

**GREATER MANCHESTER HOUSING PLANNING AND ENVIRONMENT  
OVERVIEW AND SCRUTINY**

**DATE:** Thursday, 9th July, 2020

**TIME:** 6.00 pm

**VENUE:** Microsoft Teams Live

**ITEM 5 EVERYBODY IN / A BED EVERY NIGHT- COVID-19 UPDATE**

<b>BOLTON</b>	<b>MANCHESTER</b>	<b>ROCHDALE</b>	<b>STOCKPORT</b>	<b>TRAFFORD</b>
<b>BURY</b>	<b>OLDHAM</b>	<b>SALFORD</b>	<b>TAMESIDE</b>	<b>WIGAN</b>

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### Greater Manchester Housing, Planning and Environment Scrutiny Committee

Date: 9<sup>th</sup> July 2020

Subject: COVID-19 Homelessness Update

Report of: Molly Bishop, Homelessness Strategic Lead, Greater Manchester Combined Authority

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#### **PURPOSE OF REPORT**

This paper provides an update on the Greater Manchester response to COVID-19 for people experiencing homelessness or rough sleeping. It outlines the progress to move people on from Covid emergency accommodation or secure it for longer, as well as the opportunities to increase supply for long term, settled accommodation for this cohort.

**CONTACT OFFICERS:** Molly Bishop, Strategic Lead for Homelessness and Rough Sleeping, GMCA and Jane Forrest, Director, Public Sector Reform, GMCA.

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### 1.0 NEXT STEPS PROGRESS

- 1.1. Actions are continuing to progress well against the Next Steps Strategy, approved 13<sup>th</sup> April 2020 by GM Emergency Committee, which includes step down from hotel emergency Covid accommodation where necessary.
- 1.2. All individuals being moved on from Covid emergency accommodation have co-ordinated support planning in place, including health transition plans, and accommodation options. A number of Covid emergency provisions have now been fully stepped down, with all individuals moved onto further temporary or settled accommodation.
- 1.3. An assessment of accommodation demand and need due to Covid-19 has been undertaken by all Local Authorities at the request of MHCLG. Every Local Authority has submitted this information, highlighting supply and demand gaps and existing plans to mitigate them (see Appendix 1).
- 1.4. A number of Local Authority (LA) procured hotels have been kept on for an extended period to allow more time for planned move on.
- 1.5. The newly announced Everyone In funding (£105m) will be made available to councils to recover some of their ongoing covid emergency accommodation costs and ensure that a pipeline of sustainable and appropriate temporary accommodation is available for those who have been helped inside during the covid crisis.
- 1.6. Funding for longer term and settled accommodation has now been confirmed to help deliver against long term supply challenges. The Rough Sleeper Accommodation Fund will provide £160m for 3,300 properties to be online by March 2021. This is £130m capital and £30m revenue.
- 1.7. Greater Manchester Housing Providers have played a significant role in providing social rented tenancies to homeless households throughout lockdown, and ensuring prioritisation and recognition is given where LAs are facing extreme pressures with trying to ensure that no one has to return to the streets. The commitment to a series of new pledges further emphasises their dedicated role in opening up supply for homeless households (see Appendix 2.)

### 2.0 A BED EVERY NIGHT

- 2.1. The third phase of ABEN is live as of 1<sup>st</sup> July 2020. This sees an expanded, fully single room provision stood up across GM for people who are rough sleeping or at imminent risk.
- 2.2. Total capacity from 1<sup>st</sup> July will be 453, with 180 of these beds as new capacity. We expect this to be filled quickly with move on from emergency Covid hotels and people currently sleeping rough or at imminent risk.
- 2.3. 60 beds and specialist support are available for people with No Recourse to Public Funds, owing to the funding from the Greater Manchester Mayor's Charity.

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2.4. ABEN will be able to support people who came inside through lockdown and require move on to more sustainable temporary accommodation, and existing rough sleepers. However, it is clear that those who are continuing to rough sleep often require different and more specialist accommodation and support than ABEN can provide to them. Options to respond to this are being explored as outlined below.

### **3.0 FURTHER EXPANSION OF SUPPLY**

3.1. Short term/interim accommodation supply will be provided by councils (using A Bed Every Night and the Everyone In funding) to ensure that no one returns to the streets from temporary accommodation brought online through covid lockdown where it is no longer viable. This will be through a variety of models:

- Hotel leasing or block booking extensions
- Private rented HMO property leasing as temporary accommodation
- Commissioning of new premises (and support providers)

3.2. There is ongoing dialogue with government as to whether this funding can be used for suitable interim supply for people who are still currently rough sleeping.

3.3. Long term/settled accommodation supply (via Rough Sleeper Accommodation Fund) is open to a wide variety of potential models, impacted by the scale and nature of capital and revenue funding available and the cohort needs.

3.4. There is an expectation that this fund will be aligned with other capital investment. GMCA is exploring the use of the Housing Investment Fund to provide additional investment, and engaging with existing and new social investment partners to provide further avenues for collaboration.

3.5. New supply could be sought against any of the following models:

- Buy, refurbish and lease to vehicle that provides LHA / suitable rents
- Contract third party companies to acquire and managed PRS properties and provide support for a set period of time
- Explore non-viable new homes schemes than can be transferred into use for this purpose
- Explore de-commissioned supported housing

3.6. The welcome inclusion of £30m revenue funding provides opportunity to meet the wider needs of clients to sustain accommodation and live well. However, full costings against cohort needs will be needed to demonstrate how far this will go to providing what is needed.

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- 3.7. MHCLG is clear that bids can be designed by individual LAs, collectively, or be led by Registered Providers and other investors.
- 3.8. Initial conversations across GM indicate that collaborative working, when cohort and property needs are clear, could result greater scale and value for money. Innovative and shared use of the Housing Investment Fund, Ethical Lettings Agency vehicle, and pre-existing investor/developer relationships will support this.
- 3.9. Local Authorities will also be pursuing their own bids which do not require collaboration across GM partners, and it is essential that visibility of bids is maintained to ensure there is no unintended gaps or competition within the region.

### **4.0 PEOPLE WHO ARE ROUGH SLEEPING**

- 4.1. There remain a number of people who continue to sleep rough, many of whom have not accepted accommodation since the start of lockdown (32 people known to have refused entirely). 28 people have been in and out of hotels due to issues with behaviour and compliance and are now rough sleeping again. In the city centre, around 90 people are known to be rough sleeping.
- 4.2. A Bed Every Night and Housing First will continue to provide options for people who sleep rough, but this will not be able to meet the need fully as some people will need different options.
- 4.3. New street sleepers will be supported but people who are not residents of Greater Manchester will be re-connected.
- 4.4. With the risk of infection from Covid still very much live, it is essential that extended supply meets the needs of this group, who often need more specialist solutions. While that supply is being stood up, a focused Covid-care response needs to continue to be delivered via outreach. Consultation with frontline teams is continuing to identify what they need to safeguard and support this cohort.

### **5.0 CURRENT KEY RISKS**

- 5.1. Delivery of supply - accessing enough one-bed properties of the right kind for single people is extremely challenging and subject to multiple competing housing need priorities beyond this cohort (people supported due to Covid into emergency and temporary accommodation). Ensuring that this cohort are able to move on, will require extraordinary effort and co-ordination from all of the city region's partners to increase the supply of one-bed properties. Purchase, retrofit and lease models are being explored at scale via the Ethical Lettings Agency, as are new agreements with Registered Social Landlords in the region.
- 5.2. Cold weather planning (PHE guidance) -MHCLG have noted upcoming Public Health England Guidance that will not support any shared sleeping arrangements. Urgent clarity is being sought, as shared sleeping arrangements make up a small part of A Bed Every Night and are usually critical for winter pressures. Allowance is being

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sought for shared sleeping accommodation that is low density, has Public Health infection control plans and assurance, and only accommodates those at low risk of Covid. GMHSCP is engaged with MHCLG and Public Health England to clarify their advice and support a flexible approach.

- 5.3. Newly granted refugees also present a demand risk once Serco evictions resume. Lifting the ban on evictions from asylum accommodation is being considered in light of the recent decision to extend the ban on private evictions to 23rd August. We are aware across GM there are currently 350 people with a positive decision residing in asylum accommodation. There are also nearly 4,000 people in asylum hotel contingency nationally and so the pressure on homelessness services as the backlog of cases is managed presents a consistent challenge to GM owing to Serco stock levels in the city region.
- 5.4. We will continue to engage with all relevant stakeholders to reach solutions on these issues and mitigate risk in Greater Manchester.

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**MHCLG PROFORMA – GREATER MANCHESTER COMBINED AUTHORITY**

**Introduction**

This submission sits alongside the 10 GM Local Authority proformas and gives a regional view of demand and supply plans, with particular focus on GM wide programmes of activity including A Bed Every Night, Housing First, and the Ethical Lettings Agency.

This submission includes the number of people who are currently still rough sleeping in Greater Manchester, because their safe accommodation is just as critical as ensuring that no one is returning to the streets. Greater Manchester has long committed to accommodation for all, and maintains this through our next steps planning.

This submission is supported by key regional stakeholders including the Greater Manchester COVID-19 Emergency Committee, Greater Manchester Health and Social Care Partnership, Greater Manchester Housing Providers, and the Greater Manchester Homeless Action Network.

It should be noted that the financial investment in the plans outlined below is largely from time limited and non-recurring funding. There is a real risk to the sustainability of this work without a longer term commitment to accommodating those who are rough sleeping or at imminent risk. Local Authorities are facing extreme funding challenges and call on Government to provide the necessary funding certainty to help us protect the most vulnerable.

GMCA welcomes the Government announcement of £140m of capital and revenue funding for 3,000 new homes for people experiencing rough sleeping this year. Local Authorities are progressing plans to deliver homes through local and regional channels across new supported housing, social housing, and private rented tenures with varying levels of support that meet the needs of the cohort identified below.

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**1.0 DEMAND SUMMARY**

Total Greater Manchester immediate demand:

- Single people accommodated in emergency accommodation due to Covid response: 468, of which 439 places cannot currently be maintained for as long as needed (end date July 2020)
- Single people accommodated in temporary accommodation due to Covid response (LA exercised additional powers): 351
- Single people currently sleeping rough and requiring urgent Covid accommodation response: 80

Of these:

- Are EEA nationals with no access to public funds: 51
- Other Non UK Nationals with no recourse to public funds by condition of their immigration status: 39

**Breakdown of accommodation type demand against supply RAG rating- Based on LA Proformas**

	<b>Accommodation type</b>	<b>Assessed demand</b>	<b>Supply RAG rating</b>
1	Housing First/Supported Housing with intensive support	112	Housing First Supported Housing
2	Supported housing or housing led with floating support	426	Supported Housing Intensive floating support
3	PRS/social housing tenancy with start-up floating support	237	PRS tenancies at social rent level Social tenancies Floating support
4	Assistance to reconnect to family and friends/return home	33	Mediation and community services
	<i>Total:</i>	808	

**2.0 SUPPLY BREAKDOWN**

**Existing supply to meet demand**

	<b>Short term/temporary</b>		<b>Longer term/settled</b>
<i>A Bed Every Night</i>	170 new/empty places (of total 487 units) available from July 2020 – March 2021	<i>Housing First</i>	130 units for entrenched rough sleepers and people who are homeless with multiple and complex needs

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			from August 2020 – March 2021.
		<i>Ethical Lettings Agency / Private Rented Sector</i>	Voids from existing 600 property portfolio as available – expected 4.7% annual void rate (27 properties in 12 months)
		<i>Social Housing allocations</i>	GMHP commitment to 25% of all one-bed properties as void over the coming 12 months. Exploring further commitment.
		<i>Additional LA procured s/t accommodation</i>	300 units; across planned new temporary and settled accommodation provisions.
<b>Totals:</b>	<b>170</b>		<b>Minimum 457 (over 12 months)</b>

Supply to meet demand / in development

	<b>Short term/temporary (potential)</b>		<b>Longer term/settled (in development)</b>
<i>Everyone In – hotel/TA extensions</i>  <u>Requires additional funding</u>	e.g. MCC – 89 hotels spaces that can be retained to the end of August  Tameside – (16 x3 beds) 48 units of emergency accommodation can be maintained for 12 weeks  Wigan – 31 hotel spaces for another month  Rochdale – 20 hotel spaces for two months	<i>Registered Social Landlords (1)</i>	All Local Authorities working with existing partners to increase nominations and direct lets to support the current homelessness/Covid pressure – Greater Manchester Housing Providers.
<i>GM A Bed Every Night</i>	6 LGBT+ spaces in Manchester, available as of 1 <sup>st</sup> October 2020	<i>Registered Social Landlords (2)</i>	Some Local Authorities exploring new nominations agreements with Registered Social Landlords.

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<i>GM A Bed Every Night expansion</i>  <u>Requires additional funding</u>	75 additional spaces needed to meet short term immediate supply gap.	<i>Ethical Lettings Agency (1)</i>	Ethical Lettings Agency has a growth and investment strategy with a range of social and property investment funds to support a lease model at scale. This is expected to deliver 165 units in next 12 months.
<i>GM A Bed Every Night expansion</i>  <u>Requires additional funding</u>	80 units of complex needs supported accommodation provision - to provide suitable accommodation and support for recovery and safeguarding.	<i>Ethical Lettings Agency (2)</i>	Ethical Lettings Agency will provide access for all LAs to the Help2Rent Transition Insurance product. Resource for 1,000 tenancies available. Aim to deliver in next 12 months, from August 2020.
		<i>Housing First</i>	Additional investment and re-profiling work to identify scope for more support workers, increasing referrals by 45 people in 2020/21.
		<i>Further LA developments</i>	357 units; from modular specialist units, local PRS access plans, new supported accommodation
<b>Totals:</b>	<b>372</b>		<b>Upwards of 1,567 (over 12 months)</b>

**Meeting immediate demand through short term accommodation:**

Emergency accommodation step down and rough sleepers: 439 + 80 = 519

ABEN expansion and LA hotel extensions: (ABEN 170 + 6 + 75 +80) + (Extensions 89 +48 +31+20) = 519

**3.0 ADDITIONAL SUPPORT SERVICES**

Additional support resource is necessary for people with medium level support needs who do not need supported housing or intensive housing first solutions, but varying levels of **floating support**. As above, over 600 people have been identified as needing being able to access a tenancy but needing some level of additional support to do so. It is proposed that £4,000 per person for 6 months support will provide suitable resource into local

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organisations, including the voluntary and community sector, to deliver flexible, personalised models of floating support to build tenancy sustainment. There is scope to invest in voluntary, community and social enterprise organisations to deliver value for money services that are well embedded in local networks. Revenue required £2,400,000.

80 people maintain their presence on the streets despite the Everyone In/Covid efforts and the well-established A Bed Every Night approach. **Specialist supported accommodation** pathways are necessary for this group of people with entrenched and complex needs to access quality health, care and support in appropriate accommodation settings. GMCA is looking to expand A Bed Every Night to include a specialist complex needs provision for these people, working with social care, CCGs, and Public Health to provide suitable accommodation and support for recovery and safeguarding. A year's high quality support at £22,000 per head for 9 months (based on in-patient stay costs and complex needs detox facilities) is necessary to bring about real change and recovery for this cohort. Revenue required £1,900,000.

**Outreach/in-reach health and support services** have worked closely with accommodation providers to ensure continued access for those who require it whilst in emergency accommodation. Continued and improved access to substance misuse, mental health and primary care has been made available to the hotel sites through service collaboration and amending prescribing practises to ensure that movement of people does not disconnect them from treatment or support.

Work is underway to ensure residents do not lose connection to services and are able to build on progress they have made. Elements of health-related support have been outlined in the A Bed Every Night specification and will be delivered through existing health system collaboration and locally commissioned services, aligned specifically to this accommodation.

The health-related support to ABEN that is in development will include;

- Access to General Practice including technology to allow remote access
- Mental health support, including peer support from Groundswell
- Drug and alcohol services providing support, including harm reduction interventions
- Covid-19 testing pathway
- Provision of screening and immunisation (Hepatitis C, Influenza)
- Access to other primary care services (dental, optometry)

Local Authorities will work with existing rough sleeper/emergency accommodation cohort to ensure that all mediation avenues are actively explored. To support with this, a new 12 month **homeless prevention and relief support service for people under 25** will be rolled out in August 2020 (in development). It is estimated that this service will support a minimum of 350 people. This service will develop into a 3-4 year social outcomes contract focused on settled accommodation sustainment, wellbeing, and meaningful activity. (£6m including investment from the Reform Investment Fund with matched local contributions).

Additional services have been commissioned to enable **immigration legal advisors** to provide support to 60 A Bed Every Night NRPF cases, to resolve immigration issues where possible and improve move on options for this cohort who have previously become "stuck" in the system. (£70,000 A Bed Every Night funding)

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**EEA nationals** have and are being assessed in terms of EUSS. For those who wish to return to country of origin this is being facilitated through the Booth Centre’s reconnection service. NRPF cases have and are being provided with legal advice. The ability to get ID, in particular passports and the limitations on flights has a considerable effect on how viable an option this is at the end of June. (Services commissioned jointly by Greater Manchester Local Authorities)

**Support for PRS renters** being developed relating to Covid-19 rent arrears and eviction prevention – working with colleagues from GM Housing Providers, NRLA, Fair Housing Futures and GM authorities to put together and communicate practical guidance and supporting documentation. Resources permitting, this could extend to advice and support for landlords and tenants in applying the principles of the pre-action protocol. Objective is to prevent evictions from the PRS adding to scale of homelessness & rough sleeping.

**Voluntary and community organisations** are being supported to maintain or expand frontline services to people experiencing homelessness where there are gaps in provision in this next phase of activity. (GMMC £250,000)

**4.0 NEXT STEPS FUNDING POSITION**

<b>Investment source</b>	<b>Total amount</b>	<b>Funding breakdown</b>
Regional level funding	£13,000,000	<p>A Bed Every Night- £4,750,000            GM Health and Social Care Partnership Joint Commissioning Board: £1,000,000            GMHSCP core budget: £1,000,000            Greater Manchester Mayor’s Charity: £594,000            GM Mayoral Precept: £2,000,000            GM Police and Crime Commissioner: £250,000            Probation Services: £250,000TBC / <u>additional required from other sources if this cannot be met</u>            Evaluation carry over: £50,000</p> <p>GM Housing Investment Fund - £5m</p> <p>Greater Manchester Mayor’s Fund (Phase 4 Fund) - £250,000</p> <p>GM Reform Investment Fund: £3m</p>
National funding	£8,057,000	<p>Trailblazer: £700,00 (into Ethical Lettings Agency) 2020/2022            Rough Sleeper Initiative: £4m GM 20/21            Housing First: £3m for 20/21            PRS Access Fund: £357,000 into Ethical Lettings Agency</p>
Additional required	£5,000,000	<p><u>GMCA Revenue Funding Ask:</u>            GM A Bed Every Night expansion: £700,000 for 75 additional beds to March 2021. Subject to flex.</p>

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	See LA Proformas	<p>GM A Bed Every Night complex needs supported accommodation provision: £1,900,000</p> <p>Move on support fund: £2,400,000 (£4,000 x600 person support fund)</p> <p>Local Authorities Funding: See LA Proformas: <i>Everyone In short term hotel extensions: Revenue funding required for additional places</i> See LA Proformas: <i>Medium to long term move on capacity, development and support costs in temporary, supported, and settled accommodation</i></p>
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**Appendix 1**

	<b>Rough Sleeping Initiative Delivery Plan</b>		
	<b>Lead Local Authority</b>	<i>[Greater Manchester Combined Authority]</i>	
		<b>Cost</b>	<b>Comments (as appropriate)</b>
			<b>KEY</b>
<b>Intervention 1: GM Co-ordination</b>	<b>GM Co-ordination</b>		
	1 (FTE) GM Outreach Co-ordinator	£45,500	In post
	Data and systems GM Think Licence costs	£18,000	Remains –system development and roll out progressing
	1 (FTE) Public Service Integration Officer	£50,339	To start end of June 2020, 12 month contract
	Navigator network and training offer	£3,000	Remains:

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			<ul style="list-style-type: none"> <li>Frontline rough sleeper workers practise forum – training identified as needed</li> </ul>
	Wider workforce training	£9,000	Remains: <ul style="list-style-type: none"> <li>Local partnership workforce development</li> <li>Technology support budget</li> </ul>
Intervention 2: GM Mental Health Commissioning	Mental health Spot Purchase fund	£150,000	Continued funding of initiatives (see below) commenced in 2019/20 across the RSI areas Bolton, Bury, Rochdale, Oldham, Stockport and Trafford. <ul style="list-style-type: none"> <li>D/D worker Julie Davey started on 17th Feb 0.9FTE working in Oldham and Rochdale.</li> <li>Psychologist 0.6FTE to work in Oldham, Rochdale Stockport and Trafford</li> <li>Bolton and Bury 0.7FTE Psychologist</li> </ul> <u>Development of joint commissioned assessment, triage and care co-ordination services – being scoped.</u>
	1 (FTE) Psychologist including Administration and overheads	£74,111	Included with above spend/service development.
Intervention 3: Local Workforce	8 (FTE) Outreach Workers	£266,800	8 (FTE) £306,800 Outreach Provision to remain in the current allocation breakdown across the 6 local authorities in the following way: Bolton – 2.5 (FTE) posts Bury – 1.5 (FTE) posts Rochdale & Oldham – 2 (FTE) posts Stockport and Trafford - 2 (FTE) posts ALL IN POST
	2 (FTE) Outreach Workers	£71,939	2 new Outreach Workers to supplement the existing provision in Rochdale and

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			Oldham. Part of current contract with Sanctuary.  IN POST
	3 (FTE) Navigator posts	£134,469	Change proposed to fund 1 x 0.5 Outreach post in Bury, providing an in reach/outreach role and use the underspend (£20k) allocated to Rochdale and Oldham who will recruit 1 navigator each.  Stockport and Trafford will be allocating this funding Foundations to provide 1 FTE working across both areas.  SEEK TO BE IN POST BY END OF JULY 2020 – 12 MONTH FIXED TERM
	Navigator Personalised Budgets	£15,000	Remains

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GMHP Homelessness Pledges

**Revised Pledges – all the pledges are intended to support work within the 10 LA districts and not to replace the relationships currently in place.**

1. Assist in the urgent rehousing of people currently in hotel accommodation or temporary accommodation.
2. Refresh accommodation pledges to Housing First cohort prioritising a cohort of 148 people this, this cohort will need to be prioritised between August and October.
3. Prioritise and accelerate the work as Ethical Lettings Agency partners to facilitate moves into the private rented sector for homeless households.
4. Support the Housing Access work stream with a view to exploring the following points:
  - a. Complete nominations through Local Authority social housing register
  - b. Flexible nominations to meet Housing First pledges
  - c. Eviction avoidance; pre-action protocols and support
  - d. Development of affordable and social rented homes
  - e. Ethical Lettings Agency (ELA) development
  - f. A Bed Every Night accommodation and support

Revised recommendations:

To enable the above to happen the initial **recommendations** are:

1. Pledge all appropriate void properties to rehouse the people still in hotel accommodation or temporary accommodation (COVID Related) and Housing First clients for an initial period of 4 months to allow direct matches to be made or lettings through additional priority.
2. Pledge all appropriate properties from the ELA for an initial period of 6 months.
3. All GMHP members work with their Local Authority Strategic Housing Boards or equivalent to ensure the process works as intended.
4. Commit to No Eviction policy where arrears are attributable to COVID-19 difficulties and where tenants are engaging with landlords on recovery plans for arrears.
5. Partner with local Charities who have accommodation and support expertise but need Housing Provider partnering to enhance delivery

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