



Tameside Domestic Abuse Act Part 4 Safe Accommodation and Housing Support Needs Assessment

**A standalone supplement to the Tameside Gender-Based Violence Strategic
Needs Assessment, 2026**

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1. Purpose and status of this document

This document sets out Tameside's Domestic Abuse Act Part 4 safe accommodation and housing support needs assessment. It has been produced as a standalone supplement to the wider Gender-Based Violence (GBV) Strategic Needs Assessment for submission to meet the Ministry of Housing, Communities and Local Government (MHCLG) requirement for a Part 4 needs assessment but is deliberately designed to work alongside the borough's first GBV Strategic Needs Assessment to keep the housing and safe accommodation evidence connected to the full picture of gender-based violence across the borough.

Standing Together Against Domestic Abuse has worked with Tameside to analyse existing service provision, pathways and multi-agency coordination, and review the safe accommodation offer in line with the Domestic Abuse Act 2021. This supplement can be read together with the housing material contained in the substantive GBV Strategic Needs Assessment.

Housing and safe accommodation are vital components of a Coordinated Community Response to domestic abuse. Repeated and multiple needs assessments and strategies can unintentionally cause fragmentation within local systems and consultation fatigue. Repeatedly conducting new needs assessments and strategies to meet statutory or regional duties risks creating silos, which can divert focus from core principles -prioritising victim safety and holding perpetrators accountable. Tameside, part of Greater Manchester and governed by the Mayoral-led Combined Authority, faces complex (and changing) governance, policy, and commissioning layers. Navigating these while maintaining local identity and delivering effective, place-based services tailored to Tameside's residents is a significant challenge. Fortunately, leadership is managing this challenge effectively, committed to creating a safer Tameside and safeguarding residents through actions taken by GMCA and beyond.

Commissioners are aware of the risks of fragmentation and consultation fatigue. Their approach to integrating needs assessments for families impacted by all forms of gender-based violence (GBV), building on existing domestic abuse frameworks and explicitly addressing housing support needs, is commendable. The partnership recognises that this is an evolving process, which has already identified gaps in service access, availability, and data collection. These insights are seen as valuable learning points, shaping ongoing strategy refinement and service delivery. The additional housing support needs assessment, aligned with Part 4 duties, honestly acknowledges existing gaps and weaknesses to be addressed. The local mindset is rooted in integrity and humility, inspired by leaders listening to practitioners, survivors, and service users who say, "we can do better." They are committed to making these improvements. Tameside also considers the first evaluation of the Part 4 Duties (see below), reflecting on their role in that report and incorporating guidance on areas for improvement.

The supplement has been prepared using evidence from the wider GBV Needs Assessment and tested against the principles reflected in the MHCLG/Ipsos/Ecorys evaluation of Part 4 of the Domestic Abuse Act. These include keeping adult and child survivors central to planning and review, recognising the diversity of survivors including those from outside the area, providing a range of accessible support across safe accommodation settings, ensuring dedicated support for children and young people, involving housing associations and housing providers in multi-agency collaboration, and reviewing access, experiences, outcomes and longer-term impacts. Further survivor engagement specific to housing needs and related outcome monitoring would strengthen future iterations of Tameside's Part 4 needs assessment and strategy.

The supplement can be updated iteratively as further local monitoring information, provider data, survivor voice and partnership intelligence become available. This supplement sets out what is known, what can be concluded from the current and available evidence, and what data could be strengthened over the coming months through the iterative approach to needs assessment and strategy described in Section 13.

A note on scope and evidence: this needs assessment draws on the evidence collected for the wider GBV Needs Assessment - Bridges Partnership data, the Trust Group and refuge survivor survey, provider intelligence, Tameside's Homelessness and Rough Sleeping Strategy 2025-2030, and national statistics - rather than a fresh, dedicated housing data collection exercise of the kind a full strategic housing needs assessment would involve. This is a genuine limitation, and it is named rather than minimised throughout this document. Section 13 sets out why an iterative approach, rather than a single exhaustive assessment produced once every three or more years, is the more practical and more accountable way to close that gap over time.

2. Statutory and policy context

Part 4 of the Domestic Abuse Act 2021 places duties on Tier 1 local authorities in England to assess the need for domestic abuse support in relevant safe accommodation, prepare and publish a strategy for the delivery of that support, appoint and consult a Domestic Abuse Local Partnership Board, and monitor and evaluate effectiveness. Tier 2 authorities have a duty to co-operate. The duty applies to victims of domestic abuse and their children, recognising that children are victims in their own right when they see, hear or experience the effects of domestic abuse. The Domestic Abuse Act 2021 recognises this in two distinct ways: within the statutory definition of domestic abuse itself, where behaviour towards a victim can include conduct directed at that victim's child, and within section 3 of the Act, which identifies children who see, hear or experience the effects of abuse and are related to the victim or perpetrator as victims of domestic abuse in their own right.

The statutory guidance and regulations define relevant accommodation as including refuge accommodation, specialist safe accommodation, dispersed accommodation, sanctuary schemes and second-stage accommodation. The duty is separate from local authority housing duties under the Housing Act 1996 and the Homelessness Act 2002 and does not place a requirement on authorities to provide domestic abuse victims with accommodation as such; it is a duty to assess need and provide support within relevant accommodation. Support within safe accommodation includes:

- ❖ overall service management
- ❖ support with the day-to-day running of the service
- ❖ advocacy, safety planning and domestic abuse prevention advice
- ❖ financial and legal advice
- ❖ children's support
- ❖ counselling and therapy
- ❖ housing-related support, and
- ❖ support designed for survivors with protected characteristics or additional needs

The Whole Housing Approach (WHA), developed by Standing Together Against Domestic Abuse and the Domestic Abuse Housing Alliance (DAHA), prevents safe accommodation being considered in isolation from the wider housing pathway. It connects crisis accommodation with sanctuary, dispersed provision, homelessness prevention, move-on, social housing, private rented options, tenancy sustainment, reciprocal arrangements, housing association practice, perpetrator housing options and recovery. The WHA is referenced within the Part 4 statutory guidance as a recommended approach, and Section 10 of this supplement sets out in more detail how each of its components applies, or could be developed, in Tameside.

The wider legislative and policy environment around domestic abuse and housing continues to change, and this is relevant to how Tameside designs a Part 4 strategy that remains current. From 1 May 2026, the Renters' Rights Act reformed the private rented sector, including a shift to assured periodic tenancies in relevant circumstances, changing the information and advice survivors and practitioners need when a survivor is renting privately or considering a move into the private rented sector. Separately, a Social Housing Bill returned to Parliament for its second reading on 1 June 2026, containing new powers for social landlords and courts to evict a perpetrator of domestic abuse from a jointly or solely held social tenancy without the victim having to leave the property first, and provisions preventing perpetrators from using a notice to quit to force a victim out during eviction proceedings. Around 15,000 households in England had to find a new social home in the previous year because of domestic abuse, and the Bill's stated aim is to let more survivors remain safely in their own homes and communities. The Bill also proposes reform to Right to Buy, relevant to the future supply of social housing stock nationally. Section 11 of this supplement sets out what this could mean for Tameside's approach to perpetrator housing.

Greater Manchester's own political and governance context is also part of this picture. Tameside's Part 4 strategy sits within a Greater Manchester Combined Authority system that includes a directly elected Mayor, GMP-wide reform, and regional VAWG governance, all of which are subject to change through elections and national policy shifts. A strategy written as a fixed document risks losing currency quickly in this environment; an iterative approach, discussed fully in Section 13, is a practical response to a policy and legislative landscape that is genuinely still moving.

3. Methodology and evidence base

This needs assessment has been produced within the resources and timescale available to the wider GBV Needs Assessment project, rather than through a dedicated, resourced Part 4 data collection exercise of the kind larger or better-resourced authorities have been able to commission. It draws together:

- quantitative service data supplied by Bridges Partnership, the borough's core commissioned domestic abuse service, covering referrals, service starts, abuse types, housing status on entry and children accompanying survivors;
- qualitative intelligence from Bridges Partnership on strengths and pressures in current provision;
- survivor feedback gathered through the Trust Group and a refuge survivor survey;
- Tameside's Homelessness and Rough Sleeping Strategy 2025-2030 and its temporary accommodation and prevention/relief data;
- national data, including Office for National Statistics housing and crime survey data, and the national statutory guidance and evaluation evidence for Part 4; and
- comparator material from neighbouring and comparable authorities' published Part 4 needs assessments and strategies, and from national domestic abuse and housing sector guidance, used to test Tameside's evidence against wider practice and to fill descriptive gaps where local data is not yet available.

A full strategic housing needs assessment would typically involve a dedicated data request cycle across registered providers, detailed household-level analysis of applications and lettings and a bespoke survivor consultation exercise built specifically around housing and homelessness questions. That scale of exercise was outside the resources available to this project. What this supplement offers instead is a candid, evidence-based account of what is currently known, built from the evidence that already exists across Tameside's domestic abuse

system, cross-checked against the national evaluation evidence and comparable local authority practice, with the gaps in the evidence base made explicit rather than papered over.

This is consistent with the national evaluation's own findings. The MHCLG-commissioned evaluation of Part 4, conducted by Ipsos and Ecorys between 2022 and 2025, found that annual refreshers of needs assessments were rare across the nineteen case study local authorities studied, because the investment required to repeat a full assessment each year was seen by those authorities to outweigh its value. Local authorities also told the evaluation team they wanted guidance on how to integrate the Part 4 duty with other statutory responsibilities, including housing, and that there was particular interest in qualitative data on survivors' needs and experiences, although the extent to which survivors were able to input directly to local planning varied between areas.

Tameside's approach responds directly to both findings: rather than committing to a full annual refresh that national evidence suggests authorities rarely sustain in practice, this supplement is designed to be updated iteratively and proportionately (Section 13), and it is deliberately integrated with the wider GBV Needs Assessment and its housing evidence rather than commissioned as an entirely separate exercise.

4. National evaluation evidence

The MHCLG/Ipsos/Ecorys evaluation of Part 4¹ found that the duty had expanded the scale or range of support in safe accommodation in many areas. Nationally, the number of survivors accessing support in safe accommodation rose under the duty, but the number of survivors unable to access it also rose, and access and benefit remained unequal across different groups of survivors. Duty-funded support strengthened practical and emotional readiness for survivors to rebuild their lives, improved recognition of children's needs, increased the diversity of support services, and highlighted the importance of victim-survivor insight in decision-making. The fit between provision and survivors' needs was found to be more successful where decision-making and delivery had been closely informed by input from survivors, and local authorities were encouraged to integrate survivor voices throughout needs assessment, strategy, commissioning and review.

The evaluation also identified continuing national challenges directly relevant to Tameside: uneven access across survivor groups, particularly for those with additional needs, larger families or older sons; safe accommodation capacity and, especially, move-on

¹ [Best practice in implementing Part 4 of the Domestic Abuse Act: evaluation insights](#)

accommodation as a persistent constraint; limited evidence on sanctuary schemes compared with refuge and dispersed accommodation; and outcome monitoring, particularly for children, that remains underdeveloped nationally.

The evaluation's overarching conclusions and best-practice observations included direct engagement with survivors and, indirectly, with children at all stages of implementation; transparent commissioning open to smaller specialist and By and For providers; clear, published information on the safe accommodation and support available so survivors can make informed choices; children's support that keeps pace with demand, including in sanctuary schemes; mental health first aid training for safe accommodation staff, given that substantial mental health needs are less well met; extending support to include financial management; developing shared and standardised outcome measurement; and closer coordination between neighbouring authorities on needs assessment, strategy, commissioning and evaluation, since victim-survivors often move across local authority boundaries for safety.

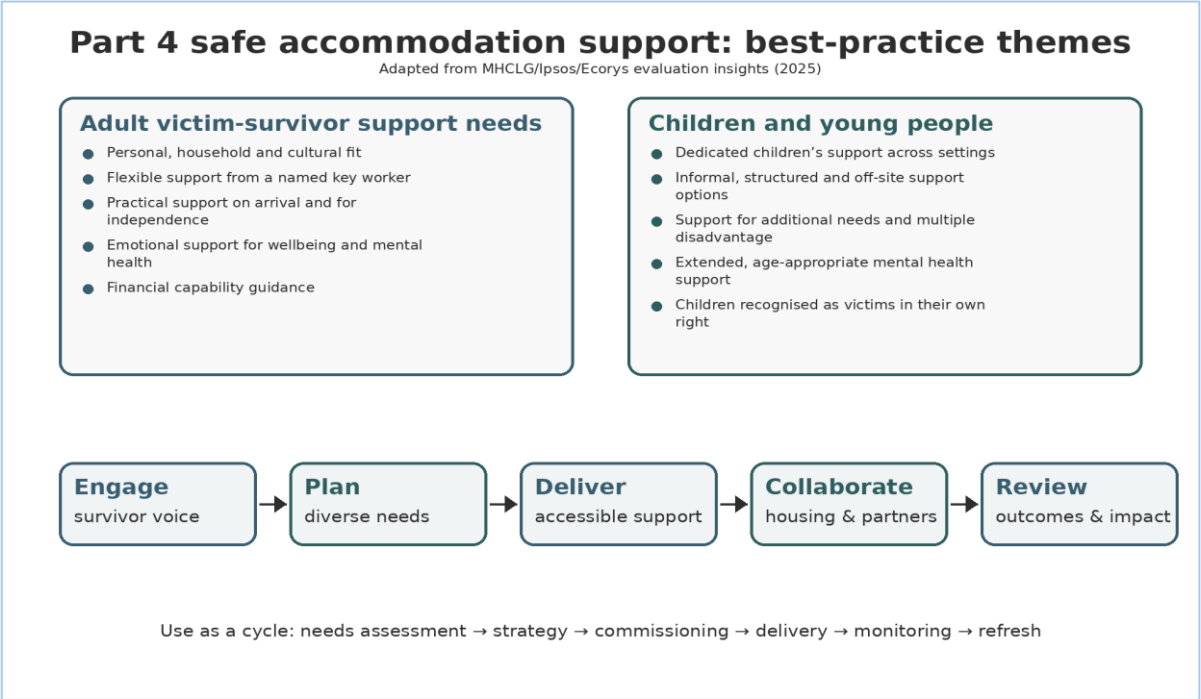


Figure 1: Best practice in implementing Part 4 of the Domestic Abuse Act - adapted from the MHCLG/Ipsos/Ecorys evaluation of the duty.

The evaluation's best-practice themes - Engage, Plan, Deliver, Collaborate and Review - provide a useful benchmark for Tameside and are used to structure the summary assessment in Section 12 of this supplement.

5. Current Tameside safe accommodation and housing-related provision

The evidence gathered through the GBV Needs Assessment identifies substantial local foundations for the safe accommodation and housing strand of the Part 4 strategy.

Area	Current evidence from Tameside
Safe accommodation	Bridges reports two refuges, sanctuary and dispersed options.
Refuge quality	The new refuge provides self-contained apartments, more suitable for many survivors than shared kitchens and bathrooms.
Dispersed accommodation	Additional dispersed provision has improved options for male survivors, larger families, survivors in employment and survivors with adolescent male children.
Sanctuary and target hardening	135 referrals were received between April and December 2025, a 15% increase on the same period in the previous year.
Housing advice link	Fortnightly safe accommodation meetings bring together Bridges, Tameside Housing Advice, Jigsaw housing management and the safe accommodation manager.
Homelessness prevention	Public Health funds a dedicated domestic abuse homelessness prevention officer based with Tameside Housing Advice and co-located with refuge and women's centre provision.
Children's support	Bridges provides Children's Independent Domestic Violence Adviser (ChIDVA) provision and playworker support within safe accommodation.

Area	Current evidence from Tameside
Wider support	Bridges provides outreach, Independent Domestic Violence Advisers, MASH presence, Women and Families Centre provision, training, health-based pathways, Diversity Matters North West support and access to employability and wellbeing provision.
Commissioning structure	A single-commission model was described by Bridges as a strength compared with more fragmented arrangements elsewhere.
Contract stability	The five-year plus five-year core contract has provided confidence for Jigsaw Group to invest in a new refuge and additional dispersed provision.
Homelessness strategy alignment	Tameside's Homelessness and Rough Sleeping Strategy 2025-2030 commits to increasing access to good quality settled accommodation, working with housing association partners, increasing private rented sector engagement, reviewing allocations and improving temporary accommodation standards.
Wider housing support asset	Jigsaw Support also provides supported temporary accommodation, including 80 self-contained units, named keyworkers, tailored resettlement support and 24/7 staffing, with a model that explicitly recognises people with multiple needs, including victims and perpetrators of domestic abuse.

6. Demand, need and pressure points

Bridges data demonstrates significant domestic abuse demand. The dataset provided to the GBV Needs Assessment recorded 4,221 new referrals and 2,265 service starts. Police were the largest referral source, followed by self-referral and children's social care.

Abuse was commonly recorded as emotional and psychological abuse, coercive control, physical abuse, financial and economic abuse, stalking and harassment, and sexual violence. These categories often overlap, and coercive control - the systematic pattern of controlling behaviour that restricts a survivor's everyday life, rather than a series of discrete violent incidents - underpins many of the housing decisions survivors are forced to make, from when it becomes necessary to leave to whether it is safe to stay.

The Bridges data also shows the scale of children's needs. The dataset recorded 1,304 clients with dependent children, representing 2,754 children. This means safe accommodation and housing support need to be considered as children's safety, wellbeing and recovery provision, rather than solely as adult accommodation.

Housing-on-entry data from Bridges indicates a wide range of housing situations, including social tenancy, private rented accommodation, home ownership, living with family, temporary accommodation, statutory homelessness, supported accommodation and unknown housing status. This range reinforces the need for a Whole Housing Approach, set out in Section 10, rather than an approach organised solely around refuge capacity.

Survivors may need to leave quickly, remain safely where they are, move within or outside the borough, access sanctuary, avoid rough sleeping, sustain a tenancy, secure legal advice, address debt and benefits, or move from safe accommodation into settled housing.

Tameside's Homelessness and Rough Sleeping Strategy 2025-2030 adds wider pressure context. It records 296 households in temporary accommodation in March 2024, a 64% increase between December 2022 and March 2024, with 47% of temporary accommodation being bed and breakfast or hotel accommodation - a form of accommodation the Part 4 statutory guidance and the Whole Housing Approach model both identify as unsuitable for domestic abuse survivors and their children wherever an alternative exists. It also identifies an emerging trend that requires further analysis: reduced homelessness prevention activity with women fleeing domestic abuse alongside increased relief duties for women fleeing domestic abuse. This points to a need for earlier prevention, stronger links between domestic abuse and homelessness pathways, and clearer monitoring of domestic abuse-related prevention and relief outcomes.

ONS housing data also indicates rising affordability pressure in Tameside. The average house price in Tameside was £213,000 in April 2026, up 5.2% from April 2025. Average private rents rose to £920 per month in May 2026, an annual increase of 6.8%, with one-bedroom rents averaging £677, two-bedroom rents £875 and three-bedroom rents £1,050. These figures directly impact survivor safety: when rents increase faster than income, social housing is scarce, or move-on is delayed, survivors have fewer safe housing options and might stay longer in crisis, unsafe, or temporary housing. National research from the Women's Budget Group has found that average rents take a higher proportion of women's median earnings than men's across England, and that reforms since 2012 have broken the link between rent and housing benefit levels; this national pattern of gendered housing affordability pressure is directly relevant to a borough where average rents rose by nearly 7% in a single year.

7. Survivors' coping strategies and lived experience of housing insecurity

The Part 4 statutory guidance and the national evaluation both place weight on understanding how survivors experience and manage the period around fleeing, entering safe accommodation and moving on, not only on the numerical scale of provision. Tameside's evidence base includes early indications of the coping strategies survivors and their children use to manage housing insecurity, danger and disruption, and these are set out here as a distinct theme so that the strategy can respond to lived experience directly, rather than to service throughput figures alone.

Survivor feedback gathered through the Trust Group and the refuge survey describes coping through delay and self-management before reaching safety: sofa-surfing with friends or family rather than approaching services, remaining in an unsafe tenancy for longer than is safe because of fear of homelessness or loss of income, and managing risk alone while waiting for a refuge space or a housing decision. This mirrors the national picture: SafeLives research has found that survivors sought help an average of five times in the year before they received the help that worked for them, which indicates that coping in isolation, rather than early service contact, is often the norm rather than the exception.

For children and young people, the wider GBV Needs Assessment identifies overlapping coping and risk behaviours where a young person is affected by domestic abuse at home, including using substances to cope, disengagement from school, and involvement with Youth Justice or exploitation services. These are not separate problems to be addressed in isolation; they are frequently different expressions of the same underlying housing and safety insecurity, and a housing and safe accommodation response that only measures refuge bedspaces will miss them.

Once in safe accommodation, Bridges Partnership and survivor feedback describe refuge as providing genuine safety and stability but describe move-on as a period where coping strategies re-emerge: survivors managing uncertainty about when a settled tenancy will become available, delaying independent living plans, or returning to informal and less safe arrangements such as sofa-surfing rather than accepting unsuitable temporary accommodation such as bed and breakfast placements. This aligns with the national evaluation's finding that move-on accommodation remains a key constraint on the duty's effectiveness across England.

Two practical conclusions follow for the strategy. First, understanding coping strategies is itself a data and engagement task: it depends on structured, ongoing survivor and child feedback rather than being inferred from referral and throughput statistics, and Section 9 sets out the data schedule this requires. Second, coping strategies that look like disengagement, avoidance or risk-taking from a service perspective are frequently a rational response to housing insecurity, and the strategy's task is to reduce that insecurity - through faster

move-on, better sanctuary provision and stronger prevention - rather than treating the coping strategy itself as the primary problem to be managed.

8. Survivor and provider intelligence

Survivor feedback from the Trust Group and refuge survey responses provides important qualitative evidence. Refuge was described positively in relation to immediate safety and support, but longer-term move-on remained a concern. Survivors described delays, uncertainty, sofa-surfing and the destabilising impact of unresolved housing after crisis support or recovery work. This aligns with national evidence from the Part 4 evaluation that move-on accommodation remains a key constraint.

Bridges Partnership identified the following strengths:

- ❖ additional safe accommodation provision;
- ❖ self-contained refuge apartments;
- ❖ dispersed accommodation that improves options for men, large families, people in employment and families with adolescent male children;
- ❖ collaborative fortnightly safe accommodation meetings;
- ❖ a supportive commissioning relationship;
- ❖ comprehensive service data;
- ❖ a stable core contract; and
- ❖ improved working with children's social care through a dedicated team leader

Bridges also identified the following areas for development:

- ❖ short-term "bolt-on" funding for sanctuary, IRIS, ADViSE and MASH IDVA elements creates uncertainty, staff turnover risk and constraints on long-term planning;
- ❖ complex accommodation and support needs remain difficult to meet and sustain locally, including for men with high support needs;

- ❖ lack of move-on accommodation continues to create pressure;
- ❖ the Independent Domestic Violence Adviser delivery model needs review due to demand and the absence of additional funding;
- ❖ perpetrator behaviour-change throughput is affected by course length and demand; and
- ❖ cases returning repeatedly to MARAC require additional support, with a GMCA/Tameside pilot for "intractable MARAC" key workers due to be linked to the enhanced Live Well offer.

9. Children and young people

The Part 4 evaluation gives strong emphasis to children's support, and the Domestic Abuse Act 2021 is explicit that children who see, hear or experience the effects of domestic abuse are victims in their own right, not simply dependants of an adult victim. Nationally, the evaluation found that the duty had increased the overall availability of support for children in safe accommodation, that children were increasingly being counted separately from their parents in a way that had improved commissioning in many areas, and that duty-funded children's support workers were particularly appreciated by children and parents alike. It also found substantial variation between areas, that few areas offered dedicated support to children in sanctuary schemes, that families with two or more children, older sons aged thirteen and over, or children with additional needs continued to face particular access barriers, and that specific support for substantial mental health needs remained limited nationally even where general children's support had expanded.

Children's needs are best met where they have dedicated children's support, access to support workers across settings, support in different forms, provision for additional needs and access to age-appropriate mental health support. Tameside has useful foundations through ChIDVA provision, playworker support in safe accommodation, Safe and Together, MASH development and the wider young people's GBV pathway being developed through the main GBV Strategy.

Housing decisions have a direct and material effect on children's lives, separate from the safety benefit of leaving an abusive household. National evidence from the Part 4 evaluation found that children in safe accommodation reported both benefits - feeling safer, improved wellbeing, a better relationship with their non-abusive parent - and difficulties, including frustration, boredom, conflict with siblings, disrupted education, fractured friendships and missing their other parent. Tameside's own Homelessness and Rough Sleeping Strategy adds a directly relevant local finding: some placements outside the borough disrupt children's education, employment prospects for parents, and access to services such as social care and health visitors. A housing and safe accommodation strategy that does not track education continuity, distance from school and placement stability for children is not measuring the outcomes that matter most to them.

The Bridges dataset recording 2,754 children living with 1,304 clients with dependent children gives Tameside a starting point for children's data, but does not yet capture children's ages, additional needs, education continuity, or their own experience of the move from crisis into safe accommodation and on into settled housing. This is an area for early development within the iterative data cycle set out in Section 13.

The ongoing reviews the strategy establishes will test whether children in all forms of safe accommodation receive dedicated assessment and support, whether support follows children across refuge, dispersed accommodation, sanctuary and move-on, and whether children's mental health and recovery needs are recorded and acted on consistently, including for the groups the national evaluation identifies as least well served: families with two or more children, older sons, and children with additional needs.

10. Equity and access

Part 4 requires attention to all survivors and their children, including those who come into an area from elsewhere. Tameside's evidence identifies specific groups whose safe accommodation and housing support needs require continued review: women with children, children and young people, male survivors, LGBTQ+ survivors, disabled survivors, older victims, South Asian communities, migrant women, survivors with no recourse to public funds, people with mental health or substance use needs, people experiencing multiple disadvantage, larger families, survivors with adolescent male children, survivors in employment and survivors who may need to remain safely at home.

The national evaluation reinforces the importance of this focus. Access remains particularly challenging for survivors with additional needs, specific requirements such as disabled access, contextual issues such as pets, or family characteristics such as two or more children or older sons, and LGBTQIA+ survivors continued to face particular challenges in accessing appropriate provision even where duty funding had increased support elsewhere. By and For services - those designed for, and delivered by, people from the communities they support - were found nationally to be additionally effective for survivors from minoritised groups, because generic or statutory providers do not always meet identity-related needs, and by and for providers bring contextual and cultural understanding that supports recovery.

Culturally specific and user-centred provision is important for safe accommodation because access is influenced by factors such as language, trust, cultural understanding, fear of stigma, immigration issues, racism, disability access, and sexuality and gender identity, so Diversity Matters North West is a key local asset. New inbuilt review activity can use population benchmarks, Bridges equalities data, community safety engagement learning and direct survivor feedback to test whether safe accommodation and housing support routes are reaching all groups equitably.

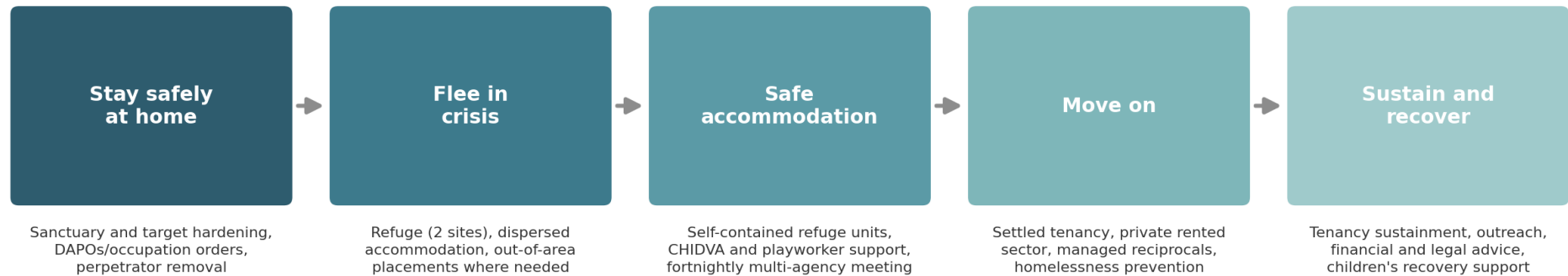
Two further equity issues are relevant to the housing strand specifically. Survivors with no recourse to public funds face particular constraints in accessing both safe accommodation and settled housing, and national research indicates that vacancy levels for this group remain very low across the country; Tameside's strategy needs a clear, named local response to this group rather than treating it as covered by general equalities commitments. Survivors in employment or on incomes above welfare benefit thresholds can also face a gap between being unable to access refuge on affordability grounds and being unable to afford independent rented accommodation quickly; this is a specific finding from Bridges intelligence, referenced in Section 8, and needs to be tracked as its own indicator rather than folded into general housing affordability commentary.

11. The Whole Housing Approach: a framework for Tameside

The Whole Housing Approach (WHA) is a framework that brings the housing and domestic abuse sectors together to address the immediate and longer-term housing needs of survivors across all housing tenure types - social, private rented, privately owned and supported accommodation - with the aim of increasing accommodation sustainment and reducing homelessness linked to domestic abuse.

The WHA is referenced within the Part 4 statutory duty as a recommended way of delivering a rounded, holistic offer of support and Standing Together's national WHA model sets out around interconnected components: refuge services, sanctuary schemes, move-on accommodation, social housing, supported and sheltered housing, private rented accommodation, privately owned accommodation, perpetrators and housing, managed reciprocals, DAHA accreditation, flexible funding, Housing First, and co-located or mobile domestic abuse advocacy within housing services, coordinated by a dedicated WHA coordinator role.

A Whole Housing Approach to safety and recovery in Tameside



Perpetrator accountability (Restart-model housing pathway, Social Housing Bill eviction powers) and the Renters' Rights Act run alongside every stage, rather than being confined to one point in the pathway.

Figure 2: A Whole Housing Approach to safety and recovery, applied to Tameside's current housing journey for survivors.

11.1 Applying the WHA components to Tameside's current evidence

WHA component	Tameside position from current evidence
Refuge and specialist safe accommodation	Two refuges, self-contained units in the newer refuge, dispersed accommodation improving options for men, larger families and employed survivors.
Sanctuary and target hardening	135 referrals April-December 2025, up 15% year on year; no dedicated data yet on outcomes, completion times or survivor experience of the scheme.
Move-on accommodation	Identified consistently by Bridges and survivors as the weakest point in the pathway; no dedicated move-on data currently collected.
Social housing and allocations	Statutory guidance on access to social housing for domestic abuse victims applies; Tameside's allocations policy and its treatment of local connection and residency requirements for survivors has not been reviewed within this needs assessment and is an early action for the Local Partnership Board.
Private rented sector	Rising rents (average £920 per month, up 6.8% year on year) and the Renters' Rights Act reforms from 1 May 2026 make landlord engagement and practitioner advice capacity increasingly important; no dedicated survivor-facing PRS pathway currently identified.
Privately owned accommodation and economic abuse	Not yet a distinct area of local evidence; national research on economic abuse (see Section 6) indicates this needs to be built into future survivor feedback questions.
Perpetrators and housing	No current dedicated local pathway; Section 11.2 sets out the national Restart and Social Housing Bill context Tameside can draw on.
Managed reciprocals	Not currently evidenced locally; a mechanism that can prevent survivors having to give up a secure tenancy through the homelessness route, worth testing with Jigsaw and other registered providers.

WHA component	Tameside position from current evidence
DAHA accreditation	Not currently held locally; relevant to Jigsaw and other housing association partners given their role in the safe accommodation offer.
Co-located or mobile DA advocacy in housing services	The fortnightly safe accommodation meeting between Bridges, Housing Advice and Jigsaw functions as an informal version of this; a more structured, resourced advocacy presence within Housing Advice would strengthen it.
Housing First / multiple disadvantage	Rough sleeping and multiple disadvantage pathways exist through the Homelessness and Rough Sleeping Strategy but are not currently cross-referenced with domestic abuse identification; a gender-informed link is an early action.
WHA coordination	No dedicated WHA coordinator role currently identified; the fortnightly meeting and single-commission model provide a starting point for this function rather than a substitute for it.

11.2 Perpetrators, housing and the changing legislative picture

A Whole Housing Approach treats perpetrator accountability as part of the housing pathway, busting the myth that accountability only happens through a separate criminal justice issue. The Drive Partnership's Restart programme, developed with the London Mayor's Office for Policing and Crime, Respect and Cranstoun combines the Safe and Together model with a structured support pathway for victim-survivors and an optional housing pathway for perpetrators, so that survivors and children can remain safely at home together where that is their wish, rather than being displaced by default. The Restart evaluation evidence and the accompanying practical guidance on creating a domestic abuse perpetrator housing pathway are directly relevant to Tameside's Restart Partnership programme work and to the wider GBV Strategy's perpetrator accountability priority and offer a tested model Tameside can adapt rather than needing to design a perpetrator housing response from first principles.

The Social Housing Bill, at its second reading in Parliament on 1 June 2026, proposes new powers for social landlords and courts to evict a perpetrator of domestic abuse from a social tenancy without requiring the victim to leave first, and to prevent perpetrators using a notice

to quit to force a joint tenancy to end during eviction proceedings. If enacted, this closes a long-standing gap identified nationally, where the only options available to a victim in a joint social tenancy were to leave the home or to end the tenancy entirely, risking their own homelessness. This is a legislative change still in progress rather than a settled feature of the housing landscape, and it illustrates directly why Section 13's argument for an iterative strategy - one that can absorb a change of this kind at the point it takes effect, rather than waiting for the next scheduled full assessment - is a practical necessity rather than a matter of process preference. DAPOs can be sought by anyone, not just the police and also provide an additional tool to remove perpetrators from homes to enable victims, including children, to stay safe at home. They are currently underused across all pilot sites in part because agencies may not have the

12. Data quality and monitoring requirements

The current evidence base is useful but incomplete for a full Part 4 monitoring cycle. This gap is openly acknowledged rather than concealed because Tameside seeks to reflect with the humility and integrity that is a prerequisite to learning. The national evaluation found that outcome monitoring is underdeveloped in many areas of England, that service providers do not routinely share outcomes data with local authorities and that there is a strong appetite among local authority staff for guidance on shared methods for measuring adult and child survivor outcomes. Tameside's task is to build a proportionate, sustainable data cycle rather than to attempt, in one exercise, the level of data maturity the national evaluation found even well-resourced authorities have not yet achieved.

Future safe accommodation review activity needs a regular data schedule/dashboard that covers:

- ❖ safe accommodation capacity by type and household suitability;
- ❖ referrals, acceptances, refusals and reasons;
- ❖ out-of-area placements into and out of Tameside;
- ❖ length of stay;
- ❖ move-on destination and time to move-on;
- ❖ sanctuary referrals, completions and outcomes;
- ❖ household composition, including children's ages and support needs;
- ❖ protected characteristics and additional support needs;
- ❖ referrals involving no recourse to public funds;
- ❖ mental health, substance use, disability, language and interpretation needs;
- ❖ access to by-and-for support;
- ❖ repeat homelessness and repeat MARAC links;
- ❖ survivor feedback and outcome data, including on coping strategies and lived experience as set out in Section 7; and
- ❖ children's outcomes and support experience, including education continuity.

12.1 A stronger role for commissioners in data accountability

Better data is not solely a task for the strategy to describe; it depends on what commissioners require of the services they fund. Commissioning arrangements need to specify minimum data expectations across commissioned provision, including borough-level reporting, outcome monitoring, equalities data, children's support data and qualitative feedback, and to make the submission of that data a condition of funding rather than an aspiration. The national evaluation's own conclusions and best-practice observations state directly that MHCLG needs to work with local authorities and sector experts on how best to measure the impact of support in safe accommodation, including the potential for standardised outcome measurement tools, and that local authorities need to collate, disseminate and update comprehensive information on the safe accommodation and support available so that survivors can make informed choices. Both of these are commissioner-led actions, not provider-led ones.

Commissioners are also the point at which survivor and service-user feedback can be made a structural requirement rather than a good intention. The evaluation found that meaningful and broad survivor input to needs assessment, strategies, commissioning and review contributed directly to the duty's effectiveness, and that the extent to which survivors were able to input directly to local planning varied considerably between areas. Building a standing mechanism for direct survivor and service-user feedback - for example, a structured exit or move-on survey, routine collection of children's and young people's views alongside their parent's and a resourced seat for survivor voice on the Local Partnership Board of the kind described in the WHA strategy template - turns this from a one-off consultation exercise attached to a needs assessment into an ongoing accountability mechanism that sits inside commissioning and contract management. Holding commissioned services to account for what they were actually commissioned to deliver, including data return quality, is itself part of demonstrating that public funding is used well and that support is reaching the survivors it is designed for.

This will support better accountability and make future needs assessments more proportionate and reliable, because each iterative review draws on data that is already being collected as a condition of commissioning, rather than requiring a fresh, resource-intensive data request exercise each time.

13. Why Tameside is moving to an iterative approach to needs assessment and strategy

This supplement advises that Tameside adopt an iterative process for its Part 4 needs assessment and strategy. It recommends reviewing and updating them at regular, proportionate intervals based on new evidence, rather than viewing this document as a fixed declaration of

need to be revisited only when a new assessment is conducted, usually after several years. This section explains the reasoning and evidence supporting this approach, emphasising that it represents a genuine change to be justified rather than simply imposed.

13.1 The national evidence does not support periodic, infrequent assessment

The MHCLG/Ipsos/Ecorys evaluation, drawing on longitudinal fieldwork across nineteen case study local authorities, found that annual refreshers of needs assessments were rare in practice, because the investment required to repeat a full assessment was seen by local authorities to outweigh its value. This is an important finding as it means the model many authorities set out to follow when Part 4 came into force - a full assessment then a full annual refresh - has not, in practice, proved sustainable across England. A commitment to a full, resource-intensive refresh on a fixed annual or multi-year cycle risks becoming a commitment authorities cannot keep, which produces exactly the outcome the evaluation observed nationally - needs assessments that quietly go out of date. An iterative approach, by contrast, does not ask for the same scale of exercise each time but asks for a lighter, more frequent update built from data and feedback that is already flowing through commissioning and partnership structures, which is a more realistic match between the effort required and the effort authorities can sustain. This may require an initial investment of resources – particularly in terms of time to design and embed feedback loops across the safeguarding and CCR systems and build accessible shared dashboards. It may also require skilled change management to bring partners along with what may be perceived by some as additional work but which is actually an approach designed to improve efficiency and ultimately to improve outcomes for residents of Tameside and those who are dedicated to delivering the best services to meet their needs.

13.2 Domestic abuse and housing conditions do not stay still for three years

Housing and domestic abuse conditions in Tameside are demonstrably capable of shifting within a single year, not only across a multi-year assessment cycle. Between April and December 2025 alone, sanctuary referrals rose 15% on the same period the previous year. Temporary accommodation use rose 64% between December 2022 and March 2024. Average private rents in Tameside rose 6.8% in the twelve months to May 2026. Legislation is moving at a similar pace. The Renters' Rights Act changed private tenancy law from 1 May 2026, and the Social Housing Bill, which could materially change how perpetrators are dealt with in social housing, had its second reading on 1 June 2026. A strategy fixed at a single point risks being overtaken by change of this kind well before its planned refresh date, whereas a strategy designed to be reviewed and adjusted at defined points can absorb legislative and market change as it happens.

13.3 It is safer to name weaknesses within a strategy built to respond to them

This supplement has been explicit about the limits of Tameside's current evidence base. Move-on data is not yet systematically collected, sanctuary outcomes are not yet tracked; children's ages, additional needs and education continuity are not yet captured; survivor coping strategies and move-on experience are known through qualitative feedback rather than structured, repeatable data and no dedicated perpetrator housing pathway or WHA coordination function currently exists locally.

Labelling these gaps makes sense only when the subsequent strategy has a genuine mechanism to address them over time. An iterative approach offers this mechanism, as each review point can serve as an opportunity to report progress on a specific gap, introduce a new indicator once relevant data is available, and adjust priorities as stronger evidence emerges. This prevents viewing the identification of a gap as a one-time declaration without any commitment to resolution. This logic aligns with the broader GBV Needs Assessment's approach to its evidence base and is consistently applied here, ensuring Tameside's Part 4 documents and the wider GBV Strategy are seen as a unified, evolving evidence base rather than separate documents operating on different principles.

13.4 An iterative approach reduces duplication and fits the Whole Housing Approach

Rather than commissioning multiple separate needs assessments and strategies that each have to be restarted from a blank page, Tameside can maintain one Part 4 safe accommodation and housing evidence base and strategy, integrated with the wider GBV Strategy, and refresh it through defined review points rather than full re-commissioning. This is consistent with how the Whole Housing Approach, within a CCR, is itself designed. The national WHA describes itself as flexible and adaptable by design, meant to be an adaptive solution that continues to evolve and grow over time, with different components introduced and strengthened at different stages rather than delivered in full from day one. An iterative Part 4 strategy is therefore not a departure from WHA good practice but the practical application of it.

13.5 What the iterative cycle looks like in practice

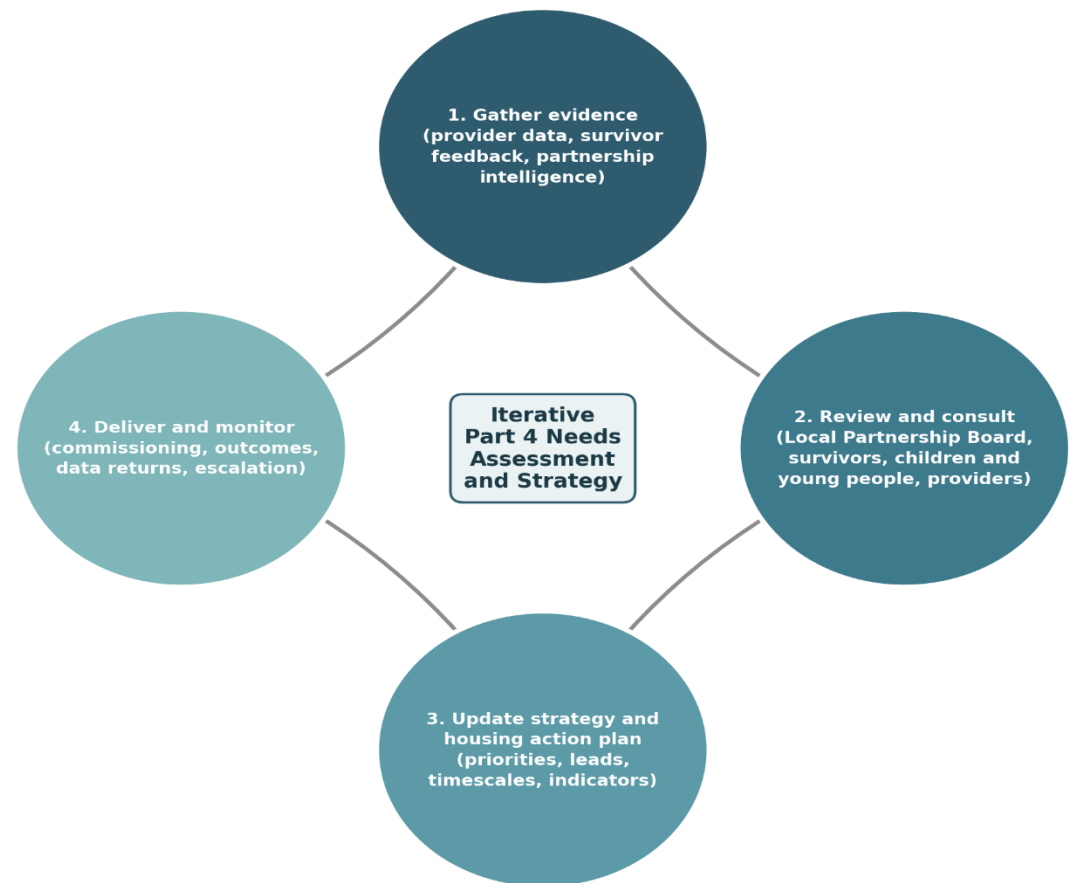
Figure 3: Tameside's proposed iterative approach to the Part 4 needs assessment and strategy.

Figure: Tameside's proposed iterative approach to the Part 4 safe accommodation and housing needs assessment and strategy

In practice, this means a light-touch, six-monthly evidence and data check reported through the Local Partnership Board, alongside a fuller annual review that updates the housing action plan, priorities and indicators against the data schedule set out in Section 12. This is a materially lighter commitment than a full needs assessment repeated on a fixed multi-year cycle, and it is designed to be a commitment Tameside can sustain in practice, which is precisely the gap the national evaluation identified. Each review draws on:

- commissioned provider data returns, made a condition of commissioning as set out in Section 12.1;
- structured survivor and, where appropriate, children's and young people's feedback, including on coping strategies, move-on experience and outcomes;
- Local Partnership Board intelligence and escalation of barriers that cannot be resolved locally; and
- legislative, regional and national developments, including Greater Manchester governance and mayoral decisions, and changes such as the Renters' Rights Act and the Social Housing Bill as they take effect.

This approach is stronger for survivors because it means the strategy can respond to a change in the housing market, a new legislative power, or a pattern emerging in survivor feedback within months rather than years. It is stronger for services because commissioning



decisions can be informed by current evidence rather than evidence that may be several years old by the time a fixed-cycle refresh is due. It sits well with the Whole Housing Approach because both are designed as adaptive frameworks rather than fixed documents, and it directly addresses the national evaluation's finding that survivor input to local planning has historically been inconsistent, by building recurring survivor feedback into the structure of the cycle itself, rather than treating survivor consultation as an event that happens once, at the start of a multi-year assessment process.

14. Summary assessment against Part 4 best-practice themes

Theme	Current Tameside position	Development task
Engage	Trust Group, Diversity Matters, refuge survey and male survivor voice provide useful foundations.	Build routine safe accommodation survivor voice, including children and young people, and ensure structured feedback loops (Section 12.1).
Plan	Safe accommodation is part of the GBV evidence base and Bridges intelligence is strong.	Establish the recurring Part 4 evidence cycle set out in Section 13 and update the safe accommodation action plan at six-monthly and annual points.
Deliver	Refuge, dispersed accommodation, sanctuary, homelessness prevention and children's provision are in place.	Test whether provision meets the needs of all survivor groups and household types, including male survivors, disabled survivors, larger families and people with multiple disadvantage.
Collaborate	Fortnightly safe accommodation meetings and a single commissioning model provide practical coordination.	Strengthen strategic links with housing associations, the private rented sector, homelessness, Adult Social Care, children's safeguarding, health and GMCA, and establish WHA coordination (Section 11.1).
Review	Some local data and provider intelligence is available.	Develop outcome monitoring, survivor experience data, children's outcomes and move-on data through the data schedule in Section 12.

15. A Whole Housing Approach strategy and delivery plan for Tameside

This section sets out a phased plan for translating this needs assessment into a Whole Housing Approach-aligned housing strategy and action plan, sitting within the wider GBV Strategy rather than as a disconnected workstream. The phasing mirrors the phased, iterative approach recommended for the wider GBV Strategy, so that the two documents move forward together.

15.1 Phase One: foundations (first six months)

- Establish or confirm the Domestic Abuse Local Partnership Board's housing sub-group, with resourced survivor and lived-experience representation, consistent with WHA good practice on Local Partnership Board membership.
- Agree the data schedule in Section 12 with Bridges, Tameside Housing Advice, Jigsaw and other providers, and build minimum data expectations into current and future commissioning.
- Review Tameside's housing allocations policy against the statutory guidance on improving access to social housing for domestic abuse victims, including local connection and residency requirements.
- Scope a WHA coordination function, drawing on the fortnightly safe accommodation meeting and single-commission model as a starting point.
- Begin structured survivor and children's feedback collection on coping strategies and move-on experience, as set out in Section 7.

15.2 Phase Two: pathway development (six to eighteen months)

- Develop a move-on pathway and dataset, addressing the gap identified consistently by Bridges, survivors and the national evaluation as the weakest point in the safe accommodation journey.
- Test a perpetrator housing pathway drawing on the Drive Partnership's Restart model and evidence, aligned with the GBV Strategy's perpetrator accountability priority.
- Develop private rented sector engagement and landlord awareness activity in response to the Renters' Rights Act reforms.
- Build a children's housing and education continuity indicator into the data schedule, addressing the gap identified in Section 9.
- Prepare Tameside's readiness for the Social Housing Bill's proposed eviction powers, so that housing, legal and domestic abuse teams can act quickly once the legislation is enacted.

15.3 Phase Three: embedding and review (eighteen months onward)

- Move to the recurring six-monthly and annual iterative review cycle set out in Section 13.5 as the standing mechanism for updating this needs assessment and its associated action plan.
- Review DAHA accreditation and managed reciprocal arrangements with Jigsaw and other registered providers.
- Report progress against each named evidence gap in this supplement, and either close it or set out the barrier preventing closure, at each annual review.
- Align reporting with Greater Manchester governance structures, so that regional developments and mayoral decisions are reflected in Tameside's local strategy at the point they occur.

This plan outlines Tameside's local leadership areas, responsibilities shared with housing associations and private landlords, and aspects reliant on national legislation like the Social Housing Bill. It is intended to be revised regularly during each review cycle rather than being implemented once and then forgotten.

16. Proposed safe accommodation and housing priorities for the GBV Strategy

1. Maintain a Part 4 safe accommodation and housing action plan within the wider GBV Strategy.
2. Review and refresh the safe accommodation evidence base through the iterative cycle set out in Section 13, with a six-monthly light-touch update through governance and a fuller annual review.
3. Strengthen move-on pathways from refuge, dispersed accommodation and temporary accommodation into settled housing.
4. Continue developing sanctuary and target hardening as part of the safe accommodation pathway, with specific review of support needs and outcomes for survivors who remain at home.
5. Strengthen dedicated support for children and young people across refuge, dispersed accommodation, sanctuary and move-on, including education continuity data.
6. Improve data quality and outcome monitoring across safe accommodation, housing advice, homelessness prevention and commissioned domestic abuse provision, with minimum data expectations built into commissioning.
7. Build stronger links between housing, homelessness, Adult Social Care, mental health, substance use, multiple disadvantage, rough sleeping, MASH, MARAC and Bridges.

8. Review access and suitability for male survivors, LGBTQ+ survivors, disabled survivors, older victims, South Asian communities, migrants, survivors with no recourse to public funds, larger families and survivors with adolescent male children.
9. Reduce reliance on short-term "bolt-on" funding where possible by aligning safe accommodation, health, housing and GBV commissioning priorities.
10. Use the Whole Housing Approach as the organising framework for the housing strand of the GBV Strategy,
- including perpetrator housing, private rented sector engagement and WHA coordination.
11. Prepare for the Social Housing Bill's proposed domestic abuse eviction powers and monitor the Renters' Rights Act's effect on survivors accessing the private rented sector.
12. Build a standing mechanism for direct survivor and service-user feedback, including on coping strategies and lived experience of housing insecurity, as a structural part of commissioning and Local Partnership Board governance.

17. Conclusion

Tameside has a strong safe accommodation and housing foundation to build from. The borough has refuge, dispersed accommodation, sanctuary, homelessness prevention, housing co-location, children's provision, provider commitment and a stable core Bridges contract. The evidence also identifies pressures around move-on, temporary accommodation, short-term funding, complex accommodation needs, data quality and equitable access, and this supplement has set those pressures out directly rather than minimising them.

The safest and most practical way forward is an iterative Part 4 safe accommodation and housing action plan within the wider GBV Strategy, aligned to the Whole Housing Approach and refreshed through regular data, survivor voice, provider intelligence and partnership review.

A more realistic and more accountable cycle of review, grounded directly in what the national evaluation of Part 4 found actually sustains good practice across England and in the Whole Housing Approach's own design as an adaptive, evolving framework, offers a stronger long-term foundation than a fixed, infrequent needs assessment. Naming what is not yet known, alongside what is, is only credible where it is matched by a mechanism for closing the gap - the iterative cycle set out in **Section 13** is that mechanism, and it applies equally to the wider GBV Strategy of which this supplement forms a part.