Public Document

GMCA GREATER MANCHESTER COMBINED AUTHORITY

GREATER MANCHESTER COMBINED AUTHORITY

DATE: Friday, 27th October, 2023

TIME: 10.30 am

VENUE: Council Chamber, Bury Town Hall, Knowsley Street, Bury, BL9 0SW

SUPPLEMENTAL AGENDA

Report of Salford City Mayor, Paul Dennett, Portfolio Lead for Homelessness.

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

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Name	Organisation	Political Party
Councillor Arooj Shah	Oldham Council	Labour
Councillor Tom Ross	Trafford	Labour
Councillor Mark Hunter	Stockport	Liberal Democrats
Councillor Gerald Cooney	Tameside Council	Labour
Councillor Neil Emmott	Rochdale	Labour
Councillor Eamonn O'Brien	Bury Council	Labour
GM Mayor Andy Burnham	GMCA	Labour
City Mayor Paul Dennett	Salford City Council	Labour
Councillor David Molyneux	Wigan Council	Labour
Councillor Bev Craig	Manchester CC	Labour
Councillor Nicholas Peel	Bolton Council	Labour

For copies of papers and further information on this meeting please refer to the website
www.greatermanchester-ca.gov.uk. Alternatively, contact the following
Governance & Scrutiny Officer: Governance and Scrutiny
✉ sylvia.welsh@greatermanchester-ca.gov.uk

This agenda was issued on 23 October 2023 on behalf of Julie Connor, Secretary to the
Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street,
Manchester M1 6EU

Greater Manchester Combined Authority

Date: 27 October 2023

Subject: Homelessness Update 2023

Report of: Paul Dennett, Portfolio Lead for Homelessness and Steve Rumbelow, Portfolio Lead Chief Executive for Housing and Homelessness

Purpose of Report

To update GMCA on current pressures and activity on homelessness and rough sleeping in Greater Manchester

Recommendations:

The GMCA is requested to:

1. Note the current and forthcoming pressures on Rough Sleeping and Statutory homelessness services and activity taken to mitigate these.
2. Note funding risk and uncertainty for all homelessness programmes beyond 31 March 2025.
3. Note ongoing work to define a vision for homelessness beyond 2025.

Contact officers:

Joe Donohue, Strategic Lead – Homelessness, Rough Sleeping and Migration (email)

Report authors <u>must </u>identify which paragraph relating to the following issues:

1

Equalities Impact, Carbon and Sustainability Assessment:

Report not for Full Decision.

Risk Management

N/A

Legal Considerations

N/A

Financial Consequences – Revenue

The paper concerns future and current revenue funding

Financial Consequences – Capital

N/A

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers
N/A

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution

No

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

N/A

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1. Introduction

1. Greater Manchester has made great strides in ending rough sleeping and preventing homelessness since 2017 (see Appendix 2 for timeline). We continue to be a leading region nationally and our efforts are consistently recognised as best practice.

2. We have achieved all the manifesto commitments made on homelessness and rough sleeping, including:

   - Develop and implement a GM Homelessness Prevention Strategy

   - Work with the Government to make sure our Housing First pilot has a long-term legacy.

   - We will develop 300 new units of "move-on" accommodation through the Rough Sleeper Accommodation programme (591 secured across GM) and develop the Ethical Lettings Agency model.

   - Supporting A Bed Every Night for the full duration of the second Mayoral term.

3. These successes come against a backdrop of extreme turbulence, with the Covid-19 pandemic, the war in Ukraine, the cost of living crises and continued volatility in migration policy.

4. We are heading into another difficult winter, and this paper seeks to describe some of the challenges, risks and opportunities that lie ahead in the short and long term.

2. Pressures from Delivery of Accelerated Asylum Decision-making

1. Clearing the backlog of people seeking asylum waiting on an initial decision by the end of 2023 is a public commitment of the Prime Minister and core facet of the Government's plan to tackle "illegal migration". In order to meet this commitment the Home Office is considerably ramping up the capacity and activity of decision-makers, aiming to clear the backlog of decision by 31 December 2023

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2. In the long term, this is undoubtedly a positive development for individuals and communities, as it is expected that a high proportion of people will receive a positive decision, enabling them to get on with their lives, start work and settle in Greater Manchester. However, in the short term, this sudden acceleration in decisions will create pressures on Local Authorities and the VCFSE sector.

3. In Greater Manchester, this is likely to mean an estimated 2-3,000 households receiving an asylum decision under the accelerated scheme in the coming months and being asked to leave their dispersal accommodation. In many boroughs, this represents a doubling or trebling of the number of people at risk of homelessness as a result of evictions from asylum accommodation.

4. This pressure is *additional* to the strains currently being felt in Local Authority homelessness services and will place significant pressure on services in a number of ways, including:

   - Families (ca. 500) receiving a positive decision requiring Temporary Accommodation at a time of record demand.

   - Single-person households (ca.2,000) receiving a positive decision being at risk of rough sleeping, as a result of being unlikely to be deemed in priority need of Temporary Accommodation.

   - People receiving a negative asylum decision are likely to be at risk of having no recourse to public funds, destitution and (in some cases) exploitation.

5. We have seen substantial changes to the Modern Slavery and exploitation pathways, including through the Nationality and Borders Act and the Illegal Migration Act, which will make it more difficult for people to successfully escape exploitation and receive support. A tightening of National Referral Mechanism criteria has already led to a significant reduction in the number of people receiving a positive decision in recent months. Whilst it is difficult to quantify the risk of exploitation for people who receive a negative decision, due to the hidden nature of the issue, without NRM support it will certainly increase. We continue to connect

Homelessness and Migration into the work of GMP and GMCA on Programme Challenger and will embed the need for protection from exploitation as a core principle of our emerging strategic approach to migration and integration.

6. These additional pressures come in the context of an increasingly fragmented policy environment from the Home Office, as well as continued challenges from the impact of resettlement schemes for people from Afghanistan and Ukraine.

7. In addition to disjointed policymaking, Local Authorities are also seeing increasingly adverse practice due to pressures to rapidly move large numbers of people on from asylum accommodation. This is visible in the effective reduction in already short notice periods being issued to people being asked to leave accommodation in recent months in particular. There are clearly misaligned incentives between the policy aims of the Home Office and the needs of individuals and Local Authorities in mitigating homelessness risk. To this end, there is a need for greater ownership of the asylum transition by the Home Office and more proactive collaboration with Local Authorities in responding to this systemic challenge, and taking account of longer-term impacts of their immediate priorities.

3. Rough Sleeping Pressures

8. Last year, the annual rough sleeper count for GM rose for the first time since 2017, by 13% to 102 cases in the single-night figure. This was part of a trend which saw a 26% rise in cases nationally, with greater rises in several metropolitan areas.

9. Since last year's rise, GMCA, local authority partners and their colleagues have worked collectively to address service-level barriers to accessing support, including:

- Adopting a focused, multi-disciplinary approach to the monthly rough sleeping count in Manchester, bringing together a multi-disciplinary team of professionals to systematically review support plans for individuals identified.

- Transforming the ABEN and outreach offer, with focussed improvement projects in Manchester, Tameside and Trafford to maximise the quality of the off-the-streets response.

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- Development and expansion of the Restricted Eligibility Support Service, enhancing our immigration advice and support offer to non-UK nationals experiencing or at risk of rough sleeping.

- Participation in the Women's Rough Sleeping Census to understand how outreach services can become more gender informed.

- Our Young Person's Pathfinder programme has interviewed young people in ABEN to understand how rough sleeping could be prevented for young people.

10. Despite these efforts, it has become increasingly difficult to support people experiencing rough sleeping into permanent accommodation, due to frozen Local Housing Allowance rates, cost-of-living pressures and rapidly escalating rents in the private rental sector.

11. A lack of affordable accommodation creates bottlenecks in A Bed Every Night and other forms of supported accommodation meaning that people are staying in transitional accommodation for longer, thereby reducing accommodation availability and increasing the risk of abandonment. In the previous quarter (Apr-Jun 2023), 374 people have had a positive move on outcome from A Bed Every Night, compared to 441 positive move on outcomes over the same period in 2022.

12. These economic pressures are compounded by an expected surge in the number of people receiving an asylum decision over the winter months, with potentially over 2,000 single person households likely to be at risk of homelessness and unlikely to be deemed in priority need of temporary accommodation (see related paper – 'Managing the homelessness impact of the sharp increase in asylum decisions')

13. In the face of these headwinds, it is expected that the number of people identified as sleeping rough on a single night is likely to increase again in the annual single night count. In August 2023, there were 145 people sleeping rough on a single night in Greater Manchester, representing a 42% increase compared to the last official count.

14. Although our data quality and insight is maturing, it remains exceedingly difficult and precarious to understand and forecast how significant an increase to expect, even for a cohort as small and specific as those experiencing street homelessness. In the absence of sophisticated models of predictive analysis, we are restricted to an educated guess and therefore reading the technical annex in Appendix 1 is highly recommended.

15. Taking this inherent volatility and unpredictability into account, we anticipate a single night count ranging from 123-219 people.
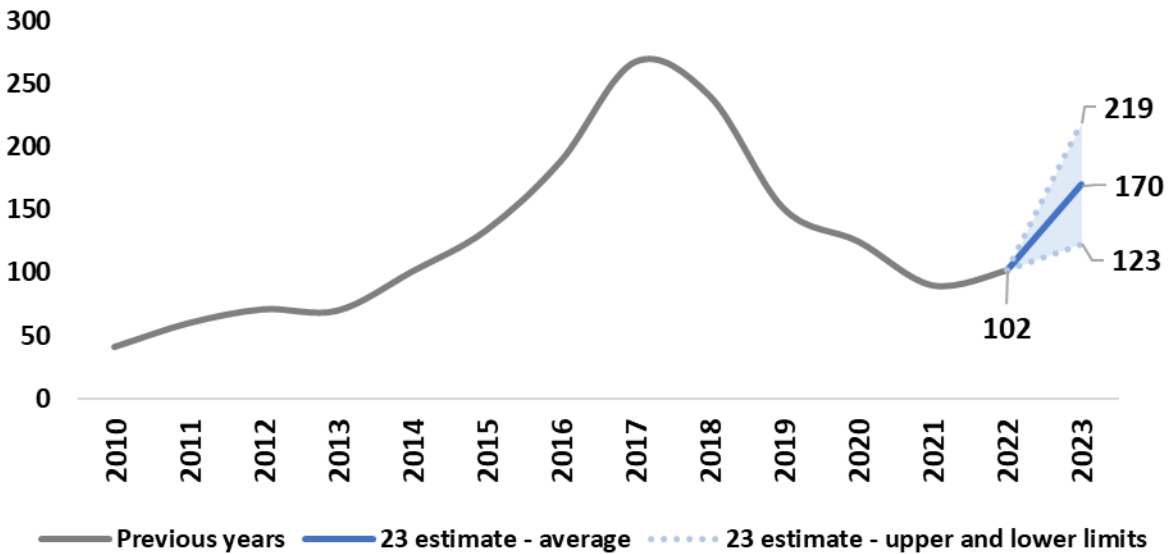
4. Statutory Homelessness Pressures

16. Local Authorities continue to face sustained pressure because of a combination of co-occurring economic and social challenges:

- **Dwindling affordable housing:** Extreme mismatches between the supply and demand for social housing, leaving people with no option other than the private rental sector (PRS)

- **Increased homelessness risk in the PRS itself**: with soaring rents and a sustained uptick in Section 21 no-fault evictions as increasing interest rates bite

and forthcoming regulation as a result of the Renters' Reform Act drive more landlords to exit the market.

- **An ineffective welfare safety net:** Frozen Local Housing Allowance rates meaning people in receipt of welfare benefits face limited affordable housing options. In 2022, less than 4% of properties in the PRS were affordable under LHA, a number that has likely decreased significantly in 2023.

- **Families getting 'stuck' in Temporary Accommodation:** finding suitable accommodation for families remains a challenge within the constraints of the benefit cap and underoccupancy charge.

- **Stretched homelessness teams and budgets:** There is a growing gulf between Homelessness Prevention Grant rates and the actual costs of exercising statutory homelessness duties in Greater Manchester. This creates pressure on budgets due to subsidy loss, particularly where LAs are unable to recoup the full costs of accommodation through housing benefit.

17. Local Authorities continue to see increasing numbers of presentations from people at risk of, or currently experiencing homelessness and the number of households in Temporary Accommodation has tipped over 5,000 for the first time ever in 2023.

Data Type	Prev Release	Current release	Change	Trend	Next Release
Number of Prevention Cases	2213 (Oct – Dec 22)	2617 (Jan – Mar 23)	18%	UP	November 2023
Number of Homelessness Relief Cases	3210 (Oct – Dec 22)	3603 (Jan – Mar 23)	12%	UP	November 2023
Number of Households in Temporary Accommodation	5134 (31st Dec 22)	5014 (31st Mar 23)	2%	DOWN	November 2023

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Number of Children in Temporary Accommodation	6174 (31st Dec 22)	6468 (31st Mar 23)	5%	UP	November 2023
Number of Households in B&B Accommodation	774 (31st Dec 22)	882 (31st Mar 23)	13%	UP	November 2023
Number of households with children in B&B Accommodation	205 (31st Dec 22)	286 (31st Mar 23)	40%	UP	November 2023

18. Local Authorities continue to innovate to meet these challenges and we see positive progress on Temporary Accommodation and Bed and Breakfast placements in Manchester and other Boroughs.

19. To support this, GMCA is working with the Centre for Homelessness Impact in October 2023 to undertake an exercise with GM LAs looking at how we can individually and collectively achieve better Value for Money from our spend on Temporary Accommodation. This project will unearth practical changes that Local Authorities can make to improve TA quality and cost, whilst also exploring what changes could be made at a regional level.

5. Homelessness Programmes and Funding Risk

20. The evolution of the homelessness response in Greater Manchester (See Appendix 2 for overview) is significant and the reductions in rough sleeping we have seen are remarkable considering the prevailing conditions over the last 6 years.

21. The GM portfolio of commissioned homelessness services has grown significantly and GMCA currently commissions 9 homelessness programmes with an annual value of ca. £18million (see appendix 3 for breakdown of costs and overview of outcomes and narrative).

22. Of these programmes, £11.4m (62%) is directed towards people either already experiencing rough sleeping and homelessness. This is not by design, but rather a

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consequence of the national funding landscape for homelessness being balanced heavily towards rough sleeping, rather than prevention.

23. Equally, GMCA-commissioned programmes focus predominantly on cohorts who are unlikely to be owed a statutory homelessness duty and the funding applied pales in comparison to Local Authority spend on statutory homelessness services.

24. Ultimately, there is a strong economic argument to shift the balance of funding towards upstream homelessness prevention, given the long term reductions in welfare spend on temporary and emergency accommodation and cost avoidance across the whole of public service.

25. Currently, all homelessness programmes (GMCA and LA commissioned) are tied to the current Spending Review period, meaning there is no funding certainty beyond 31 March 2025. The prospect of a general election in late 2025 means that it is unlikely that funding certainty will be forthcoming in the medium term.

26. Continued uncertainty has a negative impact on staff retention across the sector, which is already challenging due to real-terms wage stagnation and burnout from continued crisis response.

6. Risk and Reward: Defining a Vision for Homelessness Response post-2025

27. Despite these clear risks, there are also significant opportunities presented by devolution and influencing the national agenda ahead of a general election, which may allow us to reconfigure our homelessness response infrastructure.

28. As a region, we need to be ready to seize these opportunities, and this requires us to take a critical look at the infrastructure we have built to respond to homelessness through four lenses:

- Better data and insight, providing a deeper understanding of homelessness risk.

- Qualitative insight from people with lived experience of homelessness and disadvantage.

- Professional insight from leaders and practitioners across the system

- How inequalities manifest within the homelessness ecosystem

Professional Insight

29. GMCA is seeking to establish a Task and Finish group of the Homelessness Programme Board to establish what a truly preventative homelessness ecosystem would look like and how we might overhaul our existing structures and services to achieve it. This group will also have lived experience input.

30. The work of this group will be structured around how we can utilise the GM principles of Public Service Reform to redesign our collective infrastructure and achieve the missions of the GM Homelessness Prevention Strategy.

31. At the same time, we are gathering professional insight from practitioners routinely through a number of different forums, including:

- **Best practice spaces within our services:** e.g., Rough Sleeping Navigators Network, Refugee Transitions Outcomes Fund keyworkers and ABEN Managers Group

- **Frontline Voice Collaborative:** a group of frontline professionals convened by the Changing Futures Programme designed to surface and escalate system barriers

- **Women with Multiple Unmet Need Group:** Group of cross-sector commissioners and strategic leads across GM, working together to unpick system barriers facing women.

Better Data and Insight

32. We are refining the data we collect on our core programmes (e.g. ABEN) to better surface some of the longstanding gaps in our understanding about the core drivers of homelessness risk. This includes developing a better understanding of immigration status and non-UK nationals homelessness across our work.

33. As an early adopter of the national Rough Sleeping Data Framework, we are seeking to improve our intelligence and narrative on rough sleeping specifically, by expanding the number of indicators we routinely report on. This is likely to mean a reduced reliance on the single night count to explain the current state of rough sleeping, and exploring the extent to which rough sleeping is being prevented and made a rare, brief and non-recurrent experience.

Lived Experience Input

34. We are continually, and rightly, challenged to go further and faster on embedding co-production and lived experience in our homelessness and migration work across Greater Manchester.

35. We continue to enjoy strong connections to GM Homelessness Action Network and are actively engaged in the work of the network. We remain committed to funding expenses and payment for people who are unwaged to participate in the network.

36. We are in the process of commissioning a legislative theatre exercise in early 2024, to explore progress at the halfway point of the GM Homelessness Prevention Strategy and inform the work of the Task and Finish Group.

37. GMCA's Homelessness Team is now adopting lived experience as standard in our recruitment exercises, to ensure that we build a team that is committed to participation and co-production. Furthermore, we are exploring how we can expand the GROW programme to develop paid lived experience roles within the team.

A strategic approach to asylum and migration

38. Through the Greater Manchester Homelessness Prevention Strategy, we are collectively committed to ensuring that "Everyone leaves our places of care with a safe place to go". For non-UK nationals, this mission has already driven significant change, including the integration of Homelessness and Migration at a GM level, the expansion of the Restricted Eligibility Support Service and continued collaboration between Homelessness and the Police and Crime functions to align our approaches to exploitation and gender based violence.

39. Given our growing focus on this agenda, we recognise the particular challenges and risks faced by non-UK nationals in the round. We are therefore developing a cross-sectoral GM Strategy for Migration and Integration, in order to take a proactive, ambitious and strategic approach to improving the lives of Non-UK nationals. In tandem with this strategic work, we require a response to the immediate crisis which is scalable, sustainable and provides a vehicle to directly embed this emerging strategic approach.

40. With the end of the Home Office Refugee Transitions Outcomes Fund (RTOF) funding in March 2024 (Appendix 3) and current asylum pressures, we are urgently seeking to identify funds for an innovative and VCSE-led GM Refugee Homelessness Prevention Model, which can be mobilised for both immediate, and medium-term response to this specific pressure. By investing in key interventions that support integration and maximise chances of preventing homelessness in the round.

41. Significant skills, knowledge and capacity already exists in the VCSE sector in organisations that are deeply rooted in their communities, however the sector currently lacks the investment required to scale their activities. We are seeking £2.6 million for mobilisation and delivery up to March 2025, and have approached Government with our proposals. The proposed interventions can be outlined as follows:

- **VCSE Emergency Mobilisation Fund (one off), £1.3 million**

    i. Immediate mobilisation of the following services: Flexible destitution funds; tenancy access/navigation service; early language and employability support, including access to volunteering; upskilling of staff and resource development.

- **2024-25 Refugee Homelessness Prevention Model, £1.3 million**

    i. LA Asylum homelessness prevention keyworkers;

    ii. flexible destitution funds and personal budgets;

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tenancy access and navigation service;
early language and adaptive pre-ESOL classes in the community;
employability support, including access to volunteering and employer mobilisation campaign;
upskilling and development of mainstream services' immigration- and asylum-literacy, including translated resource development;
Capacity building and strategic coordination.

Other Inequalities

42. GMCA is in the process of developing a research project to examine racial inequalities in housing and homelessness and recommend pragmatic changes which could ameliorate the overrepresentation of people experiencing racial inequality in homelessness services. This project, in partnership with GMCA Homelessness and Place teams, GMHP and the Race Equality Panel, will take a solution-focused approach to addressing inequalities in the aftermath of the death of Awaab Ishak.

43. 8 GM Boroughs participated in the Women's rough sleeping census in September 2023 to better understand the scale, extent and experiences of women sleeping rough. This will provide rich qualitative insight which will determine how we can adapt and transform services to ensure that they are truly gender informed. We are connecting this work to the Gender Based Violence Strategy priorities, recognising significant crossover between the two policy agendas. Whilst we await the outputs, it is likely to surface significant numbers of women whose needs are not currently being met.

APPENDIX 1 – Technical Commentary – Estimating Rough Sleeping

The estimation provided in the main paper should not be taken as a scientific prediction, or one developed with any degree of sophistication. It is offered as a very simple model. There are a wide range of factors which drive rough sleeping.

Last year, the annual rough sleeper count for GM rose for the first time since 2017, by 13% to 102 cases in the single-night figure. This was part of a trend which saw a 26% rise in cases nationally, with greater rises in several metropolitan areas.

Since last year's rise, local authority partners and their colleagues have worked collectively to address service-level barriers to accessing support, and additional investment has been placed in the A Bed Every Night (ABEN) offer at Etrop Grange. Nevertheless, it is expected that through a combination of cost-of-living pressures and national policy influences, the number of people identified as sleeping rough on a single night is likely to increase again.

Forecasting outcomes, even for a cohort as small and specific as those experiencing street homelessness, is complex and precarious. GMCA research leads do not have access to sophisticated models of predictive analysis. However, with the evidence available with respect to:

(i)   Trends in vulnerability and demand continuing; and
(ii)   key policy changes (and specifically the influence which the Home Office's approach to processing its backlog of s.95 asylum decisions)

- it is possible to make an educated assessment about the most likely scale of increase.

Taking these factors into account, GMCA leads estimate that this year's count across GM may rise to approximately 170. They would be surprised if the count were any less than 123, or any higher than 219. In any of these scenarios – this year, GM is likely to experience another rise in the rough sleeper count.

Figure 1 – Overview of model forecast for this year's GM rough sleeper count
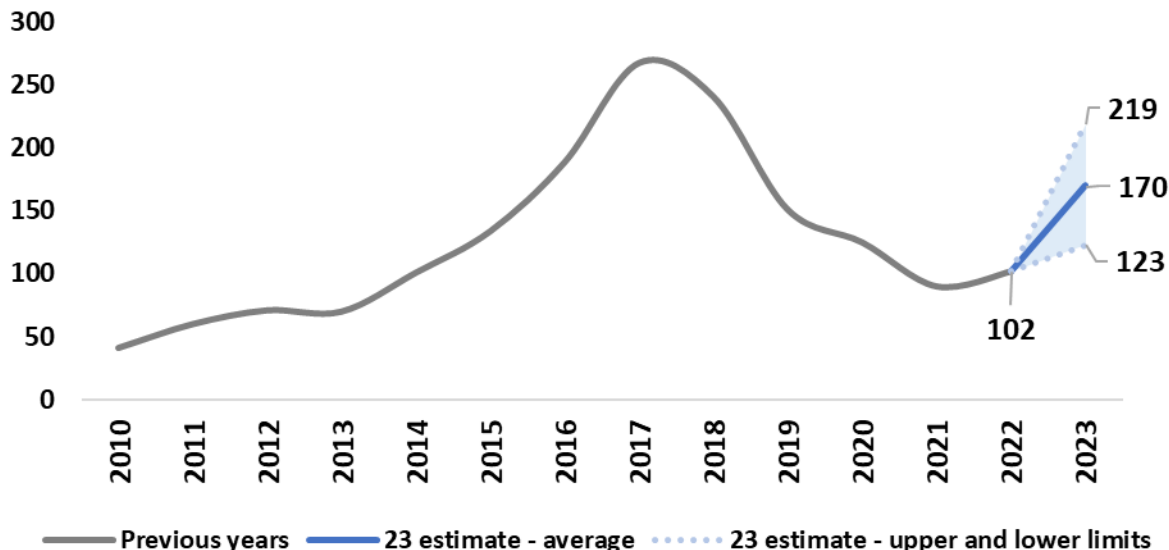
What was *not* included in this estimate?

- **A sensitive understanding of local authority policy**. LA-level conditions around the management of homelessness outreach services, as well as stock and other contextual factors, will have a bearing on their resilience in the face of demand pressures.
- **Scientific modelling of economic context**. Institutions such as the Joseph Rowntree Foundation and Heriot Watt have developed work historically to review the long-term drivers of poor outcomes relating to core homelessness, and have developed models which account for housing affordability, PRS rent levels, housing formation, housing supply, or wider economic circumstances, among others[1]. Economic conditions are not benign with respect to outcomes, but understanding the manner in which they manifest is beyond the remit of this light exercise.
- **Demographics**. There are recognised links between the ethnic demographics of an area and the risk of its population to become homeless[2]. The change in the modelled demographics of GM's population from year to year has not been accounted for.
- **There is no numerical understanding, at any level, of the risk that an individual who loses access to public funds will become street homeless**. In a research

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[1] Heriot Watt University, "What would make a difference? Modelling policy scenarios for tackling poverty in the UK", July 2016, (available at this link)

[2] Heriot Watt University, "Homelessness and Black and Minoritised Ethnic Communities in the UK: A Statistical Report on the State of the Nation", November 2022 (available at this link)

briefing issued this year, the House of Commons Library noted that "the Home Office does not know how many people have no recourse to public funds"[3]. Additionally, there is no numerical account available which expresses the probability that the withdrawal of public funds will result in rough sleeping.
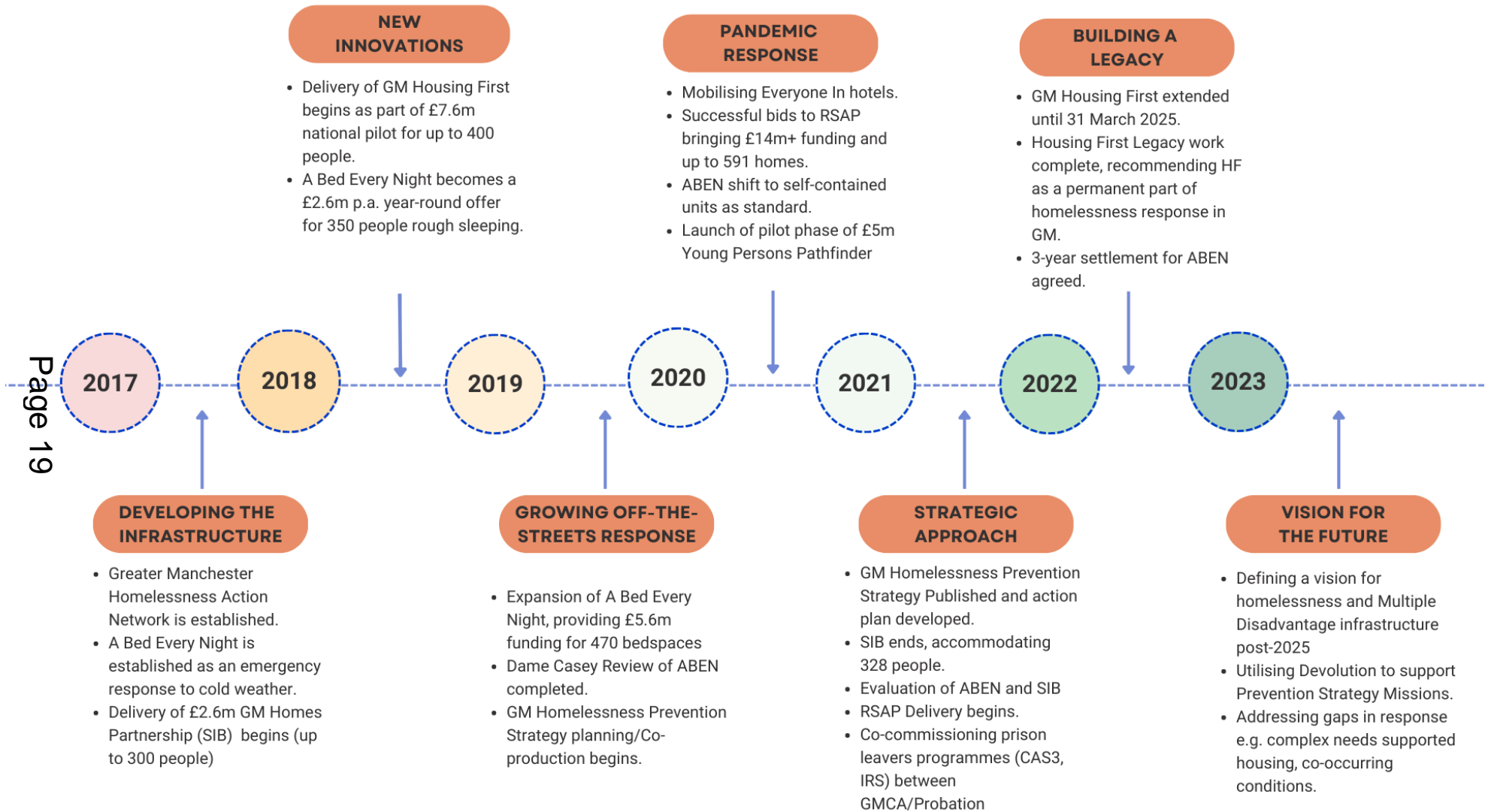
What *was* included in this estimate?

- **An assumption about continued trends in vulnerability**. GM proved resilient in the face of a greater national increase last year. Nevertheless, pressure which GM may have resisted in 2022 will continue to prove challenging. Additionally, authorities experienced varied rates of change last year. The model assumes that MCC continues to be a hotspot for vulnerability, and that other authorities no longer resist the rise MCC experienced last year.
- **An assumption that 5% of all those who end up on the street** . GMCA asylum leads have undertaken detailed modelling of the likely numbers cleared by HO decisions on a weekly basis. The throughput of this processing is taken into account in the model. However, without the ability to account of homelessness risk, it is only possible to make basic estimates (i.e. '1%', '5%', '10%') about the likelihood that this cohort will become rough sleepers. The model assumes that no more than 5%, and probably fewer, of this cohort will end up sleeping on the street. The single factor most likely to result in a higher rough sleeper count would be for this risk to have been underestimated.

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[3] House of Commons Library, "No recourse to public funds", May 2023 (available at this link)

APPENDIX 2 – Evolution of the Homelessness Response in GM

NEW INNOVATIONS

- Delivery of GM Housing First begins as part of £7.6m national pilot for up to 400 people.
- A Bed Every Night becomes a £2.6m p.a. year-round offer for 350 people rough sleeping.

PANDEMIC RESPONSE

- Mobilising Everyone In hotels.
- Successful bids to RSAP bringing £14m+ funding and up to 591 homes.
- ABEN shift to self-contained units as standard.
- Launch of pilot phase of £5m Young Persons Pathfinder

BUILDING A LEGACY

- GM Housing First extended until 31 March 2025.
- Housing First Legacy work complete, recommending HF as a permanent part of homelessness response in GM.
- 3-year settlement for ABEN agreed.

2017 · **2018** · **2019** · **2020** · **2021** · **2022** · **2023**

DEVELOPING THE INFRASTRUCTURE

- Greater Manchester Homelessness Action Network is established.
- A Bed Every Night is established as an emergency response to cold weather.
- Delivery of £2.6m GM Homes Partnership (SIB) begins (up to 300 people)

GROWING OFF-THE-STREETS RESPONSE

- Expansion of A Bed Every Night, providing £5.6m funding for 470 bedspaces
- Dame Casey Review of ABEN completed.
- GM Homelessness Prevention Strategy planning/Co-production begins.

STRATEGIC APPROACH

- GM Homelessness Prevention Strategy Published and action plan developed.
- SIB ends, accommodating 328 people.
- Evaluation of ABEN and SIB
- RSAP Delivery begins.
- Co-commissioning prison leavers programmes (CAS3, IRS) between GMCA/Probation

VISION FOR THE FUTURE

- Defining a vision for homelessness and Multiple Disadvantage infrastructure post-2025
- Utilising Devolution to support Prevention Strategy Missions.
- Addressing gaps in response e.g. complex needs supported housing, co-occurring conditions.

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APPENDIX 3 – Homelessness Programmes, Funding and Outcomes

Funding Picture

Programme	People Supported	2023/24	2024/25	Funding End Date
Refugee Transitions Outcomes Fund (RTOF)	People who have been newly granted refugee status and require support to access housing and employment.	£844,000	0	31 March 2024
Community Accommodation Service Tier 3	People leaving prison who are at risk of homelessness.	£3,691,000	£3,762,588	31 June 2025
Integrated Resettlement Service	People leaving prison and in the community on probation who are at risk of homelessness.	£848,688	£853,551	31 March 2025
Young People's Homelessness Prevention Pathfinder	Young People (18-35) at risk of homelessness.	£2,605,000	£1,488,000	31 March 2025
Restricted Eligibility Support Service	People with restricted eligibility for public funds, who are at risk of homelessness and rough sleeping.	£240,000	£240,000	31 March 2025
A Bed Every Night	People experiencing, or at risk of, rough sleeping.	£5,699,000	£5,372,000	31 March 2025

Programme	People Supported	2023/24	2024/25	Funding End Date
Greater Manchester Housing First	People who have experienced long term and/or repeat homelessness for whom traditional pathways have not met their needs.	£3,631,000	£3,102,640	31 March 2025
RSI Dual Diagnosis Support Service	Outreach Teams and people experiencing rough sleeping and co-occurring mental health and substance misuse issues.	£314,206	£322,196	31 March 2025
Rough Sleeping Accommodation Programme	People who have experienced rough sleeping and would benefit from community-based housing with support.	£532,000	£275,000	31 March 2025
Changing Futures GM	People experiencing multiple disadvantages (homelessness, poor mental health, substance misuse, criminal justice system)	£1,560,633	£1,392,793	31 March 2025
Total		£18,567,321	£16,808,768	

Outcomes and Challenges from Core Homelessness Programmes

Programme	Key data as at September 2023	Current Challenges, Learning and Priorities
Refugee Transitions Outcomes Fund (RTOF)	• 617 refugees have been enrolled in RTOF to receive housing, integration, education and employment support since March 2022. • At the end of August 2023:	• Unprecedented pressures on RTOF keyworkers from new presentations is placing strain on offer for existing RTOF clients.

Programme	Key data as at September 2023	Current Challenges, Learning and Priorities
	243 housing entries and 126 6-month sustainments were achieved. 69 employment entries were achieved. 69 intermediate employment outcomes were achieved.	- Availability of accommodation for new refugees, especially for single males without priority need, has been consistently the greatest barrier to progress throughout the programme delivery. - Capacity and suitability of ESOL classes has been another key barrier for RTOF clients. - By delivering embedded frontline specialist roles in LAs, with pathways to VCSE, the RTOF has enabled improvements in knowledge, practice and partnerships across the system and an offer that should be retained as a priority.
Community Accommodation Service Tier 3	185 people accommodated in the last quarter (Apr-June) - Increased capacity – 154 spaces (of 162 target) 49% positive move on outcomes (ahead of national average) - Achieving 93.7% occupancy slight reduction from last quarter	- High occupancy leading to challenges placing individuals prior to release. - Move on options limited as per ABEN and other services - Continued strong performance on key indicators, amongst the best regions in the country. - Work underway to better manage capacity and streamlining homelessness prevention across the whole system.
Integrated Rehabilitation Service - Accommodation	- Over 3300 referrals to Ingeus for Housing support and advocacy in 2022-23 (for reference approximately 400 prison releases a month in GM) - Individuals leaving prison with suitable and sustainable accommodation remains at or above 89%	- Working with GM Probation and Police Crime Justice and Fire to design integrated services supporting people leaving prison - Availability of affordable accommodation impacting options for individuals

Programme	Key data as at September 2023	Current Challenges, Learning and Priorities
Young People's Homelessness Prevention Pathfinder	• 1037 young people have started the programme to date. • Homelessness has been prevented for 6 months for 240 young people	• The service supports more care leavers than originally envisaged, due to falling through the gaps of statutory support • A high proportion of Young People have dependant children • Financial Stability is the key risk factor for Young People • Access to Private Rented Sector is increasingly difficult for people who require accommodation
Restricted Eligibility Support Service	• 66 people received practical support and advice (Apr-Jun) • 119 people received an immigration assessment in the quarter (Apr-Jun) • 60 people received one off immigration advice (Apr-Jun) • 56 people were taken on for ongoing immigration advice casework (Apr-Jun)	• Making the service more preventative, supporting non-UK nationals before they are rough sleeping. • Developing the service in line with a strategic approach to migration. • Delivering training sessions to enhance the immigration literacy of the homelessness workforce.
A Bed Every Night	• Average Length of Stay: 84 days • NRPF Average Length of Stay: 216 days • Positive Moves: 386 • Evictions: 69 • Returners: 33%	• The annual funding cycle creates uncertainty for commissioners and staff. • Move on is increasingly difficult due to the sheer lack of affordable housing in the PRS and social sector and bottlenecks in supported accommodation.
Greater Manchester Housing First	• 369 people rehoused (excludes managed moves) • 78% sustainment of current tenancies • 311 people currently on the programme • 62 people have been housed over 3 years of which 41 have never moved	• Lack of social housing has made securing properties for remaining individuals on the programme and managed moves difficult. • Exploring opportunities to pool the Dual Diagnosis service with other funding sources and develop a GM-wide offer.

Programme	Key data as at September 2023	Current Challenges, Learning and Priorities
		• The service is in the process of migrating to regular (RSI) spend as the pilot draws to a close.
Rough Sleeping Accommodation Programme	• Currently 37 people housed in GMCA RSAP properties. • 3 people have successfully moved on into other tenancies.	• Market remains slow and acquisitions of 1-beds extremely challenging. • Local Housing Allowance freeze has significantly reduced the number of financially viable properties.