work towards eradicating rough sleeping in Trafford.

## Policy and Strategic Context


There have been several new national, regional, and local policies, strategies, initiatives, and announcements that have affected the housing sector since the Homelessness Strategy 2019-2024 was published. The key legislative and policy changes are listed in the graphic on page 3.

Alongside these changes to legislation and policy, Trafford's residents and housing market have been impacted by the following social and economic factors since the last Housing Strategy was published in 2019:

- The Covid-19 pandemic caused unprecedented disruption to economic and social life in the UK along with the rest of the world. In England, the short-term homelessness impacts focused on minimising rough sleeping and ensuring the safety of people in temporary accommodation. However, the long-term effects have led to a shift in the way in which services operate. There is also a greater appreciation of the importance of safe and suitable accommodation, whether this be settled housing or housing provided on an emergency or temporary basis.
- The UK has been experiencing a cost-of-living crisis since late 2021, which has had a huge impact on the affordability of housing, energy, and living costs. This is compounded in Trafford where property prices and rents were already amongst the highest in the Northwest. In addition, high cost of borrowing continues to put pressure on homeowners with mortgages, with affordability becoming even more challenging. This is a big concern for Trafford where almost half of households are homeowners.
- Challenges faced by the asylum system in the UK has had a profound impact on homelessness across the country. In 2022, the annual number of asylum applications to the UK reached the highest level since 2002. Although the number of applications has decreased slightly since then, the number of refugees requiring homelessness support from Local Authorities continues to increase significantly. This is due to a push from Government to clear the backlog of applications and make quicker decisions. In turn, this leads to those who receive refugee status being required to leave Home Office accommodation within 28 days, often with no alternative accommodation available to them.
- These combined challenges have had a detrimental impact on the levels of homelessness in all areas of the country. In Greater Manchester, after four years of reductions, the number of rough sleepers increased for the second year running in 2023/24. The impact has also been felt in Trafford, with the number of households being placed into emergency accommodation increasing by 146% between 2022/23 and 2023/24. This is compounded by the insufficient supply of affordable housing in the Trafford borough.

## Key Legislation, Policies and Strategies

Due consideration has been given to the legislation, policies, and economic context within which the Trafford Homelessness Strategy 2025-2030 has been drafted. Full details of the Strategic Context can be found in Appendix 1.

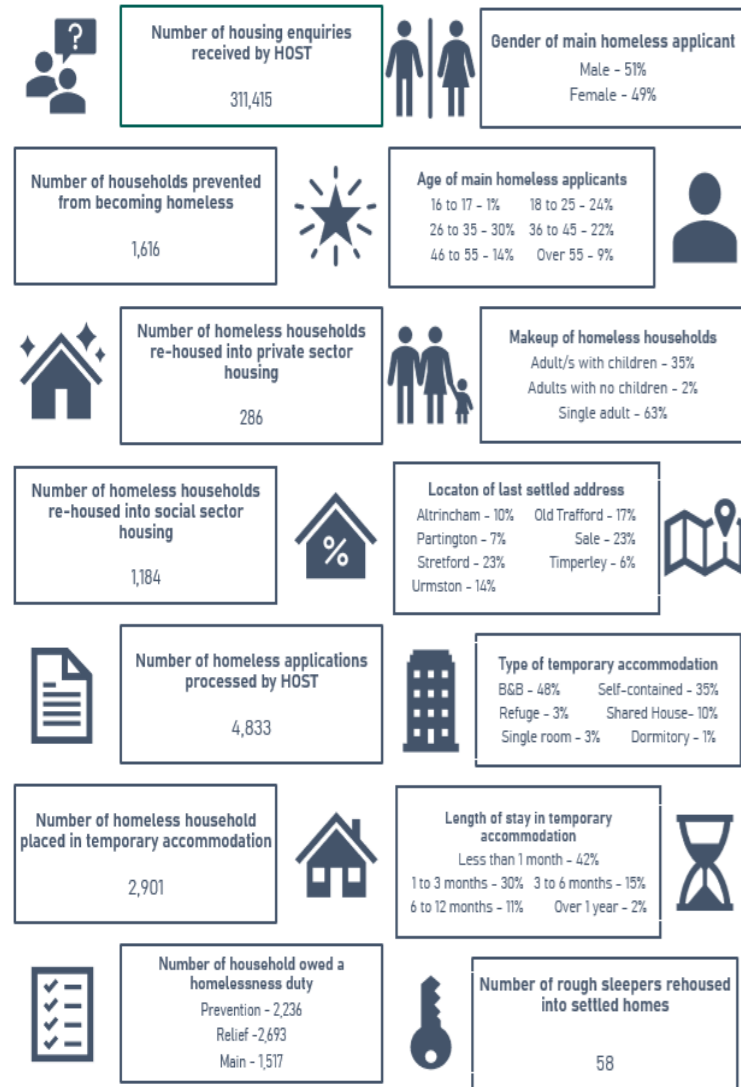


National	Regional	Local
Homelessness Reduction Act 2017	Greater Manchester Homelessness Prevention Strategy 2021-2026	Trafford Corporate Plan 2024-2027
The Social Housing White Paper 2020	Greater Manchester Housing Strategy 2019-2024	Trafford Housing Strategy 2025-2030
Domestic Abuse Act 2021	Greater Manchester Strategy 2021-2031: Good lives for all	Trafford Supported Housing Strategy 2023-2028
MHCLG Ending Rough Sleeping for Good 2022	A Bed Every Night (ABEN)	Trafford Domestic Abuse Strategy 2022-2025
Homes England Strategic Plan 2023-2028	GM Housing First Pilot	Trafford Health and Wellbeing Strategy 2019-2029
The Criminal Justice Bill 2023		

## Trafford Homelessness Strategy 2019-2024 Achievements

1,616 households prevented from becoming homeless	286 homeless households rehoused into the private rented sector	1,184 homeless households rehoused into social housing	58 rough sleepers rehoused into settled accommodation
Trafford Empty Homes Strategy launched in 2020	Trafford Supported Housing Strategy launched in 2023	Private Landlord's Forum developed in 2021	Private Sector Lead role created within HOST
Homelessness Mobile Health Unit launched in 2023	200 households provided financial assistance via HOST Rent and Bond Scheme	2,901 homeless households provided with temporary accommodation	2,050 out of hours calls received resulting in 215 out of hours placements
14 homeless individuals with complex needs referred into Housing First Scheme	1,520 households assisted by Tenancy Support Team	680 homeless individuals referred into supported accommodation	548 homeless individuals accommodated under the ABEN Scheme
219 ABEN residents supported into settled housing	1 empty property brought back into use to create 4 units of temporary accommodation	553 new affordable homes built	6 units of high-need supported accommodation created in 2024

## Overview of Homelessness in Trafford 2019/20 to 2023/24



## Consultation Findings

The Council consulted with stakeholders including Registered Providers, internal and external frontline housing services, and internal and external support services. The findings were used to help shape this Strategy. The Stakeholders were asked the following questions:

1. What comes to mind when you think of homelessness in Trafford?
2. What are your views on the draft strategic priorities?
3. What recommendations and actions do you think are necessary to achieve Priority 1?
4. What recommendations and actions do you think are necessary to achieve Priority 2?
5. What recommendations and actions do you think are necessary to achieve Priority 3?
6. What recommendations and actions do you think are necessary to achieve Priority 4?
7. What recommendations and actions do you think are necessary to achieve Priority 5?

In summary, Stakeholders felt the draft strategic priorities were clear and impactful. In addition, the suggested recommendations and actions were also taken into account and some were brought forward into the Strategy. The word cloud below provides a visual summary of the key words and phrases used by Stakeholders when asked about homelessness in Trafford. The larger the word the more frequently it occurred during the consultation.



## Homelessness Review 2024

### Local Context

Findings from the Trafford Housing Need and Demand Assessment 2023<sup>1</sup> found that Trafford has a population of around 236,300 residents comprising of approximately 96,270 households.

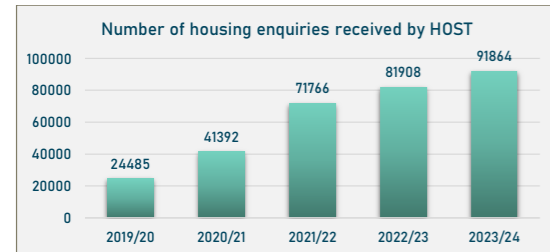
The number of dwellings in the borough is approximately 98,389, made up of 75.1% houses, 21.5% flats, and 3.3% bungalows.

The tenure split of Trafford's housing stock is 69% owner occupied, 15.4% private rented, 15.7% affordable/social housing.

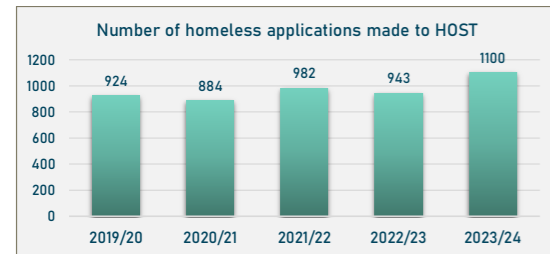
Both rental and property prices in Trafford are among the highest in Greater Manchester. As of April 2024, the average property price was £362,158 and the average rent was £1,792 per calendar month.

### Homelessness in Trafford

There has been a significant increase in the number of households contacting Housing Options Service Trafford (HOST) since 2019/20. This includes contact made via telephone, email and by visiting the office at Sale Waterside.



There has also been an increase in the number of homeless applications taken by HOST. In 2023/24, 1,100 households approached HOST to make a homeless application. This is a 17% increase from 2022/23, and a 19% increase between 2019/20 and 2023/24.



<sup>1</sup> Trafford Housing Needs Assessment (HNA) 2023

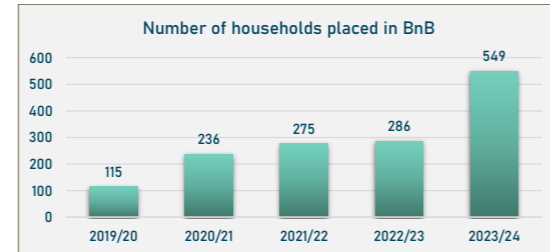
The increase in homeless households is a nationwide issue which has been driven by several factors including the cost-of-living crisis, the humanitarian crisis caused by the war in Ukraine, a shortage of social housing, ever increasing private rent prices, and an increase in refugees being made homeless from Home Office accommodation following positive asylum decisions.

### Temporary and Emergency Accommodation Placements

This increase in homelessness has understandably led to an increase in households requiring temporary and emergency accommodation. In Trafford, the number of households placed into temporary accommodation has more than doubled between 2019/20 and 2023/24.

Due to this unprecedented demand, Trafford has experienced a significant increase in the number of homeless households placed into BnB. This is because the existing temporary accommodation supply is insufficient to meet the increased demand.

Between 2019/20 and 2023/24, the number of households placed in BnB by HOST has increased by 377%.



While these figures are concerning, HOST have made huge efforts to reduce the number of households placed into BnB. As a result, there has been an 18% reduction in the number of households in BnB at the end of 2023/24 compared to the previous year.

### Reasons for Homelessness

The top five most common reasons for loss of last settled home in Trafford have remained consistent since 2019/20. These are:

- Having no accommodation upon leaving prison
- Being asked to leave by family or friends
- End of social rented tenancy
- End of private rented tenancy
- Domestic abuse

Of the 4,773 homeless applicants taken by HOST over the past 5 years, more than 35% of them were the result of the household being asked to leave by family members or friends.



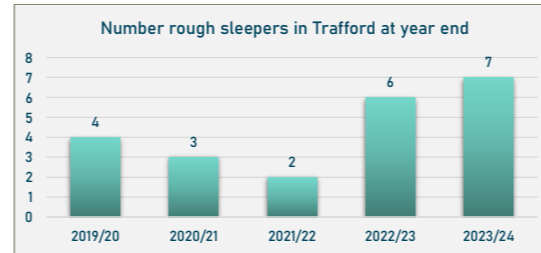
For households who became homeless from a Trafford residence, their last settled address was most commonly located in Stretford (25%), Sale (23%), or Old Trafford (17%). Stretford and Sale have consistently been the location of homeless applicants' last settled address for the past 5 years.

For households who approach Trafford for assistance, but became homeless from another borough within Greater Manchester, their last settled address was most frequently in Manchester or Salford.

Approximately 3.5% of all homelessness approaches to Trafford each year are made by individuals from outside of Greater Manchester.

### Rough Sleeping

There has been a slight increase in the levels of rough sleeping in Trafford over the past 5 years. This again can be linked back to the cost-of-living crisis which has increased living expenses and property prices across the country, and to the increase in refugees becoming homeless after leaving Home Office accommodation.

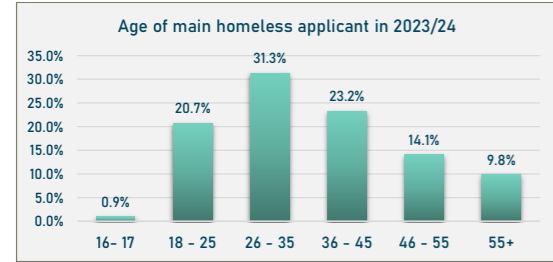


These figures are taken from the findings of the annual rough sleeper count and intelligence gathered from various internal and external agencies. All rough sleepers were known to HOST and were offered assistance from the first point of contact. However, some rough sleepers are reluctant to engage with support or accepted offers of emergency accommodation.

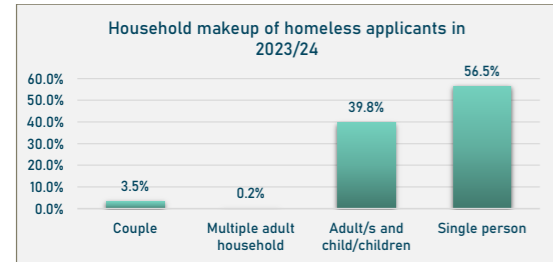
**Demographics of Trafford's Homeless Applicants**

The gender split of the main homeless applicants in 2023/24 was 52% female and 48% male.

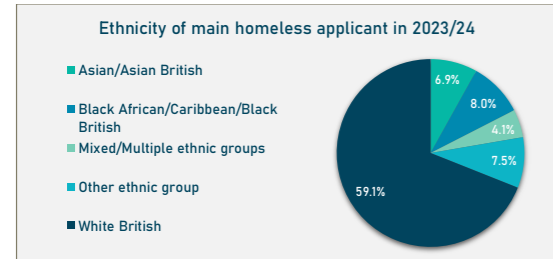
Most homeless applicants in 2023/24 were aged between 26-35 years (31%), 36-45 years (23%), and 18-25 years (21%).



The household makeup of Trafford homeless applicants in 2023/24 was predominantly single people (57%) and households containing both adults and children (39.8%).

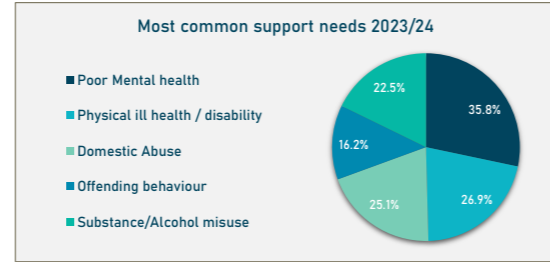


The most common ethnicity of homeless applicants in Trafford is consistently White British. In 2023/24, over half of all homeless applicants identified as White British.



In 2023/24, 43% of homeless applicants had an identified support need. The most common support needs were poor mental health, physical ill health and/or disability, history of domestic abuse, offending behaviour, and alcohol/substance misuse.

These have remained the most common support needs for Trafford's homeless applicants for the last five years.



**Homelessness Support**

In 2023/24, HOST's Tenancy Support Team assisted 256 households with a variety of housing problems. In total, 46 households were prevented from becoming homeless, 82 were supported to maintain independent living, and 37 were assisted by the team into supported accommodation.

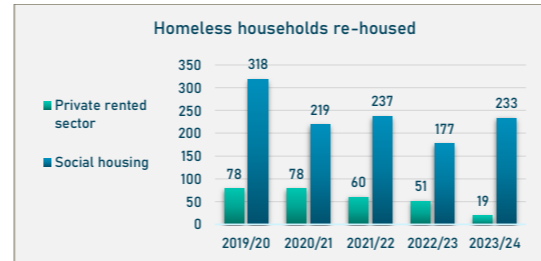
92% of Tenancy Support cases were closed with positive outcomes, with the most common reasons for unsuccessful outcomes being the customer received a custodial sentence or they failed to engage with the support.

The number of homeless households referred to supported accommodation schemes has increased slightly over the last four years. However, as referrals are only made when a vacancy becomes available, the figures are not truly reflective of the demand for supported housing.

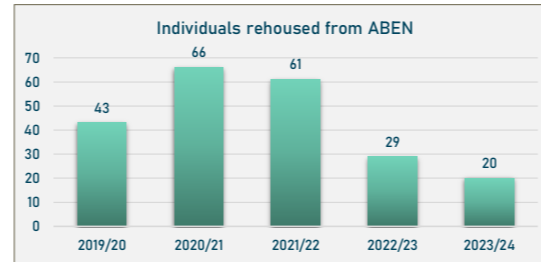


**Homeless Service Outcomes**

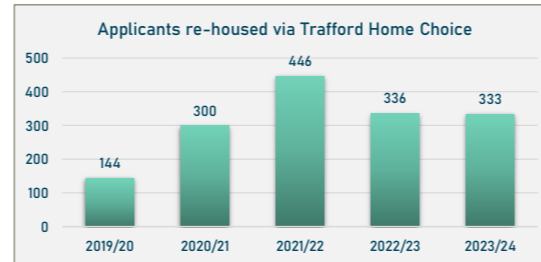
Despite the numerous challenges faced by the team, HOST have achieved some great successes over the last five years. Between 2019/20 and 2023/24, HOST prevented 1,616 households from becoming homeless and assisted 1,470 households into settled accommodation, including 58 rough sleepers. Of those re-housed, 80% secured social rented housing and 20% secured private rented homes.



Over 200 of the households that secured settled accommodation were households who were rough sleeping or at imminent risk of rough sleeping that received assistance via Trafford's A Bed Every Night Scheme (ABEN).



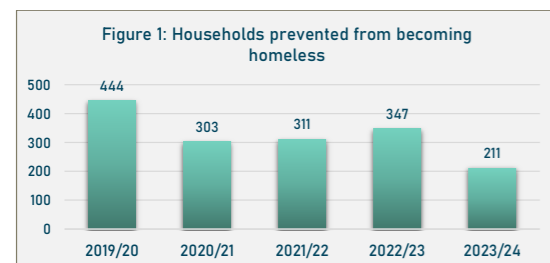
In addition to providing the Council's housing and homelessness service, HOST are also responsible for managing the borough's housing register (Trafford Home Choice). Since 2019/20, 1,559 applicants have successfully acquired social housing via Trafford Home Choice.



## PRIORITY 1: Prevent homelessness in Trafford

The number of households prevented from becoming homeless in Trafford has reduced over the last five years. This is due to several factors including the cost-of-living crisis pushing more households into homelessness, the rise in rental prices making it challenging for households to afford their home or source alternative accommodation prior to becoming homeless, and the insufficient supply of social housing in the borough.

Figure 1 shows how many households were prevented from becoming homeless by HOST each year from 2019/20 to 2023/24. As evidenced, the number of homelessness preventions in 2023/24 was 52% lower than in 2019/20.



With the launch of the Homelessness Reduction Act 2017, the Government placed a clear emphasis on the prevention of homelessness. Trafford must therefore do more to improve the prevention efforts.

### Tackling the Most Common Reason for Homelessness

To effectively prevent homelessness in the borough, Trafford Council must introduce measures to tackle the most common causes of homelessness.

Findings from the 2024 Homelessness Review revealed that the lead cause of homelessness in Trafford is being asked to leave by family. Trafford Council must therefore consider what initiatives can be put in place to prevent family members being asked to leave and/or to source alternative accommodation for such individuals before they are required to leave their family home.

One way Trafford is currently trying to achieve this is by working with the Greater Manchester Better Outcomes Partnership (GMBOP)<sup>2</sup>. The service offers mediation for those aged 18-25 who are at risk of homelessness. While this partnership is valuable, Trafford Council must explore options to offer similar mediation services to those aged 25+.

<sup>2</sup> GMBOP (Greater Manchester Better Outcomes Partnership)

<sup>3</sup> 230414-housing-tenure-accessible.pdf

Additionally, Trafford Council will need to explore the possibility of offering incentives to family members to encourage them to allow the customer to remain at home.

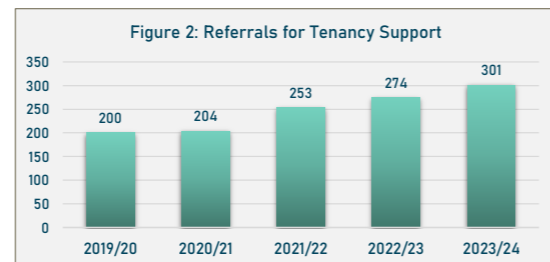
### Tenancy Support Service

The Council recognises the vital role that support services play in the prevention of homelessness. As a result, HOST introduced the Tenancy Support Service in 2017 to offer person-centred support to households facing a wide range of housing challenges.

The Tenancy Support Service has since been expanded to offer tailored support to various cohorts including rough sleepers, refugees, and ex-offenders. The support offered includes advocacy, income maximisation, addressing physical and mental health conditions, accessing wider support services, and accessing employment, education and training.

Since 2019/20, the Tenancy Support Service has prevented 368 Trafford households from becoming homeless. While this is a fantastic achievement, there is still more that must be done.

The demand for the Tenancy Support Service has increased dramatically over the past five year. Figure 2 shows the number of referrals into the service from 2019/20 to 2023/24.



Due to this increased demand, the Tenancy Support Service now operate a waiting list. As at the end of 2023/24, there were 100 individuals on the waiting list with an average waiting time of 7.5 months. As a result, it is likely that some households are becoming homeless before the Tenancy Support Service are able to intervene.

Therefore, to effectively prevent homelessness in the borough, Trafford Council needs to explore options to improve the Tenancy Support Service to enable all those who require it to receive support in a timely manner before they reach housing crisis. The Council may also seek to utilise external support agencies to bridge any gaps in the in-house support offer.

<sup>4</sup> Property118 | Half of tenants don't know their rights when facing problems

<sup>5</sup> Housing and homelessness advice

### Private Rented Sector

Trafford has the second smallest private rented sector in Greater Manchester<sup>3</sup> with only 15% of homes being privately rented, while 69% are owner occupied and 15% are social rented.

With home ownership being out of reach for many Trafford residents due to the high property prices, and demand for social housing far outweighing supply, renting privately is often the most viable and quickest option of housing in Trafford households.

It is within this context that the Council needs to ensure stronger links are forged between HOST and local private landlords. HOST have made some headway with this with the appointment of a Private Sector Lead who negotiates with private landlords to source suitable properties for homeless customers. However, more must be done to bring additional private landlords onboard and to maintain the existing relationships.

Further progress could be made by increasing the incentives offered to private landlords and in return request the landlord allows HOST to assist with tenants who are at risk of eviction prior to any notice being served.

In addition, HOST could seek to improve the advice available to private landlords to support them in managing their properties and tenants, to reduce the likelihood that eviction will occur.

### Advice and Education

A recent survey conducted by Tenancy Deposit Scheme (TDS) Charitable Foundation found that 50% of all private renters in the UK were unsure where to get help if their landlord failed to address an issue within their property<sup>4</sup>. While these results are concerning, they offer an opportunity for Local Authorities to prevent homelessness by offering clear and accessible advice and education on the rights of tenants.

In 2024, the Council updated the Housing and Homelessness Advice webpage to make it more accessible<sup>5</sup>. The webpages are reviewed regularly to ensure they remain up to date with any changes in legislation.

However, advice must be accessible to everyone, including those who are digitally excluded. HOST offer advice face to face, via telephone and email. However, as demand on the service increases, the response times are reduced. The Council will therefore look for other opportunities to distribute housing and homelessness advice to those that require it. To prevent homelessness, this advice should be accessible to all residents prior to them experiencing any housing difficulties.

One option for this would be to create housing advice materials that can be distributed to local schools, GPs and Job Centres.



# PRIORITY 1: PREVENT HOMELESSNESS IN TRAFFORD

## RECOMMENDATIONS & ACTIONS

### 1 Tackle the main causes of homelessness in Trafford

- Review the main causes of homelessness in Trafford annually and adjust responses to target the top three causes.
- Explore options to offer mediation and financial assistance to households who are asking household members to leave.
- Create an early notification portal to allow landlords, organisations and residents to alert HOST to at-risk tenants prior to notice being served.
- Continue to operate the GM Hospital Discharge protocol to ensure adequate notice is given of those being discharged without accommodation.

### 2 Provide timely housing support to Trafford households

- Explore the possibility of increasing HOST staff capacity by recruiting and training additional Housing Officers to reduce caseloads and improve response times.
- Consider the possibility of expanding the Tenancy Support Service to a level that meets demand and reduces waiting times.
- Produce and promote a quarterly self-help calendar of housing-related events such as budgeting and income maximisation workshops, tenant's rights and responsibilities training sessions, and landlord-tenant mediation sessions.
- Conduct a review of the current support offer and look to bridge any gaps with assistance from external organisations and the voluntary sector.

### 3 Make effective use of Trafford's private rented sector

- Continue to forge stronger relationships with local private landlords via the Landlord's Forum, and boost engagement with incentives for attending.
- Create digital and physical advice materials that are available to private landlords, including signposting to where additional help and advice can be accessed.
- Review the incentives offered to private landlords for accommodating homeless households with a view to increasing them if the landlord agrees to allow HOST to intervene with any at-risk tenancies prior to notice being served.

### 4 Educate and advise all Trafford residents on housing

- Create and distribute easy-read housing advice materials to local schools, universities, GP surgeries, Job Centres, foodbanks, and day centres.
- Explore the possibility of holding drop-in housing advice sessions in collaboration with internal and external partners.
- Ensure all advice materials, both physical and digital, are accessible, and offered in different languages and formats.
- Conduct a review into the most common housing issues and questions received by HOST and use the findings to create an easy-read FAQ guide to be published on the website and distributed to local services.

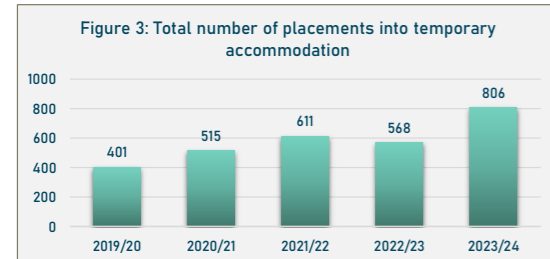
### 5 Strive for continuous service improvement

- Complete annual analysis on response times, HOST Officer caseloads, and HOST customer outcomes to address delays and improve service delivery.
- Consider the possibility of utilising Trafford's Contact Centre to triage HOST customer phone calls, to free up HOST Officer time and reduce waiting time for customers.
- Commit to providing annual refresher training for all HOST staff to ensure their knowledge remains up to date with legislation and case law.
- Review completed customer feedback forms quarterly to identify gaps in service and address these wherever possible and share positive feedback with all HOST officers.



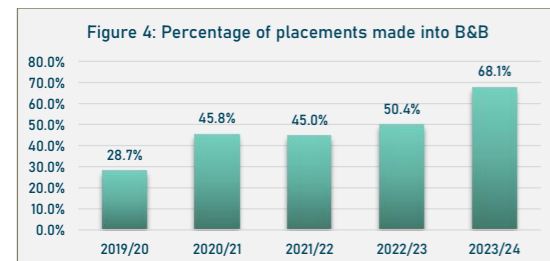
**PRIORITY 2: Increase the supply of good quality temporary accommodation and reduce the use of BnB.**

The current supply of temporary accommodation in Trafford is not meeting the demand that HOST is experiencing. Figure 3 shows the number of homeless households placed into temporary accommodation each year by HOST.



As shown, the number of placements into temporary/emergency accommodation has more than doubled since 2019/20. However, the temporary accommodation portfolio has not increased to the same extent. As a result, more homeless households are being placed into BnB until a suitable temporary accommodation property becomes available.

Figure 4 shows what percentage of the total placements were made into BnB each year. The percentage of placements made into BnB has increased by 137.3% over the last 5 years.



The evidence demonstrates that Trafford Council require more temporary accommodation to reduce the use of BnB in the borough.

**Current Temporary Accommodation Portfolio**

The Council currently has access to 98 units of temporary accommodation, which are consistently full. Upon a household vacating a temporary accommodation property, another household is moved from BnB into the vacant property.

This means that additional pressure is put on the current temporary accommodation portfolio as the borough's rising rents and shortage of social housing make it challenging to move families out of temporary accommodation into settled housing in a timely manner. This increased length of stay results in more households being placed in BnB and for longer periods while they await the vacancies.

However, the Homelessness (Suitability of Accommodation) (England) Order 2003 stipulates that households that include pregnant women or children should not be placed in BnB style accommodation unless no other suitable option is available, and even then, only for a maximum of 6 weeks. In 2024, to comply with this Order, HOST began leasing additional nighty-let accommodation units to accommodate homeless households with children/pregnant women. However, this is only a short-term solution.

**Future Temporary Accommodation Portfolio**

To expand the portfolio of temporary accommodation, the Council needs to consider the following options:

1. Utilise the Government's Local Authority Housing Fund and Rough Sleeping Accommodation Programme to develop new units of temporary accommodation in Trafford.
2. Identify any vacant residential or commercial property assets that can be repurposed for use as temporary accommodation.
3. Increase the number of properties leased from Registered Providers and private landlords for use as temporary accommodation.
4. Utilise all current and future funding opportunities to increase temporary accommodation.

In addition, Trafford Council must simultaneously explore options to reduce the demand on temporary accommodation by increasing the number of households whose homelessness is prevented prior to requiring temporary accommodation, and

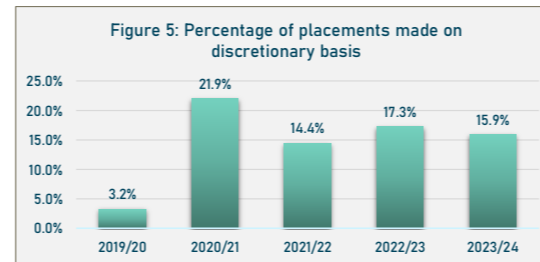
improving access into settled homes for those already in temporary accommodation to reduce move-on time.

**Reduce BnB Use**

While increasing the temporary accommodation portfolio and improving move-on times will go some way to reduce the use of BnB in Trafford, there are further measures that can be explored to ensure BnB is only used as a last resort in exceptional circumstances.

Legislation dictates that a Local Authority must offer emergency accommodation to those who are homeless, eligible for assistance, and in priority need. However, the Council currently offer emergency accommodation to anyone who is rough sleeping in the borough regardless of priority need status.

Figure 5 shows the percentage of placements made on a discretionary basis to individuals who are not in priority need over the last 5 years.



The sharp increase in discretionary placements made in 2020/21 was the result of the Covid-19 pandemic and the Government's "everyone in" initiative. However, since this time, the number of discretionary placements made by Trafford Council has continued to be much higher than pre-pandemic levels.

Trafford has 11 bedspaces available for discretionary placements under the A Bed Every Night scheme, however HOST currently place verified rough sleepers into BnB while awaiting a vacancy within the ABEN scheme. This is another cause of the increased use of BnB in Trafford.

To reduce the use of BnB in the borough, the Council needs to consider whether to continue placing those who are not owed an accommodation duty beyond the ABEN capacity.

**Commented [LE1]:** As per RR comment - may need removing/amending if decision is made before Strategy is published

## PRIORITY 2: INCREASE THE SUPPLY OF GOOD QUALITY TEMPORARY ACCOMMODATION AND REDUCE THE USE OF BNB

### RECOMMENDATIONS & ACTIONS

#### 1 Increase the supply of Council owned temporary accommodation

- Utilise the Government's Local Authority Housing Fund and Rough Sleeping Accommodation Programme to develop new units of temporary accommodation in Trafford.
- Identify any vacant council buildings that can be repurposed for use as temporary accommodation.
- Consider whether the Council's Affordable Housing Fund could be utilised to create additional units of temporary accommodation.
- Bid for all available funding offered by Homes England, GMCA, and MHCLG that can be utilised to develop new units of temporary accommodation.

#### 2 Increase the number of temporary accommodation units lease from Registered Providers

- Investigate whether local Registered Providers have any empty properties that can be repurposed for use as temporary accommodation.
- Investigate the possibility of allowing those that have resided in Registered Provider units of temporary accommodation for more than 12 months to remain there on a permanent basis in exchange for an additional unit of accommodation.
- Create an agreement with Registered Providers whereby they advise the Council of any upcoming disposals and consider whether these properties can be utilised as temporary accommodation.

#### 3 Increase the number of private rented units offered for use as temporary accommodation

- Encourage more private landlords to provide properties that can be utilised as temporary accommodation.
- Explore the possibility of creating longer-term agreements on the nightly-let units currently used as temporary accommodation.
- Review the incentives offered to private landlords to lease their properties to the Council for use as temporary accommodation and increase them as necessary.
- Promote the benefits of leasing properties to the Council for use as temporary accommodation to private landlords.

#### 4 Reduce the use of nightly let emergency accommodation

- Consider obtaining HMO style/room-only accommodation to be used as the predominant emergency accommodation option for single homeless households.
- Review the decision to provide emergency accommodation to rough sleepers where no duty is owed and no ABEN bedspaces are available.
- Explore options to improve move-on time from temporary accommodation.
- Continue to allocate families with children self-contained temporary accommodation as a priority rather than B&B.

#### 5 Ensure all temporary accommodation is good quality

- Develop and enforce a clear set of quality standards for all temporary accommodation, ensuring it is safe, clean, and appropriate for all households.
- Implement a temporary accommodation inspection policy which identifies clear timeframes for inspections and remedial works.
- Create a council-approved checklist to be utilised during inspections to ensure consistency across all units, ensuring the furniture standard, cleanliness, and maintenance requirements are captured.



### PRIORITY 3: Ensure Trafford residents can access suitable and affordable settled move-on accommodation

Trafford's housing market is made up of approximately 98,389 homes. Of these 75% are houses, 22% are flats, and 3% are bungalows. The tenure breakdown of the current housing supply is 69% owner occupier, 15% private rented, and 16% social rented (15.3% social/affordable rented and 0.4% affordable home ownership such as shared ownership).

Both house and rental prices in Trafford are amongst the highest in the Northwest. Since 2019, house prices in Trafford have increased by 27%, while nationally prices increased by 21%. As of April 2024, the average property price in Trafford was £362,158 while the Northwest average price was £214,173 and average price in England was £296,377<sup>6</sup>.

Rental prices in Trafford have increased by approximately 82.6% since 2019. As of April 2024, the average monthly rental price in Trafford was £1,792, while the Northwest average was £1,146 and national average was £1,348<sup>7</sup>.

The Trafford Housing Need and Demand Assessment 2023 found that the median annual household income in Trafford was £35,000. When compared to the local house and rental prices, it becomes clear that affordability is a challenge in the borough.

#### Housing Pipeline

The first step to improving access to move-on accommodation is to ensure there is a sufficient supply of properties available for homeless households. The Council is committed to increasing the supply of housing in the borough. Between 2019/20 and 2023/24, 3,734 residential properties were built in Trafford with 558 of these being affordable homes.

In addition, as the end of 2024, Trafford had granted full planning permission for a further 3,649 residential properties, including 805 affordable units.

While development of new residential property in Trafford is necessary to improve access to settled accommodation for homeless households, consideration must be given to the type of properties that are developed to ensure the homes are suitable for the needs of such individuals and families.

<sup>6</sup> UK House Price Index

#### Trafford Home Choice

Like most areas across the country, the demand for social housing in Trafford far outweighs the supply of properties. In 2023/24, Trafford's housing register had 7,110 live applicants. However, during the same year, only 369 properties were advertised, and 363 applicants were successfully re-housed into a social property. Of those rehoused, 63% were homeless households.

To improve the number of properties advertised each year, Trafford negotiated with local Registered Providers to increase the number of properties they nominate to be advertised via Trafford Home Choice each year. This led to an increase in nomination percentages in 2022 and 2024, however the effect in terms of how many properties were advertised was minimal.

The Council therefore needs to consider alternative options to ensure those in the greatest housing need have the best chance of obtaining social housing. One way to achieve this would be to review the borough's Allocation Policy.

#### Affordability Challenges

Affordability is the biggest barrier to rehousing faced by homeless households in Trafford. With many unable to afford home ownership, the private and social rented sectors are their most viable option. However, with private rents being amongst the highest in Greater Manchester, and the demand for social housing far outweighing supply, the Council needs to explore what can be done to support those who are homeless or threatened with homelessness to overcome the affordability barrier.

One way Trafford currently achieve this is via the Rent and Bond Scheme. Under this scheme, HOST provide either a cash or paper bond to cover the deposit and offer up to 2 months' rent in advance to allow homeless households to access private sector properties. Given the success of this scheme, Trafford Council should explore options to expand the offer.

While the Rent and Bond Scheme has led to 477 homeless households being re-housed since 2019, many of them were only able to afford private rental properties outside of the borough. Trafford recognises the importance of ensuring homeless households can remain in the borough to retain links to their social networks and support systems. It is therefore a

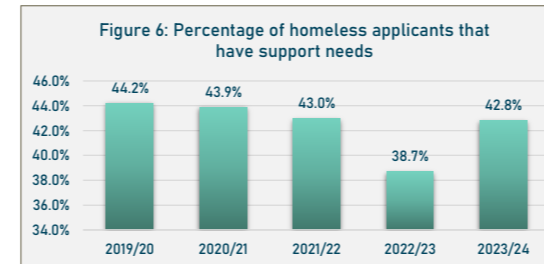
<sup>7</sup> Private rent and house prices, UK - Office for National Statistics

priority in Trafford's Housing Strategy 2025–2030 for the Council to explore options to expand the borough's private rented sector in the hope this will not only mean more properties are available, but that the increase in supply will go some way towards reducing local rents.

#### Supported Accommodation

Taking on their own tenancy in either a private or social property is not always the best move-on option for some homeless households. For example, those with support needs and those who lack the skills to manage their own tenancy may need supported accommodation to get them ready for their own property.

Figure 6 shows the percentage of homeless applicants that have support needs from 2019/20 to 2023/24.



As shown, just under half of all Trafford homeless applicants each year have support needs and, while not all of them will require supported accommodation, it is important that this option is available to those that do need it.

Trafford currently has three supported accommodation schemes in the borough which cater for those with low to medium support needs. In addition, the Council commissioned one of the schemes to offer a small number of high-need supported units after identifying this as a gap in provision in 2024.

The supported accommodation schemes in Trafford offer a vital stepping stone for homeless individuals which helps to avoid failed move-on and repeat homelessness. However, the demand for supported housing in the borough is not met by the current provision. The Council needs to therefore explore options to increase this offer.

## PRIORITY 3: ENSURE TRAFFORD RESIDENTS CAN ACCESS SUITABLE AND AFFORDABLE SETTLED MOVE-ON ACCOMMODATION

### RECOMMENDATIONS & ACTIONS

#### 1 Improve access to affordable housing

- Complete a review of Trafford's Allocation's Policy and update it accordingly ensuring adequate priority is given to homeless households.
- Explore the possibility of increasing the number of direct offers of social housing made to homeless households.
- Consider incentives that can be offered to private landlords in return for reduced rents, e.g. rent guarantees, support offer, additional rent in advance.
- Investigate the ability to help towards wider homeless households' costs to free up income for rent payments e.g. utilities, groceries etc.

#### 2 Improve access to accommodation for those with support needs

- Continue to work in partnership with the After Care Team to provide suitable a pathway for homeless Care Leavers.
- Explore options to expand the supported accommodation provision, with a focus on units for those with high-level support needs.
- Ensure the provision of accessible housing meets the demand for individuals with physical disabilities, including adaptations and accessible locations.
- Continue to deliver the Trafford Supported Housing Strategy.

#### 3 Improve access to the private rented sector

- Expand the private rented sector in Trafford and actively promote Build for Rent, supported through the Homes England Homebuilding Fund.
- Increase the incentives offered to private landlords to accommodate homeless households via the HOST Rent and Bond Scheme.
- Explore the possibility of offering private landlords financial assistance towards refurbishment if they agree to accommodate a homeless family on a reduced rent for at least 12 months.
- Proactively implement any new legislation targeted at improving the private rented sector.

#### 4 Support homeless households to overcome affordability barriers

- Work with partners to develop advice materials on rightsizing, measures to reduce household bills, and income maximisation that can be distributed to those at risk of homelessness.
- Improve collaborative working arrangements between internal and external agencies that offer advice on housing, welfare benefits, debt management, income maximisation and budgeting to homeless households.
- Target affordability interventions to the areas identified as being the most common location of homeless applicants last settled address.
- Contribute to any campaigns designed to encourage the Government to increase LHA rates.

#### 5 Ensure Trafford's housing supply meets the needs of homeless households

- Ensure Trafford is represented at a Regional and National level in relation to housing discussions and decisions.
- Commit to regular evidence-based housing need assessments to identify any gaps in Trafford's housing offer.
- Keep an open dialogue with Planning, Registered Providers and local developers to ensure future development is in line with the need of all residents, including those who are homeless.
- Optimise all funding opportunities in relation to the supply of housing in Trafford.



#### PRIORITY 4: Support residents to maintain their tenancies to avoid repeat homelessness.

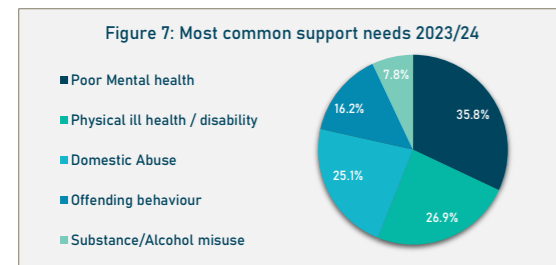
As outlined in Priority 1, preventing homelessness is a key focus for Trafford Council. However, it recognises that breaking the cycle of homelessness is also critical to achieving the vision of this Strategy. To prevent repeat homelessness, those who have been re-housed must be given the best opportunity to succeed in their new homes.

The reasons for losing a settled home are varied, complex, and multifaceted. However, a common theme is the resident has some form of unmet support need. Findings from Trafford's Homelessness Review 2024 showed that just under half of all homeless households have a support need. It is therefore clear that simply providing a property may not be the whole solution for some homeless households, and a more holistic approach must be taken.

##### Support Needs

An analysis of the most common support needs of homeless households in Trafford was undertaken as part of the 2024 Homelessness Review. The top five most common support needs identified were poor mental health, physical ill health/disability, experience of domestic abuse, offending behaviour, and substance and/or alcohol abuse.

Figure 7 shows what percentage of homeless applicants experienced the top 5 most common support needs in 2023/24.



<sup>8</sup> [Hidden waits force more than three quarters of mental health patients to seek help from emergency services](#)

Support needs such as these are often both the cause and consequence of homelessness. Therefore, the Council needs to seek to address these support needs in conjunction with rehousing homeless households into settled accommodation.

##### Support Services

The Council's Tenancy Support Team offer person-centred support for those facing housing difficulties and those recently resettled following a period of homelessness. While this resettlement support is invaluable, it is time-limited with the support only offered for a maximum of 6 weeks. After this time, it is up to the resident themselves to re-approach HOST for assistance if they face additional housing difficulties further down the line.

In order to offer a more proactive support service, the Council should explore the possibility of conducting resettlement reviews 6 months and 12 months after the resettlement support has ended. This would allow HOST to identify any potential risk of repeat homelessness before it reaches crisis point, and to ensure those who have been resettled can maintain their tenancies for the long-term.

The impact of the Tenancy Support Team on reducing homelessness in Trafford is evident, with over 360 households prevented from becoming homeless and 349 supported to maintain independent living since 2019/20 due to their efforts. However, as noted in Priority 1, the current capacity of the team is insufficient to meet demand. The Council will therefore explore options to meet the demand by both expanding the Tenancy Support Service and by effectively utilising external support agencies, particularly those who offer support with the top five most common support needs identified.

Poor mental health is by far the most common support need of homeless households in Trafford; however, it is widely reported that access to mental healthcare services across the country is a challenge, with many waiting months to get the help they need<sup>8</sup>. With this in mind, the Council will explore the possibility of acquiring an in-house mental health specialist to support households who are homeless, at risk of homelessness, or recently resettled following a period of homelessness.

##### Housing First

Greater Manchester's Housing First programme is an approach to reduce homelessness based on the ethos that good health, good education, and good jobs cannot come without a good, permanent home<sup>9</sup>. The programme was launched in April 2018

<sup>9</sup> [Greater Manchester launches pioneering Housing First Unit - Greater Manchester Combined Authority](#)

by Greater Manchester Combined Authority (GMCA) and has achieved great success. However, the current scheme is only funded until March 2025.

The Council was provided with 14 referral spaces into the GMCA Housing First scheme, which were fully utilised with successful outcomes. However, the number of referral spaces allocated to Trafford fell short of the demand in the borough.

As the GM Housing First programme cannot meet Trafford's demand, and there is uncertainty around its future, the Council should consider the possibility of setting up its own Housing First scheme whereby residents are provided with a settled home and tailored wrap-around support to help them maintain their tenancy and avoid repeat homelessness.

##### Collaborative Working

Ensuring our residents receive the necessary support required to maintain their homes cannot be achieved by HOST working in silo; input from a wide range of services and agencies is critical. HOST must therefore continue to build strong relationships with other internal services, such as Social Care, Community safety, and Public Health, and external agencies such as Registered Providers, private landlords, Probation, the NHS, and Greater Manchester Police.

In particular, the partnership with Trafford's Social Care department will be invaluable to achieving this priority. Research in Practice published a Strategic Briefing in 2023 on supporting families at the intersection of social care and housing<sup>10</sup>, which sets out the benefits of collaborative working between housing and social care services and suggests proposals for change. These include improving awareness of the roles and responsibilities of each service, sharing legislative knowledge, and working across professional boundaries. To achieve this, the Council will consider setting up a task and finish group with representatives from both services to drive forward the necessary change.

In addition, HOST must forge closer working arrangements with Trafford's Voluntary, Community, and Social Enterprise (VCSE) sector. For example, by holding drop-in sessions at, and providing advice materials to, local VCSE locations such as day centres and foodbanks. This will allow for those experiencing housing problems to access help earlier to prevent them reaching crisis point.

<sup>10</sup> [Supporting families at the intersection of social care and housing: Strategic Briefing \(2023\) | Research in Practice](#)

## PRIORITY 4: SUPPORT RESIDENTS TO MAINTAIN THEIR TENANCIES TO AVOID REPEAT HOMELESSNESS

### RECOMMENDATIONS & ACTIONS

1

#### Enhance tenancy sustainment support services

- Aim to increase the capacity of the Tenancy Support Team to meet demand.
- Pilot a Resettlement Review programme whereby those rehoused following homelessness are contacted by support services at regular intervals, for up to 12 months, to identify and address any threats to their resettlement.
- Complete a service review of the Tenancy Support Team with a view to improving efficiency, identifying where the service can be restructured to improve outcomes.

2

#### Strengthen partnership working arrangements

- Endeavour to improve collaboration between Trafford's housing and both Adult and Children Social Care services.
- Improve HOST's partnership with the voluntary sector in Trafford.
- Forge a closer working relationship between Trafford's housing services and Public Health to address the health needs of those whose health is impacted by their home or homelessness.
- Continue to collaborate with GMCA and access all funding opportunities provided to enable residents to maintain their tenancies and prevent homelessness.

3

#### Empower residents to maintain their accommodation

- Develop and distribute moving-on handbooks that provide clear and concise guides covering tenant rights, responsibilities, and where to seek help if issues arise.
- Continue to regularly review and update the Housing and Homelessness webpages, ensuring the information is accessible.
- Explore the option of holding drop-in sessions at, and providing advice materials to, local VCSE locations such as day centres and foodbanks.
- Investigate the possibility of setting up a Trafford specific Housing First scheme.

4

#### Reduce the number of evictions in Trafford

- Develop an enhanced Pre-Eviction Protocol in partnership with Registered Providers and ensure this is adhered to.
- Conduct analysis into the reasons for evictions in Trafford and use the findings to develop targeted interventions to address the most common reasons.
- Develop advice materials for private landlords to spread awareness of their legal responsibilities and agencies that can support them and their tenants.
- Explore the feasibility of creating a Pre-Action Protocol for the private sector and offering incentives to landlords that agree to adhere to it.

5

#### Address the health inequalities linked to housing and homelessness

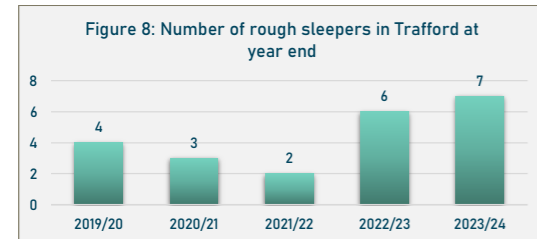
- Improve access to health initiatives for those who are in temporary accommodation and those recently resettled following a period of homelessness.
- Support Health and Care services to actively engage with patients about housing difficulties and advocate on their behalf.
- Explore the feasibility of recruiting a mental health specialist to sit within the HOST team and work alongside Housing Officers and the Tenancy Support Team.



## PRIORITY 5: Work towards eradicating rough sleeping in Trafford.

It is widely understood that rough sleeping can have a profound and long-lasting effect on an individual's health and wellbeing. This is why the Council is keen to support the Government's ambition to end rough sleeping for good.

The levels of rough sleeping in Trafford are relatively low in comparison to the other boroughs within Greater Manchester. However, the number of rough sleepers in the borough has increased over the last 5 years. Figure 8 shows the number of rough sleepers in Trafford at the end of each year since 2019/20.



As demonstrated, the number of rough sleepers has gradually increased since the Covid-19 pandemic to reach a peak in 2023/24. The Council will therefore explore options to increase its efforts to eradicate rough sleeping in the borough.

### Outreach Response

To effectively assist rough sleepers and avoid entrenchment, it is imperative they are identified and offered support as quickly as possible. Trafford's Rough Sleeper Outreach Team respond to reports of rough sleeping within 72 hours, however most reported sites are visited the same day. This prompt response has resulted in many successful outcomes with 58 rough sleepers in Trafford being rehoused since 2019/20.

A key to this success is the collaborative efforts of the whole community as the Outreach Team are only able to offer help upon being notified of a rough sleeper's location. Therefore, to reduce the number of rough sleepers in the borough, the Council will explore opportunities to boost community engagement and encourage more residents to report sightings of rough sleepers. This will allow the rough sleeper team to intervene earlier.

### Tailored Approach

The needs of rough sleepers are complex and varied. For example, those who are new to rough sleeping will have different needs to those who are entrenched or who have experienced repeated instances of rough sleeping. As such, the response must be person-centred and tailored to each individual.

Therefore, to support rough sleepers into long-term settled housing, HOST must take a pragmatic approach and work closely with other agencies to address the wider needs of the individual. HOST Have strong working relationships with local drug and alcohol services, the Probation Service, and Greater Manchester Police. However, the joint working arrangements between HOST and local health services must be improved.

In addition to collaborative working, HOST must be mindful of the unique needs of rough sleepers to ensure the support offered by both the Outreach Team and Housing Officers is effective. Face to face appointments with HOST are now only offered on an appointment basis, which may present a barrier to rough sleepers as they often lack the means to make phone calls or send emails. HOST must therefore take a flexible approach and allow rough sleepers to attend the office on an ad-hoc basis, ensuring they are assisted as a priority, and should consider requiring Housing Officer's to visit rough sleepers who are reluctant to engage at their sleep site.

### Emergency Accommodation

Upon identifying a rough sleeper, the Council offers emergency accommodation regardless of priority need status. This is largely facilitated by the borough's A Bed Every Night (ABEN) scheme, which provides 11 units of supported emergency accommodation funded by GMCA. However, the number of placements is consistently beyond the capacity of ABEN which means rough sleepers are often placed into BnB while awaiting an ABEN bedspace.

Although BnB placements in this context are in the best interest of the rough sleeper, it is recognised that the lack of support available in BnB means this is not the most ideal housing pathway. To overcome this, the Council will seek to expand the ABEN provision to enable more rough sleepers to be offered supported emergency accommodation at the outset of their rehousing journey.

While expanding the ABEN provision, the Council needs to ensure it has units available to meet the needs of all rough sleepers, including those with accessibility needs and/or pets, and should explore the demand for female-only provision.

### Pathways to Settled Housing

Providing emergency accommodation and flexible, person-centred, tailored support to rough sleepers is the first step to eradicating rough sleeping. However, to end rough sleeping in the borough for good, the Council will need to ensure there are suitable long-term options available for this cohort to prevent them returning to the streets.

While the general options of long-term housing such as privately renting or social housing will be suitable for some rough sleepers, many will require additional options. For example, those with multiple and complex needs may be unable to manage a tenancy, and in some instances, will lack the skills required to do so.

While the boroughs commissioned supported accommodation schemes provide a more suitable option for such individuals, the demand for the schemes far outweighs their capacity. As such, the Council will need to consider expanding the provision of supported accommodation within the borough, particularly for those with high-level support needs, and investigate the feasibility of creating a scheme specifically for those who have experienced rough sleeping.

### Community Integration

Research by Crisis found that sleeping rough has a profound impact on an individual's relationships with their family, children, and friends and leaves them feeling isolated and lonely. In addition, a large percentage feel that sleeping rough has made it hard to live a 'normal' life again".

With this in mind, the Council will need to ensure the support offer for rough sleepers includes steps to integrate the individual back into the community. This may include assisting the individual to access education, employment, or training, as well as volunteering opportunities and supporting them to reconnect with family, friends, children, and faith groups.

The voluntary sector will play an important role in achieving this, and HOST should endeavour to create strong partnerships with such organisations within the borough for the purpose of supporting rough sleepers to integrate back into the community.

<sup>11</sup> [oneeyeopen\\_execsummaryv4.pdf](#)



## PRIORITY 5: WORK TOWARDS ERADICATING ROUGH SLEEPING IN TRAFFORD. RECOMMENDATIONS & ACTIONS

### 1 Strengthen the outreach response to rough sleeping

- Explore opportunities to boost community engagement and encourage more residents to report sightings of rough sleepers.
- Consider how technology could be utilised to assist in identifying rough sleepers, particularly in rural areas.
- Forge closer working relationships between Outreach Workers and Housing Officers. For example, by conducting joint visits to sleep sites of rough sleepers who are reluctant to engage.
- Allow rough sleepers to attend the HOST office for face-to-face assistance on an ad-hoc basis and ensure they are seen in a timely manner.

### 2 Increase the provision of suitable emergency accommodation

- Expand the number of ABEN units available in Trafford and review the need for female-only provision, as well as units for those with pets and those with accessibility needs.
- Investigate the reasons that rough sleepers refuse emergency accommodation placements and use the findings to improve the current offer where possible.
- Explore new and innovative ways to create additional spaces to meet short term peaks in demand of rough sleepers.
- Utilise all funding opportunities offered by Homes England, MHCLG, and GMCA to create additional units of emergency accommodation.

### 3 Improve the pathway to settled housing for rough sleepers

- Explore the demand for a supported accommodation scheme specifically for those who have experienced rough sleeping.
- Increase the offer of resettlement support for those who have been rehoused following a period of rough sleeping.
- Explore the possibility of securing long-term leases on private rented properties that can be offered to rough sleepers.
- Investigate the feasibility of creating a step-up/step-down supported housing scheme in the borough for individuals transitioning away from rough sleeping.

### 4 Support rough sleepers to integrate back into the community

- Work with local employers to improve access to jobs and apprenticeships for those with a history of rough sleeping.
- Continue to ensure that homeless people and rough sleepers are a priority group for the Trafford Pledge.
- Collate details of local community groups and volunteer opportunities and share these with rough sleepers.
- Consider creating a mentor programme whereby those who have resettled after being street homeless work alongside the Outreach Team on a voluntary basis to help engage those who are currently rough sleeping.

### 5 Ensure the support provided to rough sleepers is tailored to the individual

- Complete a review of the Personal Housing Plans created for rough sleepers and identify areas for improvement.
- Explore the possibility of holding focus groups to capture feedback from those with lived experience who have been supported in Trafford and use the findings to identify areas of improvement and gaps in support service provision.
- Investigate training opportunities for Housing Officers and Outreach Workers to strengthen their understanding of the needs of rough sleepers.



## Appendix 1. Strategic Context in Detail

### National Context

Social Housing White Paper<sup>12</sup>

The Government published the Social Housing White Paper in November 2020 collating a range of different initiatives and legislation and building on the proposals set out in the Social Housing Green Paper and the Review of Social Housing Regulation: Call for Evidence. The White Paper sets out seven commitments that social housing residents should be able to expect from their landlord, focussing on building and resident safety, resident voice, and improvements in transparency and accountability.

The Paper also outlines plans for new regulation and a strengthened Housing Ombudsman, along with a requirement on social landlords to report against new resident satisfaction and income/expenditure measures. A potential review of the Decent Home Standard, new nominated responsible person(s) for health and safety and consumer standards and an intention to tackle anti-social behaviour by clarifying roles of different agencies are also proposed.

In 2022, the Social Housing Regulation Bill was presented to Parliament to deliver the reforms outlined in the Social Housing White Paper.

MHCLG Rough Sleeper Strategy<sup>13</sup>

In August 2018, the government published the Rough Sleeping Strategy which committed to halving rough sleeping by 2022 and eradicating it by 2027. The vision is by 2027 all parts of central and local government (in partnership with businesses, the public and wider society) are working together to ensure that no-one has to experience rough sleeping.

Linked to the delivery of this Strategy, the government announced a range of cross-government initiatives which will see the start of new joint working, including a health provision for people who sleep rough and working in prisons to prevent people from sleeping rough in the first place.

MHCLG Ending Rough Sleeping for good<sup>14</sup>

In September 2022, the government published the 'Ending Rough Sleeping for Good' policy paper. This is a cross-government strategy which sets out how the government and its partners will work together to deliver on the government's

manifesto commitment to end rough sleeping in this Parliament. It also lays the foundations for long-term style change to end rough sleeping sustainably and for good.

Importantly, the strategy lays out a clear and defined vision for ending rough sleeping in that it is "prevented wherever possible, and where it does occur it is rare, brief, and non-recurrent".

The Strategy promises an investment of £500 million into the Rough Sleeping Initiative over three years and a £12 million Test and Learn Programme to trial innovative approaches and test what works to reduce homelessness and rough sleeping.

A new £200 million Single Homelessness Accommodation Programme will be launched to deliver up to 2,400 homes and wrap-around support by March 2025. This will provide new supported housing and Housing First accommodation.

Domestic Abuse Act 2021<sup>15</sup>

The Domestic Abuse Act 2021 was introduced in April 2021. It aims to raise awareness and understanding of domestic abuse and its impacts on victims and their families, improve effectiveness of the justice system in providing protection for victims and bringing perpetrators to justice, and strengthen the support for victims of abuse and their children by statutory agencies.

The Act places a duty on local authorities in England to provide support to victims of domestic abuse and their children in refuges and other safe accommodation. It amends Part 7 of the Housing Act 1996 to provide that all eligible homeless victims of domestic abuse automatically have priority need for homelessness assistance and requires that local authorities grant a new lifetime tenancy to social tenants leaving existing lifetime tenancies for reasons connected to domestic abuse.

Following the introduction of the Domestic Abuse Act, the government also updated the Homelessness Code of Guidance<sup>16</sup>.

Homes England Strategic Plan<sup>17</sup>

Homes England launched its 5-year Strategic Plan in 2023, which sets out its mission: "we drive regeneration and housing delivery to create high-quality homes and thriving places. This will support greater social justice, the levelling up of communities across England and the creation of places people are proud to call home".

To achieve this ambition, Homes England outlined five Strategic Objectives as follows:

- Support the creation of vibrant and successful places that people can be proud of, working with local leaders and other partners to deliver housing-led, mixed-use, regeneration with a brownfield first approach.
- Facilitate the creation of the homes people need, intervening where necessary, to ensure places have enough homes of the right type and tenure.
- Promote the creation of high-quality homes in well-designed places that reflect community priorities by taking an inclusive and long-term approach.
- Build a housing and regeneration sector that works for everyone, driving diversification, partnership working, and innovation.
- Enable sustainable homes and places, maximising their positive contribution to the natural environment and minimising their environmental impact.

Criminal Justice Bill 2023<sup>18</sup>

The Government introduced the Criminal Justice Bill in 2023 aiming to protect the public and keep neighbourhoods safe by giving the police and others additional powers to cut crime and anti-social behaviour. The Bill is intended to replace the Vagrancy Act 1824 and includes measures to 'tackle nuisance begging and rough sleeping where it causes damage, disruption, harassment and distress to the public'.

The Bill outlines that someone could be considered a 'nuisance' if they are sleeping in a doorway, if they have 'excessive smell', or are 'appearing to rough sleep'. The proposed measures include a fine of up to £2,500 and imprisonment, and

The Bill is currently making its way through parliament, but progress was paused in March 2024 following criticism from MPs and homelessness charities such as Crisis<sup>19</sup>.

### Regional Context

The Greater Manchester Housing Strategy 2019-2024<sup>20</sup> Greater Manchester (GM) identified decent and affordable housing as a priority in their Housing Strategy. The Strategy details how the Mayor of Greater Manchester, the GM Combined Authority (GMCA) and the ten Greater

<sup>12</sup> [The charter for social housing residents: social housing white paper](#)

<sup>13</sup> [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/733421/Rough-Sleeping-Strategy\\_WEB.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733421/Rough-Sleeping-Strategy_WEB.pdf)

<sup>14</sup> [Ending Rough Sleeping for Good](#)

<sup>15</sup> <https://www.legislation.gov.uk/ukpga/2021/17/contents/enacted>

<sup>16</sup> <https://www.gov.uk/guidance/homelessness-code-of-guidance-for-local-authorities>

<sup>17</sup> [Homes England Strategic Plan 2023-2028](#)

<sup>18</sup> [Criminal Justice Bill: Overarching factsheet](#)

<sup>19</sup> [Crisis response to Government 'pause' on progressing the Criminal Justice Bill](#)

<sup>20</sup> [gm-housing-strategy-2019-2024.pdf \(greatermanchester-ca.gov.uk\)](#)

Manchester authorities will maximise the leverage of the resources available to them. Also, the GMCA has agreed to invest surpluses from the £300m GM Housing Investment Loan Fund to help support the delivery of truly affordable housing, tackle empty homes, and issues in the private rented sector including rogue landlords as contained within the Housing Strategy.

Since the launch of the Strategy, GMCA has developed an Implementation Plan to steer and track progress in the delivery of the agenda set out in the Housing Strategy. It captures activity already underway as well as new lines of work to be commenced in the coming months. The Implementation Plan is updated on a six-monthly reporting cycle, with updates taken to the Greater Manchester Planning and Housing Commission.

Greater Manchester Homelessness Prevention Strategy<sup>21</sup>  
The GMCA launched the Homelessness Prevention strategy in July 2021. The Strategy was co-produced by GMCA, people with lived experiences of homelessness and those who work with them and takes a person-centred and trauma-informed approach to understanding and responding to issues around homelessness. An Action Plan was launched alongside the Strategy and will be reviewed every 6 months to identify progress.

### Local Context

Trafford Corporate Plan 2021-2024<sup>22</sup>

Trafford Council refreshed its Corporate Plan in 2021 and created a new overarching vision: "*Trafford – Where our residents, communities and businesses prosper*". This vision will ensure Trafford builds back better out of the Covid pandemic to develop a borough fit for everyone. To achieve this vision, three new corporate priorities have been set:

1. Reducing health inequalities: Working with people, communities, and partners, particularly in deprived areas, to improve the physical and mental health of all our residents.
2. Supporting people out of poverty: Tackling the root causes to prevent people from falling into poverty and raising people out of it.
3. Addressing our Climate Crisis: Reducing our carbon footprint and tackling the impact of climate change.

The Corporate Plan 2021-2024 details how performance will be measured in respect of delivering on these priorities and

<sup>21</sup> [gmhps-final-july-21.pdf \(greatermanchester-ca.gov.uk\)](#)  
<sup>22</sup> [Trafford Council Corporate Plan 2021-24](#)

outlines a commitment to produce quarterly reports on how successfully the priorities are being achieved.

Trafford Supported Housing Strategy 2023-2028<sup>23</sup>

Trafford's Supported Housing Strategy was launched in 2023 and identifies the key priorities in relation to supported housing within the borough. The aim of the Strategy is to deliver an integrated approach to the housing requirements of those with support needs, with a focus on enabling people with support needs to live as independently as possible within the borough.

The strategic vision is: "*Work collaboratively to provide a range of quality supported housing, and housing related support, to enable those with support needs to live independently in Trafford.*"

The strategic priorities are:

1. Enable people with support needs to live as independently as possible within Trafford.
2. Ensure an adequate supply of quality, accessible and affordable supported housing, and move-on accommodation, is in place.
3. Establish closer working relationships with external services, organisations, and charitable bodies to ensure appropriate support is available and easily accessible.
4. Ensure housing advice is promoted and easily accessible to those with support needs in Trafford.
5. Explore and review good practice in other Local Authority areas in relation to supported accommodation and support services and implement within Trafford where possible.

Trafford Domestic Abuse Strategy 2022-2025<sup>24</sup>

The Domestic Abuse Strategy 2022 – 2025 sets out Trafford's vision of enabling our residents, their families, and communities to live a healthy life, free from abuse and violence. The Strategy outlines that this vision will be supported by reducing the impact of domestic abuse on the population of Trafford by developing and implementing a sustainable system wide approach to prevention, early intervention, response, and support.

The Strategy outlines four priorities that will enable Trafford to work towards a long-term response that meets the needs of victims, their children, and perpetrators across the borough. These are:

1. Ensure that every victim is identified early and has access to the support they need.
2. Ensure the support for families is co-ordinated.

<sup>23</sup> [Trafford Supported Housing Strategy 2023-2028](#)  
<sup>24</sup> [Domestic Abuse Strategy 2021.pdf \(trafford.gov.uk\)](#)

3. Ensure that communities can spot the signs of abuse and know where to get help.
4. Ensure multi-agency system is joined up so that individuals, families, and communities who seek support can find it, and access it.

The Strategy also sets out thirteen objectives which will be used to work towards delivering the strategies priorities. The objectives will be delivered by the Domestic Abuse Partnership Board through an implementation plan which is contained within the Strategy's appendix. An annual report will be produced annually outlining achievements and providing a refreshed implementation plan.

Trafford Housing Strategy 2025-2030

Trafford's Housing Strategy 2025-2030 details how the Council and partners will tackle some of the local and national housing challenges.

The strategic vision is: "Ensuring Trafford residents have access to good quality, appropriate and sustainable housing new and in the future."

To achieve this, the Strategy sets out four strategic priorities, all of which have associated actions that will be delivered by the Council and its partners. The priorities are:

1. Increase the supply of housing in Trafford and build more affordable homes.
2. Ensure all residents can obtain and sustain suitable housing in the borough.
3. Ensure homes meet current and future needs in Trafford.
4. Address inequalities by creating neighbourhoods that promote inclusion, health, and wellbeing.

The Strategy launched in 2025 and will be reviewed annually to drive delivery and monitor progress.



