

Greater Manchester Combined Authority

Date: 27th March 2026

Subject: GMCA Homelessness and Migration Budgets 2026-29

Report of: Mayor Paul Dennett, Portfolio Lead for Housing First

PURPOSE OF REPORT:

To seek approval for the proposed allocation and administration arrangements for GMCA's Homelessness and Migration budget for 2026-2029, as a key enabler of our commitments to a healthy home for all, enshrined in the Greater Manchester Strategy. This represents a landmark £124m investment in our homelessness and migration infrastructure over the next three years, with 73% flowing to local authority budgets, benefiting ca. 30,000 households across Greater Manchester who would otherwise be at risk of homelessness and rough sleeping.

RECOMMENDATIONS:

The GMCA is requested to:

1. Approve the proposed funding allocations and administration arrangements as set out in the report for the following programmes:
 - Temporary Accommodation New Supply Programme
 - Temporary Accommodation Homelessness Prevention Programme
 - Young Persons Homelessness Prevention Service
 - Refugee Welcome Programme: Work and Skills
 - Refugee Welcome Programme: Homelessness Prevention
 - Housing First and Rough Sleeping Accommodation Programmes (RSAP)
 - Refugee Welcome Programme: Accommodation solutions
 - Restricted Eligibility Support Service (RESS)
 - A Bed Every Night
 - Homelessness Inclusion Health Service

- Rough Sleeping Test and Learn Pilots
 - Rough Sleeping Infrastructure
2. Note the current position in relation to the GM Community Accommodation Tier 3 programme.

CONTACT OFFICERS:

Joe Donohue, Strategic Lead – Homelessness and Migration, GMCA

Equalities Impact Assessment Results:

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	<p>The funding will resource services and interventions that prevent and relieve homelessness, which impacts disproportionately on those with protected characteristics.</p> <p>The funding will resource services and interventions that prevent and relieve homelessness, which impacts disproportionately on those who are economically disadvantaged.</p> <p>The funding will resource services and interventions that will enhance the accessibility of Public Services for the cohort.</p>
Health	G	<p>The funding will resource services and interventions that prevent and relieve homelessness, with direct and indirect opportunities to impact on improving physical health for this cohort.</p> <p>The funding will resource services and interventions that prevent and relieve homelessness, with direct and indirect opportunities to impact on improving mental health and wellbeing for this cohort.</p> <p>The funding will resource services and interventions that prevent and relieve homelessness, with direct and indirect opportunities to impact on reducing social isolation for this cohort.</p>
Resilience and Adaptation		
Housing	G	<p>The funding will resource services and interventions that prevent and relieve homelessness, including ending instances of rough sleeping.</p> <p>The funding will resource services and interventions that prevent and relieve homelessness, with direct impact on the availability and accessibility of tenancies.</p>

Economy	G	The funding will resource services and interventions that help prevent and relieve homelessness, with consideration of employment and skills opportunities as a key supporting intervention and outcome.	
Mobility and Connectivity			
Carbon, Nature and Environment			
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target		Consideration is given throughout the grant and commissioning functions of GMCA to impact positively or neutrally on carbon output and contribute to GM targets.	
Further Assessment(s):		Equalities Impact Assessment	
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.

Risk Management:

Legal Considerations:

Legal advice has been taken on onward grant agreements, procurement and information governance considerations where required.

Financial Consequences – Revenue:

Revenue spend will be within the grant allocation and managed through ongoing contract and grant assurance processes, as required.

Financial Consequences – Capital:

Capital spend will be within the grant allocation and managed through ongoing contract assurance processes, as required.

Number of attachments to the report:

N/A

Comments/recommendations from Overview & Scrutiny Committee

BACKGROUND PAPERS:

N/A

1.0 BACKGROUND

- 1.1. The Greater Manchester Strategy (GMS) sets out our ambitions to ensure that there is a healthy home for all by 2038, through our Housing First approach and capability. We will achieve this by:
 - Increasing housing **supply** to deliver the homes our residents need.
 - Driving up housing **standards** to improve the quality and suitability of our existing homes and letting practices.
 - **Supporting** Greater Manchester residents to live well by putting housing at the heart of what we do.
- 1.2. This work includes tackling some of the most acute manifestations of the housing crisis head on, namely housing precarity and homelessness. The GMS challenges us to reduce the number of households in unsuitable temporary accommodation, preventing homelessness wherever possible and ensuring that rough sleeping is a rare, brief and non-recurring experience.
- 1.3. The interventions presented in this report bring these ambitions to life, by increasing the supply of good quality temporary accommodation, raising the standards of off-the-streets and emergency housing and providing a range of Live Well support offers for Greater Manchester residents at risk of homelessness.
- 1.4. The GMS also makes clear our commitment to a more equal future, so that all residents can live a good life in Greater Manchester. To deliver this it recognises the specialist, community-based support being delivered under the Refugee Welcome Programme as part of Live Well.
- 1.5. Greater Manchester now has a mature infrastructure for responding to homelessness and rough sleeping across a wide range of cohorts and contexts, including locally and regionally commissioned interventions and approaches. It also has a strong strategic migration programme and developing approach to skills- and employment-focussed refugee integration support.
- 1.6. This infrastructure has developed iteratively over the course of the last decade, with GMCA pooling local and national funding to establish the building blocks for

the prevention of homelessness and rough sleeping and to respond to the unique challenges faced in Greater Manchester.

- 1.7. Our vision for preventing homelessness in Greater Manchester was enshrined in the first ever GM Homelessness Prevention Strategy 2021-26. We now have the opportunity to renew this mission and consider the prevention of homelessness in the context of Live Well Centres, Spaces, Offers and Neighbourhood and our position as a Prevention Demonstrator.
- 1.8. From April 2026, GMCA's allocation of homelessness funding by the Ministry of Housing, Communities and Local Government (MHCLG) will be included in the Integrated Settlement, as the first devolved funding pot under the Health, Wellbeing and Public Service Reform pillar of the settlement.
- 1.9. This landmark provides funding stability for the next three years and significant flexibility for GMCA and our local authorities to adapt our infrastructure to respond to the prevailing risks and opportunities to prevent homelessness and rough sleeping.
- 1.10. This paper seeks approval for the proposed allocation of and administration arrangements for a wide range of interventions and activities that make up this infrastructure. This includes:
 - **Rough Sleeping Infrastructure and Interventions:** Including data capability, roles within local authority outreach teams, inclusive healthcare and piloting new approaches to supporting people away from street homelessness.
 - **Targeted Prevention:** specific interventions for people who are most likely to be at risk of homelessness, including young people and care leavers, refugees and people seeking asylum, people leaving the prison system and families
 - **Housing with support:** accommodation-based solutions, including the A Bed Every Night programme, Housing First and other housing led interventions.
 - **Addressing family homelessness and the temporary accommodation emergency:** interventions to progress the GM Temporary Accommodation Action

Plan, including our Empty Homes Programme and specific prevention interventions for families and other vulnerable households.

- **Specialist migrant and refugee homelessness support:** targeted support for new refugees (families and singles) to improve access to and engagement with housing offers in the private rented sector, and immigration advice with linked floating support for people facing immigration-related barriers.
- **Homelessness prevention, ESOL, employment and integration support for people seeking asylum and refugees:** providing early English language, employability and housing advice to enable people to adapt quickly to life in Greater Manchester, maximise employment potential and avoid homelessness wherever possible.

1.11. In addition to ensuring the continuity of our homelessness infrastructure, our proposals include a range of ‘test and learn’ pilots to trial and scale novel approaches to take our collective homelessness work to the next level. Like much of our homelessness programmes, many of these pilots seek to scale and accelerate good work which is already happening in Greater Manchester. Pilot interventions include:

- **Embedding social workers in rough sleeping outreach teams:** enabling Care Act assessments and social care interventions for people experiencing long term rough sleeping and multiple disadvantage (building on trailblazing work in **Manchester** and **Bolton**)
- **The GM Temporary Accommodation Empty Homes Programme:** bringing 400 long term vacant properties back into use to alleviate family homelessness and revitalise neighbourhoods (building on trailblazing work in **Wigan, Rochdale** and **Manchester**)
- **A lodging programme** for people at risk of rough sleeping following eviction from the asylum system, in partnership with our faith and belief communities: leveraging the connections
- **Developing new approaches to homelessness prevention:** Trialling new, upstream interventions to identify households at early risk of homelessness and

provide the necessary assistance to prevent crises (building on promising work on early identification in **Stockport** and work with schools in **Manchester**)

- 1.12. Ongoing governance of oversight of this activity is held at the Housing First Board (executive leadership), Housing First, Planning and Infrastructure Commission (political leadership) and strategic and operational oversight held at Greater Manchester Housing Needs Group (operational and implementation leadership).

2.0 CURRENT STATE: HOMELESSNESS DATA AND INSIGHT

- 2.1. The last few years have been extremely challenging for teams working to prevent homelessness and rough sleeping in local government and the VCFSE sector.
- 2.2. The core indicators for our GM Homelessness Prevention Strategy in Table 1 show the considerable challenge we have faced in tackling homelessness in recent years.

Table 1) Core homelessness indicators since the beginning of the dataset (2019)

Indicator	No. in June 2026	No. in previous Qtr. (March 2025)	% change from last Qtr.	2019	% change from 2019
Households owed a prevention duty	2254	2406	-6%	1828	+23%
Households owed a relief duty	2855	3221	-11%	2628	+9%
Households in temporary accommodation	6021	5915	+2%	2965	+103%
Children in temporary accommodation	8750	8651	+1%	3857	+127%
Households in B&B accommodation	647	739	-12%	383	+69%
Households in B&B accommodation with children	230	305	-25%	125	+84%

Individuals experiencing rough sleeping (single night – annual snapshot)	154 ¹	126	+16%	151	+2%
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2.3. The long term trend on **rough sleeping** up to 2024 saw a 45% decrease in the single night snapshot since the peak in 2017. Despite this, we have seen sustained increases in the number of people seen sleeping rough and have adapted accordingly, expanding the A Bed Every Night service and commissioning targeted support services to respond to emerging risks and need.

2.4. Over the same period, the number of households and children in **temporary accommodation** has more than doubled. This includes significant increases in the number of households in bed and breakfast accommodation, which we are now addressing through the GM Temporary Accommodation Action Plan and our Empty Homes Temporary Accommodation Programme, launching in April 2026. There were signs of early progress on these indicators in 2025, thanks to the collective efforts of local authority homelessness teams.

2.5. There are numerous, interacting reasons for rises in homelessness over the last few years, some of which are national and some of which are specific to Greater Manchester. The most common reasons for approaching GM local authorities for homelessness assistance in June 2025 were:

- Family of friends no longer willing to accommodate (27%)
- End of a private rental sector tenancy (23%)
- Domestic Abuse (12%)
- Leaving Home Office accommodation (11%)

2.6. Key drivers behind these reasons include:

- **Supply Issues:** The chronic undersupply of social housing and the concurrent rise in the cost of renting in the private sector, meaning that there are fewer long term housing options for people on the lowest incomes.

¹ Rough sleeping figures reflect the annual snapshot count

- **Local Housing Allowance (LHA) freeze:** Of those properties that are available in the private rental sector, the freeze to LHA means that, every year, there are fewer properties that are affordable to households who rely on welfare support to cover their housing costs. This means that any rent costs above LHA comes out of the household's overall income, reducing their budget for food, utilities and other household expenses
- **The Benefit Cap:** At the same time, for people subject to the benefit cap, there is a ceiling on their total household income. This can mean that larger families can be trapped in temporary accommodation, because the accommodation size they need is not available in the social housing sector and not affordable in the private sector within the constraints of the benefit cap.
- **Demand pressures:** Increasing numbers of people requiring homelessness assistance, as the cost of living rises and households' budgets are squeezed.
- **Pressures from the asylum system:** as an area with disproportionately high numbers of people in asylum dispersal and contingency accommodation, we have seen uncoordinated evictions from the asylum system cause significant numbers of refugees to experience homelessness and rough sleeping. In addition, the lack of early integration support for people and lack of access English language learning, employability and other opportunities, mean that they are likely to leave the asylum system underprepared for settling and living independently.
- **The rising cost of living:** In addition to rising housing costs, the overall cost of utilities, food and other household expenses has increased significantly in recent years, which puts pressure on family budgets and makes permanent housing feel out of reach even if the cost of rent can be met.

3.0 HOMELESSNESS AND MIGRATION FUNDING IN THE INTEGRATED SETTLEMENT

- 3.1. From 2026/27 onwards, homelessness funding will be consolidated into the Local Government Finance Settlement for Local Authorities and into the Integrated Settlement for Combined Authorities (where applicable). Allocations are formula-

based, with transitional arrangements for local authorities receiving a reduced settlement compared to previous funding streams. Combined Authority allocations utilise the same formula, as an aggregate of their constituent local authorities.

- 3.2. GMCA’s integrated settlement allocation is shown in Table 2. This includes ringfenced funding for supported housing interventions, which require further iteration with local authorities and for which no decision is sought at this time.

Table 2) Homelessness funding included in the Integrated Settlement

Financial Year	Formula-based allocation for Homelessness, Rough Sleeping and Domestic Abuse Grant	Additional funding for supported housing support services	Homelessness, Rough Sleeping and Domestic Abuse Grant total
2026/27	£5,663,206	£2,518,216	£8,181,422
2027/28	£5,380,046	£3,276,841	£8,656,887
2028/29	£4,813,725	£4,225,124	£9,038,849
Total Allocation 2026–29	£15,856,977	£10,020,181	£25,877,158

- 3.3. This represents ca. **21%** of our projected homelessness and migration budget, or **14%** excluding the supported housing element.
- 3.4. GMCA’s Integrated Settlement and budget process for 2026-2029 allows us to make **a landmark £124m investment in our homelessness and migration infrastructure** over the next three years, benefiting ca. 30,000 households across Greater Manchester.
- 3.5. The programmes for which approval is sought are summarised in Table 3 and detailed throughout this report.
- 3.6. Ca. 73% of this budget flows directly to GM local authority budgets via grant, with the remainder funding regional commissioning and core regional capabilities. The

overwhelming majority of commissioned services are provided by VCFSE and nonprofit organisations.

- 3.7. Whilst these programmes are subject to further iteration and development with local authority commitments, once fully deployed we estimate that at least ca. 30,000 households will benefit from homelessness support from this funding across Greater Manchester.
- 3.8. Approval is subject to onward commissioning and grant funding agreements, for which the appropriate legal, procurement and other advice will be sought.

Table 3) Breakdown of GMCA's proposed funding allocations under the Integrated Settlement for 2026-2029

GMS Delivery Plan Outcome	Programme	25/26	26/27	27/28	28/29
A sustainable reduction in the number of families and vulnerable adults in unsuitable temporary accommodation in GM overall	Temporary Accommodation New Supply Programme	£0.00	£11,685,565	£12,261,455	£11,870,144
	Temporary Accommodation Homelessness Prevention Programme	£0.00	£500,000	£2,000,000	£2,000,000
Homelessness prevention and housing advice is fully embedded as a core offer in Live Well	Young Persons Homelessness Prevention Service	£1,978,332	£2,179,740	£2,179,740	£2,179,740
	Refugee Welcome programme: Work and Skills ²	£1,894,593	£1,682,822	£1,765,025	£1,851,272
	Refugee Welcome Programme: Homelessness Prevention	£193,698	£203,383	£213,553	£224,230
Rough sleeping is a rare, brief and non-recurring experience	Housing First + Rough Sleeping Accommodation Programmes (RSAP)	£3,686,745	£3,871,082	£4,064,636	£4,267,805
	Community Accommodation Service Tier 3 ³	£5,167,975	£5,312,678	£5,847,961	£6,140,359
	Refugee Welcome Programme: Accommodation solutions	£69,613	£73,093	£76,748	£80,585
	Restricted Eligibility Support Service (RESS)	£389,420	£465,021	£486,834	£509,672
	A Bed Every Night	£7,055,902	£7,381,730	£7,777,933	£8,166,251
	Homelessness Inclusion Health Service	£658,693	£793,627	£833,309	£935,309
	Rough Sleeping Test and Learn Pilots	£592,724	£322,499	£338,624	£110,669
	Rough Sleeping Infrastructure	£955,618	£1,003,398	£1,053,568	£1,106,247
	Total	£22,729,098.99	£35,474,643	£38,899,386	£39,442,283

² Spend for 2025-2027 approved via Decision of the Education, Work and Skills Internal Programme Board, August 2024

³ Expenditure for CAS3 in year 3 is an estimate only, based on current outlay, with funding subject to Ministry of Justice decision-making post-December 2027.

Table 4) Break down of passported funds to local authorities through the above funding mechanism, including an estimate of the minimum number of people benefiting from these programmes, based on past performance. N.B. this is subject to ongoing commissioning and allocation decisions which may affect the overall number of people supported.

Programme	Total	LA Grants	%	Minimum no. households benefiting
Temporary Accommodation New Supply Programme	£35,817,164	£34,265,924.84	96%	1,200
Temporary Accommodation Homelessness Prevention Programme	£4,000,000	£3,000,000.00	75%	1,400
Young Persons Homelessness Prevention Service	£6,539,222	£0.00	0%	2,000
Refugee Welcome programme: Work and Skills	£5,299,120	£4,728,749.91	89%	7,200
Refugee Welcome Programme: Homelessness Prevention	£641,167	£0.00	0%	1,408
Housing First + Rough Sleeping Accommodation Programmes (RSAP)	£12,203,523	£0.00	0%	426
Community Accommodation Service Tier 3	£17,300,998	£14,710,377.92	85%	2,395
Refugee Welcome Programme: Accommodation solutions	£230,427	£0.00	0%	180
Restricted Eligibility Support Service (RESS)	£1,461,528.	£0.00	0%	2,019
A Bed Every Night	£23,389,199	£23,165,221.54	99%	6,000
Homelessness Inclusion Health Service	£2,562,245	£0.00	0%	930
Rough Sleeping Test and Learn Pilots	£771,792	£771,792.16	100%	264
Rough Sleeping Infrastructure	£3,163,215	£2,377,647.40	75%	4,260
Total	£113,379,600	£83,019,713.77	73%	29,682

4.0 FAMILY HOMELESSNESS AND THE TEMPORARY ACCOMMODATION EMERGENCY:

“By 2035 we will achieve a sustainable reduction in the number of families and vulnerable adults in unsuitable temporary accommodation in Greater Manchester overall”

4.1. Greater Manchester approved a regional Action Plan on temporary accommodation for the first time in September 2024. This whole-system effort marks the start of a significant programme of work to reduce unsuitable temporary accommodation placements and improve value for money, with actions and commitments from key stakeholders across the whole housing system (e.g. contribution of housing providers enshrined in the refreshed Tripartite Agreement).

4.2. Over the next three years, we intend to turn the priorities of the Action Plan into a comprehensive programme with the following components:

- **GM Temporary Accommodation Placement Observatory:** a Housing First Unit capability, generating reliable data on TA usage, expenditure, supply and demand, providing comprehensive intelligence to inform decision making, including targeted action at locality level, sub-regional business cases and scrutiny of the impact of TA interventions.
- **Developing, testing, and scaling prevention interventions:** £4million over the next three years to test, spread and scale new approaches to prevent homelessness amongst families and reduce demand for temporary accommodation
- **An £11m coordinated Empty Homes Programme:** Securing at least 400 empty properties, providing better value temporary and settled housing. The programme aims to alleviate temporary accommodation costs by reducing reliance on unplanned procurement, whilst improving grip on the housing market, increasing council tax receipts and revitalizing neighbourhoods.

4.3. The Empty Homes Programme is currently mobilising, following approval by GMCA in November 2025 in preparation for deployment in April 2026. This will provide an empty homes function in every GM local authority and the incentives funding to bring a significant number of properties back into use, with 400 ringfenced to accommodate families who would otherwise be in a bed and breakfast.

4.4. Our approach to prevention will be fully embedded in Live Well Centres, Spaces and Offers, testing new interventions and spreading and scaling best practice that is already happening in GM.

4.5. Prevention interventions will be scoped with GM local authorities and comprise a mix of grant allocations and (where deemed appropriate) regional commissioning.

4.6. We are also working closely with Transport for Greater Manchester and local authority colleagues across homelessness, children's social care and education, to implement the approved bus ticket scheme for children in temporary accommodation, to improve their wellbeing and educational attainment whilst placed in temporary housing.

4.7. Rationale and Evidence base:

- **Family homelessness:** The core drivers of family homelessness are most likely to be structural⁴: poverty, lack of suitable affordable housing and the gap between rent levels and Local Housing Allowance, alongside relationship breakdown and domestic abuse. It is likely, therefore, that a package of prevention measures – including mediation, financial assistance and targeted support for single parents and victims of domestic abuse – are likely to be more effective.
- **Temporary Accommodation:** Greater Manchester local authorities spent £77.5million on the cost of renting temporary accommodation. This increasing financial pressure on local authority budgets risks the viability of homelessness services and may inhibit localities' ability to invest significantly in broader homelessness prevention efforts. The number of households in B&Bs has doubled since 2019 and this accommodation represents the worst value for money.

4.8. Approval is sought to deploy the following funding over the next 3 years:

- £24,131,599 to continue the Empty Homes Programme approved in November 2025, into a three year programme, subject to satisfactory deployment and evaluation in 2026/27.
- £4,000,000 to deliver a comprehensive Family Homelessness Prevention Programme, through a combination of grant funding and commissioning.

5.0 TARGETED HOMELESSNESS PREVENTION:

“Homelessness prevention and housing advice is fully embedded as a core offer in Live Well”

5.1. The Greater Manchester Homelessness Prevention Strategy (2021-26) has catalysed a wide range of prevention activity across Greater Manchester, in partnership with the Greater

⁴ https://assets.publishing.service.gov.uk/media/5cab2a5040f0b6752a407311/Homelessness_-_REA.pdf

Manchester Homelessness Action Network (GMHAN) and other public and VCFSE sector actors.

5.2. This includes targeted prevention services for three key populations which are over-represented in people experiencing homelessness in Greater Manchester and are at significantly higher risk of homelessness:

- **Young people:** Our Youth Homelessness Prevention Service has been in operation for five years, providing early intervention support to young people (18-25) at risk of homelessness who do not meet statutory thresholds for support. The service has supported over 1,100 young people to avoid homelessness at the 3 month point of being supported as of October 2025 and includes specialist support for young people who are LGBTQ+ and those with poor mental health.
- **People seeking asylum and refugees:** Responding to the thirteenfold increase in refugee street homelessness in 2023/24 and the continued over-representation of non-UK nationals amongst those sleeping rough, we have developed a range of specific interventions to prevent homelessness early on and support integration into the community under the Refugee Welcome Programme. This includes:
- **Integration, Work and Skills** – a specialist, LA-VCFSE partnership programme that deliver broad-based English language, skills, employment and integration support for people seeking asylum and refugees. It bolsters mainstream work and skills offers and pathways to meet the specific needs of this group, maximise positive cohesion and economic outcomes and minimise homelessness risks.
- **Homelessness Prevention:** Recognising that, in common with other GM citizens, refugees are unlikely to get access to social housing, the Refugee Homelessness Prevention Project coaches and supports people to find suitable housing in the private rental sector. In addition, training and outreach with VCFSE aims to improve the community-based housing advice offer and the quality of engagement with the homelessness system. Information sessions are delivered by people with lived experience across our asylum hotels to prepare people for move-on and answer basic questions.
- **People leaving prison:** The Integrated Rehabilitation Service (Accommodation) provides early support to people in prison and on probation in the community to resettle into stable housing upon release from prison. Whilst the funding for this programme is not included in GMCA's homelessness budget, it is a key part of our infrastructure.

- 5.3. Our prevention services represent key Live Well Offers for people at a transition in their lives. Over the course of the next 3 years, we will work to further adapt and integrate these services into the emerging Live Well architecture.
- 5.4. This includes the development of resources and communications on homelessness prevention, embedding pragmatic housing advice into Live Well Centres and Spaces and ensuring this meets the needs of all GM citizens, including developing a consistent Live Well Offer for Migrant Communities.
- 5.5. We will take the opportunity to embed homelessness prevention and housing advice in the emerging Op Valour programme, which provides coordination of support for armed forces veterans. This includes maintaining and building on the good practice developed in our veterans' specialist A Bed Every Night service in Salford.
- 5.6. We will also explore the opportunity to further develop our homelessness prevention interventions, including for families and children, through our Temporary Accommodation Prevention Programme and national opportunities like the Better Futures Fund.
- 5.7. We are now in the process of reviewing the future of the GM Homelessness Prevention Strategy from 2026, working closely with GMHAN and the key homelessness partnerships and forums in our ten local authorities. This work will seek to develop a vision for homelessness prevention which carries the aims of the Greater Manchester Strategy forward, grounded in the experience of people in GM communities, people with lived experience of disadvantage and harnessing the expertise of the public and VCFSE sector in Greater Manchester.
- 5.8. Rationale and evidence base:
 - **Youth Homelessness:** young people facing housing precarity are at a disadvantage compared to their older peers⁵, with lower minimum wage for younger adults, reduced entitlement to Local Housing Allowance for under 35s and the specific vulnerabilities of young people transitioning away from the Care system.

⁵ <https://researchbriefings.files.parliament.uk/documents/CDP-2024-0083/CDP-2024-0083.pdf>

- **Interventions for Refugees and people seeking asylum:** Refugees who come through the asylum system are at much higher risk of homelessness compared to those in organised resettlement schemes⁶ and are overrepresented in those experiencing homelessness in Greater Manchester. The current asylum accommodation and support system does not allow people to access the tools needed to prevent homelessness and integrate into their local community whilst their claim is assessed: learning English language, understanding life in the UK and preparing for employment. Addressing these fundamentals mitigates homelessness risk and promotes earlier integration and inclusion.

5.9. Approval is sought to deploy the following funding over the next 3 years:

- £6,539,222 to continue the GM Youth Homelessness Prevention Service up to 31st March 2029.
- £5,299,120 to continue the RWP Work and Skills provision up to 31st March 2029.⁷
- £641,167 to continue the RWP Homelessness Prevention Service up to 31st March 2029

6.0 ROUGH SLEEPING INFRASTRUCTURE AND INTERVENTIONS

“Rough sleeping is a rare, brief and non-recurring experience”

- 6.1. We maintain a steadfast commitment to preventing and alleviating street homelessness, with this budget representing a record investment in our rough sleeping infrastructure and representing ca. 50% of our budget.
- 6.2. Such is the maturity of our rough sleeping architecture, that GMCA now funds a wide range of specialist interventions for people sleeping rough across the region. We continue to learn from and scale the work of our localities in responding to street homelessness.
- 6.3. Interventions proposed under this budget include Accommodation-based interventions; Workforce, Data and Commissioning capability; Workforce and Specialist Support for people at the greatest risk of harm.
- 6.4. In addition to the continued commissioning and development of existing services, we are currently mobilising new pilot interventions to take our rough sleeping work to the next

⁶ <https://www.homelessnessimpact.org/publication/homelessness-refugees-and-resettlement>

⁷ Spend for 2025-2027 approved via Decision of the Education, Work and Skills Internal Programme Board, August 2024

level, including embedding social workers in rough sleeping outreach teams, building on good practice from the Manchester Entrenched Rough Sleeping Social Work Team.

a) Accommodation-based interventions

6.5. Our funding proposals include the continuation of the **A Bed Every Night** programme at above 600 bedspaces for the next three years. This investment will see A Bed Every Night enter its tenth year of operation in 2028, having supported **over 14,000 people** since inception.

6.6. Proposed allocations for the A Bed Every Night programme for the next three years are listed in Table 4.

Table 4) Proposed A Bed Every Night Allocations 2026-2029

LA	2026-2029 bedspaces	2026/27 Allocation	2027/28 Allocation	2028/29 Allocation
Bolton	57	£551,298	£655,174	£699,369
Bury	34	£335,732	£349,162	£359,637
Manchester	168	£2,564,640	£2,667,226	£2,747,242
Oldham	33	£391,248	£406,898	£419,105
Rochdale	64	£429,312	£446,484	£459,879
Salford	160	£1,955,322	£2,033,536	£2,094,542
Stockport	24	£250,000	£260,000	£267,800
Tameside	29	£295,800	£307,632	£316,861
Trafford	21	£197,069	£204,952	£211,100
Wigan	53	£355,517	£389,284	£531,275
Total Allocations	643	£7,325,941	£7,720,348	£8,106,810
Programme Management		£55,788	£57,584.83	£59,440.79
Total Expenditure		£7,381,730	£7,777,933	£8,166,251

6.7. These allocations provide local authorities with funding certainty for the next three years and a built in uplift of 4% in 2026/27 and 2027/28 and 3% in the final year of the programme.

6.8. GMCA also commissions longer term move on housing for people who have experienced street homelessness through the **GM Housing First, Rough Sleeping Accommodation Programme (RSAP)** and **Women in Safe Homes initiatives (WISH)**. Whilst we have assumed continuation funding for all three programmes, we are currently reviewing the

ongoing commissioning arrangements for WISH and RSAP to determine whether GMCA or local authority commissioning of these properties is the most efficient long-term arrangement. Consequently, we may seek to reduce or remove our requirement for these programmes in future years.

- 6.9. Finally, we are currently piloting a **Lodgings Programme**, working closely with the Faith and Belief community to identify host households to temporarily provide accommodation in a family home to people at risk of rough sleeping following eviction from the asylum system.

b) Workforce, Data and Commissioning Capability

- 6.10. Managing such a complex mix of interventions and policy work requires significant capacity at the front line, alongside management and analyst capacity.
- 6.11. GMCA provides revenue funding to Rochdale, Oldham, Stockport, Trafford, Bolton and Bury to provide core resource to rough sleeping outreach teams, including Outreach, Navigator and Mental Health roles. This enables the development of a responsive and integrated outreach function, freeing up local resources. Allocations are shown in Table 5.

Table 5) Allocations for outreach, navigator and mental health roles.

	2025/26	2026/2027	2027/28	2028/29
Bolton	£100,022.00	£105,023.10	£110,274.26	£115,787.97
Bury	£58,888.00	£61,832.40	£64,924.02	£68,170.22
Oldham	£79,935.00	£83,931.75	£88,128.34	£92,534.75
Rochdale	£284,924.80	£299,171.04	£314,129.59	£329,836.07
Stockport	£101,249.00	£106,311.45	£111,627.02	£117,208.37
Trafford	£104,229.00	£109,440.45	£114,912.47	£120,658.10
TOTAL	£729,248	£765,710.19	£803,995.70	£844,195.48

- 6.12. GMCA also provides significant research and policy support to local authority teams, including a dedicated case management system for ABEN, a network of rough sleeping teams to foster collaboration and co-design of rough sleeping interventions and the annual coordination of rough sleeping censuses for Women and Migrants sleeping rough. This

ensures a golden thread between learning from practitioners and people on the streets, regional commissioning and national policymaking.

- 6.13. This includes the deployment of **test and learn pilots** in 2025/26, which are proposed to be extended for the next three years. This includes embedded social worker roles (see below), targeted PRS support for people new to rough sleeping and personalisation funding to provide creative routes of the streets.

c) Specialist Support

- 6.14. There is a longstanding recognition that street homelessness is not simply a housing issue; many people who find themselves on the streets repeatedly, or for a long time, are often experiencing other disadvantages which can make it difficult to accept offers of support or accommodation.
- 6.15. The proposed budget includes the continuation of specialist support for those who are sleeping rough and most at risk due to unmet need. This includes those experiencing multiple disadvantage, alongside long term homelessness and people with restricted eligibility for public funds who are at risk of exploitation.
- 6.16. We will continue our successful **Restricted Eligibility Support Service**, which provides advice and support to those without recourse to public funds.
- 6.17. We will also develop our existing Dual Diagnosis mental health support programme into a wider, GM-wide **Inclusion Health** offer for people sleeping rough with co-occurring mental health and substance misuse problems. The service currently provides clinical psychology, dual diagnosis and psychiatry interventions within rough sleeping outreach teams.
- 6.18. Building on the legacy of Inspiring Change Manchester and Changing Futures, we are seeking to develop this service further, as we collectively develop an 'enhanced' Live Well Offer for people experiencing multiple disadvantage.
- 6.19. As a first step, we have integrated this offer with the GM Housing First Programme, providing full GM coverage for the support on offer. We have included funding to integrate the Homelessness Palliative Care service currently provided by Moya Cole hospice into this offer.
- 6.20. We will also seek opportunities to collaborate and pool funding with NHS GM and other commissioners of substance misuse and mental health support to iteratively develop a

consistent, cohesive offer for people with hitherto intractable mental health and substance misuse issues.

6.21. This includes funding local authorities to integrate Social Work roles into their outreach functions, building on good practice in Manchester and Bolton. We will expand and evaluate this service, working alongside Adult Social Care and NHS GM colleagues to disseminate the learning on the unmet social care needs of people sleeping rough across public service.

6.22. Rationale and evidence base:

- **Housing First and housing-led programmes:** The national evaluation of the Housing First pilots⁸ (including GM) found that the pilots saved the public purse around £15,900 per person per year on average, after accounting for delivery costs, with £2 of public savings generated from every £1 invested. Our Housing First and RSAP programmes adhere closely to the fidelity principles of Housing First, which have a strong international evidence base when targeted at people experiencing chronic homelessness with high, multiple and complex needs⁹.
- **Refugee homelessness prevention:** The evaluation of the Restricted Eligibility Support Service found that the net benefits were equivalent to a return on investment of £1.57 for every £1 invested in service delivery.¹⁰
- **CAS3:** People leaving prison in England experience homelessness at a rate 40 times higher than the general population¹¹. Conversely, there is a strong and well-established correlation between access to housing and reoffending rates. To date, over 2,500 people have been supported through the CAS-3 pathway.
- **Interventions for Refugees and people seeking asylum:** Refugees who come through the asylum system are at much higher risk of homelessness compared to those in organised resettlement schemes¹² and are overrepresented in those experiencing homelessness in Greater Manchester. The provision of accommodation, immigration

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https://assets.publishing.service.gov.uk/media/671a70221898d9be93f75db4/Housing_First_Final_Synthesis_Report.pdf

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https://www.crisis.org.uk/media/239451/implementing_housing_first_across_england_scotland_and_wales_2018.pdf

¹⁰ <https://www.greatermanchester-ca.gov.uk/media/hyajsqv/ress-evaluation-gmca-march-2025.pdf>

¹¹ <https://www.homelessnessimpact.org/publication/what-works-evidence-notes-prison-discharge>

¹² <https://www.homelessnessimpact.org/publication/homelessness-refugees-and-resettlement>

advice and support is recognised as an effective way to mitigate these risks and is subject to a national Test and Learn pilot by the Centre for Homelessness Impact.

- **Inclusion health and social care:** In developed the NICE guidelines on inclusion health for people experiencing homelessness, the authoring committee agreed that 'the best way to provide health and social care to people experiencing homelessness would be through specialist homelessness multidisciplinary teams'. These interventions help to build the components of these teams, by providing a combination of expertise from a variety of disciplines and agencies.
- **A Bed Every Night:** The ABEN scheme has been extensively evaluated by Dame Louise Casey (2018), Heriot-Watt university and through GMCA's own internal evaluation (2025). Each evaluation suggests that ABEN, whilst not perfect, is effective at reducing rough sleeping. ABEN continues to evolve to respond to the recommendations from each of these reports.

6.23. Approval is sought to deploy the following funding over the next 3 years:

- £10,595,320 for the continuation of the Housing First programme up to 31 March 2029
- £1,608,203 for the continuation of the Rough Sleeping Accommodation Programme schemes, subject to ongoing commissioning decisions about the future of these programmes and properties up to 31 March 2029.
- £641,167 for the continuation of the refugee homelessness interventions up to 31 March 2029
- £1,461,528 for the Restricted Eligibility Support Service (RESS) up to 31 March 2029
- £23,389,199 for the continuation of the A Bed Every Night programme up to 31 March 2029, as allocated in Table 4
- £2,562,245 for the continuation and further development of the Homelessness Inclusion Health Service
- £771,792 to further develop and deploy Rough Sleeping Test and Learn Pilots up to 31st March 2029

- £3,163,215 for the maintenance of our existing Rough Sleeping Infrastructure, including outreach roles, data capability and commissioning capacity, including the allocations outline in Table 5.

7.0 COMMUNITY ACCOMMODATION SERVICE TIER 3

- 7.1. GMCA co-commissions the **Community Accommodation Service (Tier 3)**, providing accommodation for people leaving prison who are at risk of rough sleeping.
- 7.2. The budget for this service runs up to December 2027, with approval granted by GMCA for the distribution of this grant funding on 30th May 2025.
- 7.3. Year 3 allocations are estimated based on historic trends, but subject to change depending on our future settlement from the Ministry of Justice.
- 7.4. GMCA is also asked to note the ongoing funding position with respect to Community Accommodation Service Tier 3, which remains as approved on 30th May 2025.