

Housing, Planning & Environment Overview & Scrutiny Committee

Date: 11th October 2018

Subject: Homelessness Update

Report of: Paul Dennett, Portfolio Lead on Housing, Homelessness and Infrastructure

PURPOSE OF REPORT

To provide members of the Overview & Scrutiny Committee with an update on homelessness in Greater Manchester. The report outlines the key GM programmes which are being undertaken at sub-regional level in order to tackle homelessness and rough sleeping. Specifically, the report reflects on the recommendations made by the Overview & Scrutiny Committee at the meeting of 13 March 2018 and provides a specific update on progress against these.

RECOMMENDATIONS

1. That Scrutiny & Overview Committee note the progress being made across a range of programmes in GM.
2. That Scrutiny & Overview Committee request further regular updates on progress in tackling homelessness.
3. That Scrutiny & Overview Committee recognise the significant uplift in provision planned across Greater Manchester for the forthcoming winter.

CONTACT OFFICERS

Mike Wright,
Strategic Lead on Homelessness
GMCA
Mike.Wright@greatermanchester-ca.gov.uk

BACKGROUND PAPERS

The following is a list of the background papers on which this report is based in accordance with the requirements of Section 100D (1) of the Local Government Act 1972. It does not include documents, which would disclose exempt or confidential information as identified by that Act.

https://www.greatermanchester-ca.gov.uk/download/meetings/id/3729/item_6_social_impact_bond_-_rough_sleeping

https://www.greatermanchester-ca.gov.uk/download/meetings/id/3727/13_-_homelessness_and_rough_sleeping_update

1.0 INTRODUCTION

1.1 Tackling homelessness and rough sleeping are key priorities of local authorities in Greater Manchester, and of the Mayor of GM himself. Our commitment is to end the need for rough sleeping in GM by May 2020 and to develop a 10-year strategy to reduce homelessness.

1.2 Nationally, this issues has increased in prominence and coverage, with central government now committed to halving rough sleeping by 2022 and ending it by 2027 and publishing the first National Rough Sleeping Strategy in August 2018.

1.3 Over the past 18 months, GMCA have been developing a range of programmes to support local authorities' work in tackling homelessness and to support the Mayor in his commitments on rough sleeping. These programmes have been jointly developed through a joint bidding and negotiation process with central government and supported by every local authority. The three main programmes of work are as follows:

-) Social Impact Bond for Entrenched Rough Sleepers
-) Homelessness Prevention Trailblazer
-) Housing First Programme

1.4 There has been a considerable programme of work outside of these 3 main funded programmes. This has included significant work on rough sleeping and in developing an improved and more co-ordinated winter response.

1.5 This report outlines the current position in terms of progress in each of these programmes and also provides a wider update on homelessness and winter preparations. The report also outlines the position with regard to spend and procurement arrangements for each of the key programmes.

1.6 Overview & Scrutiny Committee last considered homelessness and rough sleeping at the meeting of 13 March 2018. Its recommendations received by the GMCA from the Housing, Planning and Environment Scrutiny Committee held on 13 March 2018 be noted, and were referred the Reform Board for further consideration. The recommendations were as follows:

1. Note that the Committee supports and welcomes work on the Social Impact Bond and work to build homelessness hubs.
2. Notes the need to continue to lobby Government about the impact of welfare reforms and the impacts on housing and homelessness.
3. To request all Greater Manchester Councils to work collaboratively on simplifying processes and systems to achieve greater consistency.
4. That the Committee recognised that the GMCA had no direct homelessness duties. Councils would acquire a new duty to prevent homelessness and GMCA would assist in the discharge of this across Greater Manchester
5. The Committee requested that there should be a universal application of the emergency weather policies across districts.

6. That the GM Mayor to use his soft power to influence care leaving provision and that it be the same in each district.
7. That an inspection regime be established and a common set of expected standards be produced for hostel providers.

1.7 Progress on the recommendations made is highlighted in the programme updates below.

2.0 Current Position – Programme Updates

2.1 Updates on the progress of GMCA-managed programmes are outlined below.

2.2 Social Impact Bond for Entrenched Rough Sleepers (SIB)

2.2.1 The GM SIB was launched in December 2017 as one of eight in England. It is a payment-by-results programme targeted at the most entrenched rough sleepers and has a programme value of up to £1.8m. This was to secure outcomes for 200 entrenched rough sleepers over 3 years.

2.2.2 Originally, the SIB cohort was to be decided through an open referral process which was to run to 01 October 2018. However, due to the success of the scheme and the energy and engagement of outreach teams in promoting this new resource, this had to be paused in late July when the number of referrals stood at 526. This was substantially higher than anticipated.

2.2.3 As the SIB is a payment-by-results contract, with outcomes priced against a single Rates Card, the capped contract value of £1.8m was insufficient to pay for outcomes for such a high number of clients. To ensure that effective engagement with the whole cohort of people could be committed, a bid for additional funding was made to MHCLG. In late August, it was confirmed that an additional £829, 000 would be committed to the GM SIB by central government. This was the highest award in England and brings the total value of the GM SIB to £2.629m. The additional funding will enable an increased level of engagement with the identified cohort and ensure that all of those who have signed up to the programme will receive an outcome. The referral list will not be re-opened.

2.2.4 Engagement continues to be high. The number of rough sleepers accommodated continues to increase, reflecting the ongoing level of engagement since the onset of the programme in December 2017. The number of people in accommodation is greater than expected at this point in the contract. The difference between the figure accommodated and the number of referrals reflects the considerable amount of work which needs to be undertaken with entrenched rough sleepers to engage effectively with them and also the higher than anticipated number of referrals. Access to accommodation is, of course, only one of the performance measures, though the critical one in respect of meeting the goal of ending the need for rough sleeping.

2.2.5 Scrutiny members will note that this programme reflects recommendation 1 made by the Committee in March 2018.

2.3 Homelessness Prevention Trailblazer

- 2.3.1 The Trailblazer Programme has delivered £3.675m of investment into homelessness prevention across Greater Manchester. Although this programme was confirmed by government in December 2016, the first tranche of funding was not received until March 2018.
- 2.3.2 This programme has been organised across six thematic areas, agreed by every local authority. Due to the extreme delay in receipt of funding (March 2018) and the additional workload of Mayoral and external priorities outside of the programme, the target dates for completion of activities is in the process of revision, although the actions themselves remain fixed and agreed.
- 2.3.3 Within the workplan itself, there are a number of operational actions which require resources allocation from the £3.675m funding allocation. These are defined within the workplan which has been divided into 6 distinct themes around homelessness prevention.
- 2.3.4 Key actions within the workplan include elements such as a common ICT system and a common training programme across GM to meet the needs of the Homelessness Reduction Act, expansion of the GM-Think rough sleeper database, development of homelessness prevention Hubs/Centres across GM, investment in pilot services to promote health and homelessness and the development of a Social Lettings Agency approach across GM to expand access into the private rented sector for homeless and potentially homeless households. The workplan also covers the costs of the development of the GM Homelessness Action Network, which was a Mayoral priority on the Mayor's election in May 2017.
- 2.3.5 In order to carry out the actions within the workplan, this will require the disbursement of grants to individual local authorities in some instances, as well as direct provision or procurement by GMCA. For example, the location of Hubs across GM in Theme 2 of the workplan will involve the distribution of funding to local authorities, whereas procurement of common ICT systems and training will be done centrally via GMCA.
- 2.3.6 These actions have been agreed between local authorities, with CLG and were included in the original successful bid to CLG, approved in October 2016 by AGMA. The workplan for the Trailblazer programme is attached as Annex 1. It should be noted that
- 2.3.7 Progress in the Trailblazer programme has specifically delivered outcomes against recommendations 3, 4, 6 and 7 made by Scrutiny & Overview Committee in March 2018.

2.4 **Housing First Programme**

- 2.4.1 In the budget of November 2017, central government announced the creation of three pilot areas for Housing First, of which Greater Manchester was one, together with the West Midlands and Liverpool City Region Combined Authorities.
- 2.4.2 Housing First is a recognised and distinct model of provision for people who are homeless/at risk of homelessness and/or have complex needs which make it difficult for them to access accommodation. It is well-established in north America and parts of Europe and has been credited with ending rough sleeping and homelessness in Finland.

- 2.4.3 Housing First programmes work on the basis of immediate access to accommodation rather than through traditional routes of hostel, supported or temporary accommodation prior to a final offer. Critical to the programme is the high level of continuing support based on people's needs and often at a more intensive level than provided by typical services. This could include bespoke support and interventions for drug/alcohol or mental health issues, for example. The success of the programme is based on the scale and continuity of the wrap-around support which people receive and in a pure Housing First model, there is separation between the provision of support and of housing.
- 2.4.4 Greater Manchester will receive a total of £8m over 3 years to procure the delivery of a GM-wide Housing First programme. Of the total funding package, during the 3-year contract, £7.6m will be allocated for direct service delivery, with the remaining element covering associated administrative costs of £243k and providing contingency funding through an innovation fund of £157k.
- 2.4.5 We will therefore directly allocate £7.6m to meet the costs of the accommodation and support needs of over 400 identified individuals in GM who meet the criteria for this scheme. Housing First is a well-established programme with clearly identified referral criteria based on internationally-agreed principles. This is not limited to people who are homeless or rough sleeping but referrals are expected to include a substantial number from these groups. Local authorities have already made assessments based on recognised assessment tools of likely numbers in their area.
- 2.4.6 Since the November 2017 announcement, GMCA mobilised a Local Authority Steering Group to develop our approach to this programme and its procurement. This Steering Group has met regularly and has been supported through an independent advisory group of people with lived experience, supported by an external agency. This has ensured that the voices of homeless and formerly-homeless people have been integral to the development of our programme.
- 2.4.7 The programme itself will be externally evaluated by an independent academic body. This evaluation will be continuous, with a researcher embedded with the service provider. The results of the evaluation will be published, forming the basis for future policy development and providing critical data on the value of the programme and key lessons on the reform of public services. It should be noted that it is expected that the programme will demonstrate significant savings to the public purse, as it has in existing evaluations both in the UK and internationally. In this event, local authorities will need to adapt their commissioning programmes to secure the longer-term sustainability of Housing First in GM over the next 3 years, in the absence of continuing funding from central government.
- 2.4.8 Central government have recently sent a draft final Memorandum of Understanding (MoU) in respect of the funding conditions. This has reflected comments submitted by GMCA and the other two Combined Authority pilot areas. This now provides a secure basis to proceed to the procurement phase.
- 2.4.9 An agreed specification has been co-produced with the engagement of people who are homeless or who have formerly been homeless. The Local Authority Steering Group has co-ordinated this, with support of the AGMA Procurement Hub. We have continued to liaise

with West Midlands and Liverpool City Region to co-ordinate our approaches and we remain further advanced than the other sub-regions.

- 2.5 Following approval to tender this contract at the Combined Authority meeting of 29 September, the tender was publicly advertised on 02 October 2018. This revised procurement timetable should allow for the contract being let in early December 2018. This will ensure that the Housing First programme will be operational during the period of this year's Cold Weather Provision and will therefore be an additional resource available to support people sleeping rough this winter.

3.0 Winter Provision 2018 and Beyond

- 3.1 During the previous winter, GM provided a higher level of provision than ever before, both in terms of its depth but also its extent across the conurbation.

- 3.2 Over recent months, wider discussion has taken place about how to improve and deepen this approach. This has been based on a review of the success of last winter and to learn some of the lessons of what worked and what could be improved.

- 3.3 A key element of this feedback was that even despite the extended provision, there remained barriers to rough sleepers accessing this, often due to the uncertain 'in-out' nature of provision that was based on a daily temperature. This provided no incentive for rough sleepers to come in from the streets as they may be back out again that night.

- 3.4 To respond to this and other feedback, and to further improve GM's approach to rough sleeping, an arrangement to provide continuing provision over the winter has been promulgated with the suggested title of 'A Bed Every Night'. The intention would be to provide continuing provision every night between 01st November and 31st March. This campaign has been discussed at a meeting of Housing/Homelessness Lead Members and Lead Officers on 23rd July and also at the GM Reform Board of 7th September. In-principal support was given at each meeting. This approach also supports the policy of Manchester City Council, adopted in 2018, of confirming a bed for every rough sleeper who needs and wants one.

- 3.5 Local authorities have indicated the level of cost which such a scheme would entail and an initial assessment has indicated a gap of approximately £2m between authorities' existing preparations and the increased costs of extended provision for this winter. The additional costs are clearly a concern for local authorities.

- 3.6 With regard to sustainably bridging any funding gap, however, the Mayor is confident in our ability to secure this. This will include, for example the reprovisioning of funding within the Trailblazer programme and also the use of Mayoral Priority funds. The Mayor therefore intends to bring forward more detailed proposals to outline this to the next GMCA meeting in October 2018.

- 3.7 It should be noted that the consistent approach to winter provision directly relates to recommendation 5 made by the Committee in March 2018. Further work is being

done on the operational arrangements for hostel provision which will reflect recommendation 7 made by the Committee.

4.0 Recommendations

4.1 The following recommendations are made:

1. That Scrutiny & Overview Committee note the progress being made across a range of programmes in GM.
2. That Scrutiny & Overview Committee request further regular updates on progress in tackling homelessness.
3. That Scrutiny & Overview Committee recognise the significant uplift in provision planned across Greater Manchester for the forthcoming winter.

ANNEX 1 – HOMELESSNESS PREVENTION TRAILBLAZER ACTION PLAN

Greater Manchester Homelessness Prevention Trailblazer Programme

Our Vision:

“We aim to eradicate the need for rough sleeping in Greater Manchester through the provision of positive, people-focussed services at a local level. We will prevent homelessness wherever we can and everyone using our services in Greater Manchester will receive a personalised housing plan together consistently high quality level of advice and support to prevent or resolve their homelessness regardless of where they live in our region.”

1. Greater Manchester Plan to Prevent Homelessness and Rough Sleeping

Our Key GM Themes:

1. Deliver a consistent approach to data and systems
2. Create a network of Hub provision across GM
3. Develop a GM-wide Social Lettings Agency approach
4. Create a GM Homelessness Action Network to support and build capacity in the stakeholder sector
5. Develop meaningful and consistent customer pathways
6. Develop an integrated health and homelessness offer

Our GM Outcomes:

-) An increase in meaningful homelessness prevention
-) A reduction in homelessness acceptances and the use of temporary accommodation
-) A reduction in the level of evictions in the private rented sector
-) A specific reduction in homelessness presentations and increase in preventions for former asylum seekers
-) A reduction in rough sleeping
-) A longer-term improvement in the life chances of households
-) An increase in the level of economic activity for households in housing need at risk of homelessness
-) An uplift in related public service performance in related areas, including increased life expectancy of rough sleepers and reduced reoffending rates of homeless ex-offenders

-) An improved ratio of public-spend against long-term outcomes across the spectrum of public bodies
-) An advanced methodology for capturing outcome data and value for money over the long-term, including and understanding of inter-generational impacts of preventing homelessness
-) A greater range of housing-related options, including take-up of different forms of offer including shared housing

Our GM Action Plan:

Within the GM Trailblazer approach, we have adopted the following principles:

-) Prioritise areas where there are gaps in the current GM system
-) Target areas which add greatest value to the ‘whole’
-) Prioritise non-staffing in order to boost future sustainability
-) Focus on pump-priming any time-limited funding to activities which can attract future alternative funding and resources

We have agreed 6 Thematic Areas which will form the focus of our approach and the activity and indicative spend is outlined in the table below.

	Theme	Yr 1 Spend	Yr 2 Spend	Cumulative
1	Deliver a consistent approach to data and systems	200, 000	100, 000	300, 000
	Actions: Develop common toolkit, data approach and documentation across GM Design common advice standard for all GM LA’s, pre-empting the Homelessness Reduction Act Common GM Personal Housing Plan, developed with user involvement Staff training on new systems Develop systemic interfaces with existing related systems Integrate offer with LA and partners’ CRM systems User Access Testing Deliver co-design programme and workshops Systemic integration with GM Connect Programme including co-ordination of all public service data and integration into Housing Options offer to enable full-view of each service user and information availability for Personal Housing Plans			

	<p>Staffing Implications: There are some limited non-permanent staffing costs involved in this. These will be short-term and limited to the extent of the project.</p> <p>Sustainability/Exit Strategy</p>			
2	<p>Create a network of Hub provision across GM</p>	735, 000	1, 000, 000	1, 735, 000
	<p>Actions: Meet the programme aims of a network of hub provision across GM Linked into place-based integration agenda of GM Public Service Reform Core hubs with accommodation option immediately available 24/7 option for night-service provision Common assessment provision Health and partner co-location facilities</p> <p>Staffing Implications: The costs identified are almost entirely revenue costs of operating the Hub model on a GM basis. Therefore, these are substantially staffing costs.</p> <p>Sustainability/Exit Strategy Reprovision of existing funding streams and service organisation into the Hub model. The Hub model will become part of the wider prevention offer after the trailblazer period has ended and the hubs will be locally-based assessment centres with additional facilities which form part of the GM-system.</p>			
3	<p>Develop a GM-wide Social Lettings Agency approach</p>	350, 000	350, 000	700, 000
	<p>Actions: Develop and expand existing SLA's in GM Develop new SLA's and arrangements to ensure coverage across GM Increase in property leases Enable LHA top-up to secure property in some boroughs</p>			

	<p>GM-wide advertising campaigns Expanded Rental Bond facility to improve PRS access Improved financial inclusion offer to enable accessibility to greater stock of affordable accommodation</p> <p>Staffing Implications: There will be staffing costs involved in this theme. However, these will be limited to start-up arrangements in areas with no provision and for rapid development of existing services where expansion is required. It is anticipated that these will form less than 50% of the overall budget, with the majority spent on expanding property portfolios and on landlord incentives which are appropriate to local housing markets.</p> <p>Sustainability/Exit Strategy We expect SLA's to be at break-even stage within 2 years. Existing SLA's which have grown through the Trailblazer will mainstream required posts through increased surplus within their own resources. Housing providers are particularly engaged and resources will be secured through them.</p>			
4	<p>Create a GM Homelessness Action Network to support and build capacity in the stakeholder sector</p>	150, 000	130, 000	280, 000
	<p>Actions: Roll out M-Think database approach to stakeholders and purchase 750 licences to facilitate this Develop Web-based portal for practical support for all stakeholders Training for front-line staff on Homelessness Reduction Bill and its application across GM Training and development of stakeholders to enable early adoption of the Homelessness Reduction Bill principles and facilitate referrals Develop a live 'Practice Directory' and Stakeholder Engagement facility to enable buy-in across sectors for homelessness prevention Develop a GM Mayoral Fund to pump-prime innovation across the sector in GM and to test 'what works' approaches to homelessness prevention Support to the GM Housing Needs Group</p>			

	<p>Develop links with local businesses to engage in a ‘big conversation’</p> <p>Staffing Implications:</p> <p>There are no staffing costs involved in this thematic area.</p> <p>Sustainability/Exit Strategy We expect the network to become self-sustaining through the continued development of the Mayoral Fund, through servicing from existing GMCA resources and through longer-term reallocation of homelessness funding within GM.</p>			
5	<p>Develop meaningful and consistent customer pathways</p> <p>Actions: Review and realignment of local policies, procedures and protocols into a consistent range of customer offers across GM Development of a GM-wide approach to personalised housing offers for key groups Engagement with complementary service areas including criminal justice, children’s and adults’ social care to approve and monitor best-practice protocols including on adaptations, prison and hospital discharge and on the accommodation of care leavers and vulnerable people Training and awareness events for partners All to be managed within the requirements of the Homelessness Reduction Act Widen homelessness service links to include apprenticeship, education and financial inclusion in local practice.</p> <p>Staffing Implications: There are some limited staffing costs involved in this. However, these will be non-permanent and time-limited to the extent of the programme</p> <p>Sustainability/Exit Strategy</p>	25, 000	25, 000	50, 000

	Governance and management of the approved system to be done through existing structures and/or through the revised system implemented by the new GM Mayor. Partners will buy-into the revised approaches and these will be managed through stakeholder processes with little requirement for future resourcing outside of GMCA existing arrangements.			
6	Develop an integrated health and homelessness offer	100, 000	100, 000	200, 000
	<p>Actions: Pump-prime a range of key identified activities to engage health in the homelessness agenda, including on tackling emerging issues such as TB/Hep B screening and the response to Spice for rough sleepers. Consistent approach to the engagement of health services with households in temporary accommodation. Integrate homelessness within the current approach to the devolution of health and social care to GM. Training and awareness programme for health professionals in homelessness and prevention.</p> <p>Staffing Implications: There are some limited staffing costs involved in this. However, we expect these to be time-limited and to be match-funding to other funding streams.</p> <p>Sustainability/Exit Strategy We anticipate the funding resource to demonstrate the evidence base and opportunity for wider savings to the health budget.</p>			
a.	Delivery and Administration Costs	250, 000	250,000	500, 000
	<p>Actions: Recruit implementation and delivery team headed by strategic lead Evaluation by Salford Uni Legal compliance funding for all activity</p>			

	<p>Staffing Implications: This area is heavily invested in staffing resources in order to deliver the Trailblazer programme across all 10 authorities. The Strategic Lead post will be directly funded, as will a team of 3 directly-employed staff and support to a dedicated Research Officer in the GM Commission for the New Economy.</p> <p>Sustainability/Exit Strategy Should a team be required following the end of the trailblazer programme, this will be funded from existing resources in GMCA or through LA contributions, subject to evaluation and agreement.</p>			
		<p>1, 810, 000</p>	<p>1, 955, 000</p>	<p>3, 765, 000</p>