

Greater Manchester Planning and Housing Commission

Date: 23rd March 2021
Subject: A Bed Every Night Evaluation Update
Report of: Paul Dennett, Mayor of Salford, Portfolio Holder for Housing,
Homelessness and Infrastructure

PURPOSE OF REPORT

To provide information on the development of the A Bed Every Night service across Greater Manchester, specifically how it will operate and be funded through 2021/22.

The Commission is asked to:

1. Note the A Bed Every Night 2021/22 decision to GMCA
2. Note the A Bed Every Night Evaluation Summary

CONTACT OFFICERS:

Molly Bishop, Strategic Lead for Homelessness, GMCA

1.0 INTRODUCTION

- 1.1. As a city region we have committed to ensuring that everyone has somewhere safe to stay, any night of the year. This is identified as a shared priority across Greater Manchester public services and community and voluntary sector.
- 1.2. A Bed Every Night has been developed as both a core service and also as an approach to ending rough sleeping via a set of core aims and principles;
 - To constantly learn and improve the Greater Manchester response to rough sleeping, case making and building an evidence base to better inform lobbying, commissioning and funding decisions
 - To support a stronger whole system response to preventing and relieving homelessness
 - Flexible and ongoing access that recognises an individual's journey may not be linear
 - Person centred, gender responsive and trauma informed support to recover and reconnect
 - Aligns and complements statutory duties under the Homelessness Reduction Act and knits into local infrastructure
 - Continued learning from local practice and personal experiences, feeding into all relevant agendas and policy areas
 - To stimulate and raise engagement with voluntary and community organisations, and support mature and resilient community infrastructure
- 1.3. We have decided to take collective responsibility of this as a regional issue to ensure that we maximise learning and understanding of what works, to enable public services and providers with regional or mixed footprints to design into local service delivery, and that leadership can be provided for an interconnected system as well as the place.

2.0 SERVICE DEVELOPMENT

- 2.1. There have been three key iterations of the A Bed Every Night service, each learning from the outcomes and service user feedback of the previous period. A continuous focus on improving move-on outcomes will remain as a critical factor, ensuring that people can exit homelessness and that A Bed Every Night can deliver the capacity needed to meet ongoing and oncoming demand. This is detailed in the Service Specification (Appendix 1).
- 2.2. Herriot Watt I-SPHERE Unit were commissioned to provide independent evaluation on A Bed Every Night through 2019-2020 and their findings pose critical questions that will be addressed and explored over the coming 12 months as part of the Assurance and Learning process that sits alongside the delivery of A Bed Every Night. These include:

- Improving quality of support through workforce training and review of case management
- Exploring the use of fully self-contained accommodation, away from congregate or night shelter models which damage wellbeing and restrict ability to cope
- Reducing the use of eviction and ensuring more consistent and effective accommodation licenses/behaviour policies

See Appendix 1: Evaluation Summary

- 2.3. The investment from health (JCB and GMHSCP) continues to be met with focus on improving inclusivity of existing services and evidence based development of specialist services for people with specific health needs who are experiencing rough sleeping. The *Health and Homelessness Plan* for 2021/22 is being finalised by the Health and Homelessness Task and Finish Group and will continue to inform the development of a whole system approach to ending rough sleeping.
- 2.4. Alongside this there will be a continued focus on sustainability and value for money with all partners exploring means to maximise the welfare system to the benefit of service users. The variation across GM Local Authorities will be addressed to understand how local interpretations are being used to maximum effect.

3.0 SERVICE DELIVERY

- 3.1. The core tenants of A Bed Every Night service are outlined in a refreshed Specification. This maintains that access is managed collaboratively between local outreach and Housing Options teams, making best use of partnership working with voluntary and community organisations who deliver rough sleeper services.
- 3.2. All accommodation must be supported to a minimum standard and demonstrate an integrated support offer with key public services involved such as welfare and primary care.
- 3.3. Move on from A Bed Every Night into settled accommodation is the intended outcome, and best use should be made of the various pathways now available as appropriate via the private rented sector, Rough Sleeper Accommodation Programme, Housing First, and other social housing lettings procedures. Positive outcomes also include access to more suitable and sustainable temporary or supported accommodation if this is required.

- 3.4. Provision will be designed to be suitable for local demand with consideration of specific characteristics such as gender and sexual orientation, high needs support, and allowance for people with pets. There is also specific provision to address the regional demand for those experiencing No Recourse to Public Funds and their specific support needs.

4.0 INVESTMENT

- 4.1. The following stakeholders have renewed their commitment to invest in A Bed Every Night to the following amounts:

Investment Source	Commitment	Status
Joint Commissioning Board	£900,000	£2m 'minded to' decision for 2021/2023 homeless healthcare agenda including ABEN
GM Health and Social Care Partnership	£1,000,000	
Greater Manchester Mayor's Charity	£400,000	To be raised
Greater Manchester Mayor's Priorities Fund	£1,950,000	
Her Majesty's Prison and Probation Service	£100,000	
GM Police and Crime Commissioner	£250,000	
Total committed investment	£4,600,000	

- 4.2. There is an ongoing proposal with the Ministry for Housing Communities and Local Government to contribute to A Bed Every Night via the Rough Sleeper Initiative fund.

	Proposal	Status
MHCLG – Rough Sleeper Initiative	£1,560,915	Decision pending
Total committed investment if secured	£6,160,915	

5.0 RISKS AND MITIGATIONS

No Recourse to Public Funds element

- 5.1. Greater Manchester Mayor's Charity; the commitment from GM Mayor's Charity is one that will seek to be fulfilled via fundraising. GMMC are also

exploring regional and national funding bodies who may want to support this fundraising target. It should therefore be noted that this investment is not immediately available or without risk.

- 5.2. This is mitigated by the immediate investments that will be possible, giving GM Mayor's Charity until Q3 to raise this investment in order to maintain cash flow of grants into Local Authorities.
- 5.3. Where previously the GM Mayor's Charity was responsible for the whole budget relating to support and accommodation for people with No Recourse to Public Funds, this is no longer the case due to the allowance for public spend in certain circumstances and subject to specific mitigating criteria developed due to Covid-19.
- 5.4. This has been demonstrated in London through 12 week accommodation allowance, with continuation under explicit circumstances. It is expected that with increased focus on triage, this will enable the NRPF element of the service to require a maximum of only half of it's funding from charitable sources.
- 5.5. We provided additional accommodation to NRPF rough sleepers during the first lockdown as part of the "Everyone In" strategy. We have continued to provide interim accommodation arrangements throughout subsequent lockdowns and we remain concerned about the legal ramifications of either refusing new presentations or giving notice to those currently accommodated when restrictions, particularly those on travel to allow for reconnections and voluntary returns, remain.
- 5.6. If and when the Covid-19 allowances are removed, we also believe there is a strong legal basis to provide interim accommodation to enable immigration assessments to be conducted to enable Local Authorities to execute the minimum duty to provide information and advice about homeless persons, regardless of eligibility: s. 179 of the 1996 Act.

MHCLG funding element

- 5.7. The MHCLG investment is not confirmed and is awaiting RSI panel decision in April 2021 due to the timeline of new investment under this programme. The risks associated with this are as follows:
 - GMCA meets funding requirements across all boroughs through Quarters 1-3 and pushes the MHCLG investment (in cash flow terms) into the final quarter. This puts all boroughs' service delivery at risk in the winter period if funding is not awarded.
 - MHCLG are indicating that their priority areas for funding are Salford and Manchester and whilst we will bring this into the total pot, we will need to

ensure that there is continuity of service and risk mitigation across the 10 so that we continue to take a city region approach.

6.0 EXPENDITURE PROFILE

- 6.1. The approach to expenditure with an incomplete budget is to maintain continuity of service – confirm 9 months’ worth of funding now in expectation of confirming full allocation in April.
- 6.2. We have worked with localities where this restricts their procurement plans, to continue with existing service for 3 months and commission changes in services from June (Q2)

Borough	Grant amount	Per quarter	Core units (min.)
Bolton	£ 424,551.60	£106,138	35
Bury	£ 199,678.80	£49,920	15
Oldham	£ 277,200.00	£69,300	23
Manchester	£ 1,799,792.00	£449,948	88
Rochdale	£ 219,680.40	£54,920	26
Salford	£ 1,585,347.00	£396,337	160
Stockport	£ 66,000.00	£16,500	10
Tameside	£ 300,000.00	£75,000	26
Trafford	£ 83,464.80	£20,866	10
Wigan	£ 281,787.60	£70,447	20
	£5,237,502	£1,309,376	416

Borough	NRPF grant amount	Per quarter	NRPF units
Oldham	£92,400	£23,100	7
Manchester	£396,000	£99,000	30
Rochdale	£52,800	£13,200	4
Salford	£250,800	£62,700	19
Overarching support service: GMIAU and Booth Centre	£65,200	£16,300	/
	£857,200	£214,300	60

- 6.3. Administration and project management at GMCA: £66,213 (£16,553 per quarter).
- 6.4. It is recommended that we will come back to GMCA once the MHCLG funding position is agreed with an updated position for the final quarter of service delivery.