

Greater Manchester Combined Authority

Date: 30th July 2021

Subject: Greater Manchester Community Accommodation Service (Tier 3)

Report of: Baroness Beverley Hughes, Deputy Mayor for Police, Crime, Criminal Justice and Fire

PURPOSE OF REPORT:

To seek approval to enable the development and delivery of a Greater Manchester Community Accommodation Service (Tier 3) within regional Justice Devolution working principles.

RECOMMENDATIONS:

The GMCA is requested to:

1. Accept the award of grant into Greater Manchester Combined Authority from the Ministry of Justice of £2,962,440 to deliver a regional Community Accommodation Service (Tier 3) within the terms of the Justice Devolution Memorandum of Understanding. (Annexed to the Justice Devolution MoU is a supporting MoU with Her Majesty's Prison and Probation Service (HMPPS); the GM Probation Service and; the CA specifically to enable the co-commissioning of services which will be the vehicle through which these arrangements are governed.)
2. Support the mobilisation and delivery for the Greater Manchester Community Accommodation Service – Tier 3, from July 2021 to June 2022 with ongoing governance and oversight from the Deputy Mayor of Greater Manchester Beverley Hughes as chair of Justice and Rehabilitation Executive which will oversee arrangements and; the GMCA Treasurer.

CONTACT OFFICERS:

Jane Forrest, Director of Public Service Reform, Greater Manchester Combined Authority

Equalities Impact Assessment Results:

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

Carbon Assessment Results:

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	Beneficiaries will disproportionately face social and economic inequalities associated with offending and homelessness. Beneficiaries will be supported to access public services where previously they may not have done.
Health	G	Beneficiaries will be prevented from sleeping rough or in unsafe accommodation - therefore supporting their physical health Beneficiaries will be prevented from sleeping rough or in unsafe accommodation - therefore supporting their mental health Provision of additional infrastructure to support people to access necessary health services
Resilience and Adaptation		
Housing	G	Beneficiaries will be prevented from sleeping rough or in unsafe accommodation Beneficiaries will have supported access to tenancies in the Private Rented Sector
Economy		
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		

Further Assessment(s): N/A

 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.	 Negative impacts overall.
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Risk Management:

Risk should be considered relating to the acceptance or non-acceptance of this joint service commission.

Legal Considerations:

This service sits outside of statutory service provision.

Legal advice has been taken on the procurement and information governance considerations for this service.

Financial Consequences – Revenue:

Revenue funding applies to accommodation and support services.

Financial Consequences – Capital:

No capital funding considerations.

Number of attachments to the report: 3

Appendix 1 – Memorandum of Understanding

Appendix 2 – National CAS-3 Specification

Comments/recommendations from Overview & Scrutiny Committee**BACKGROUND PAPERS:**

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?		N/A
GM Transport Committee	Overview & Scrutiny Committee	
N/A	N/A	

1.0 BACKGROUND

- 1.1. The original Justice Devolution Memorandum of Understanding, agreed with the Ministry of Justice in July 2019, demonstrated a progressive ambition and strong partnership. This has been enhanced through a new MOU with Her Majesty's Prison and Probation Service (HMPPS) and allows for a different approach to be taken with Greater Manchester that may diverge from national or standard policy guidance and direction, where it provides an optimal outcome above and beyond minimum standard (Appendix 1).
- 1.2. The Ministry of Justice (MoJ) via HMPPS is funding a new service - Community Accommodation Service Tier 3 (CAS-3). There is agreement to co-commission this in Greater Manchester under the terms of the new Memorandum of Understanding and as highlighted below:



2.0 COMMUNITY ACCOMMODATION SERVICE – TIER 3 OVERVIEW

- 2.1. Accommodation is a critical factor in reducing re-offending, with people 50% more likely to re-offend if they have nowhere safe to stay. Her Majesty's Prison and Probation Service is adding a new tier (Tier 3) to their existing accommodation structure:
- Tier 1 – Approved Premises
 - Tier 2 – Bail Accommodation and Support Services
 - Tier 3 – Community Accommodation Service
- 2.2. CAS-3 is a £20m pilot to provide temporary accommodation to people leaving custody who would otherwise be homeless and have nowhere safe to stay upon release. This is because they fall outside of a range of eligibility criteria for statutory accommodation provided by Probation or Local Authority services or because pre-release work is not completed to allow for statutory or other accommodation to be secured in time for release.
- 2.3. CAS-3 builds upon learning from additional accommodation provision funded by MoJ as a response to Covid-19; the Homelessness Prevention Trailblazer (HPT). HPT demonstrated that despite Her Majesty's Prison and Probation Service and Local Authority efforts to ensure that all people leaving custody had somewhere safe to go, via early mediation, support and statutory homelessness assessments, more accommodation capacity was needed to make this a reality.

2.4. The one year national pilot will cover five regions, with Greater Manchester being one. Other regions have undergone a national procurement process and contracts will be managed within a central structure. Greater Manchester has the opportunity to receive grant funding to commission and manage this service at a regional level.

3.0 GREATER MANCHESTER CAS-3

OVERVIEW

3.1. The Ministry of Justice are supportive of a regional approach in Greater Manchester with agreement that it can provide added value. The national specification (Appendix 2) will be strengthened with consideration of the following key elements:

3.1.1. *Quality accommodation and support provision with considered use of trusted providers known to regional and local commissioners*

- Use of known accommodation and support providers, building on A Bed Every Night and other local suppliers.
- Accommodation located with understanding of local area public service pressures and housing market.

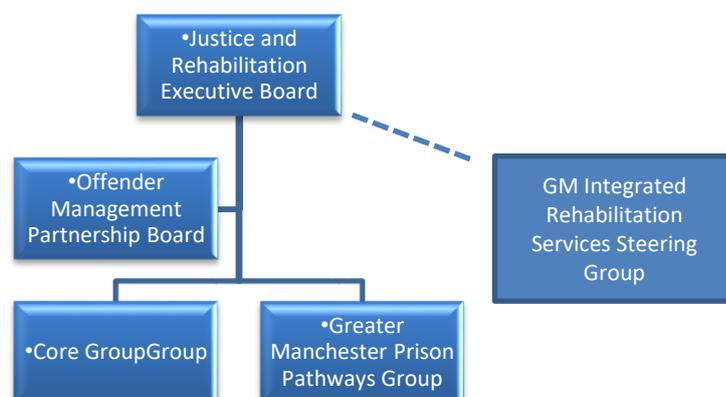
3.1.2. *Enhanced support element of the specification as a priority to achieve positive outcomes*

- Variation from national specification of low level support, building on the principle that accommodation alone is not sufficient to support exit from homelessness (GM ABEN).

3.1.3. *Alignment and integration of CAS-3 with wider system building to reduce offending and improve lives in Greater Manchester, including seven new Integrated Re-settlement Services co-commissioned with HMPPS and GM Probation Service, A Bed Every Night, Re:Connect*

- Service delivery structure and operating model is integrated with other local and regional support provisions to achieve better outcomes.

3.2. HMPPS are satisfied that regional governance structures are sufficient to develop and manage this service:



DELIVERY MODEL

- 3.3. A total grant amount has been committed and GMCA will allocate this onwards to Local Authorities to deliver CAS-3. Grant amounts will be finalised following evidence of local delivery costs and with approval from the GMCA Treasurer and Deputy Mayor.
- 3.4. The delivery model will match A Bed Every Night as far as possible – seeing Local Authority commissioning of accommodation and support services. Grant funding agreements, a common specification and assurance process will be held through GMCA.
- 3.5. GM CAS-3 will provide capacity to accommodate up to 486 people leaving custody from July 2021 to March 2022. The service will be stepped down from April-June 2022 if no continuation funding is secured.
- 3.6. GM CAS-3 will have a maximum of 162 units of accommodation. The total cost and grant into GMCA is agreed as £2,962,440.
- 3.7. Accommodation will be fully self-contained or en-suite with a preference for dispersed accommodation. Suitability considerations will be applied by both the Local Authority, Greater Manchester Police and Greater Manchester Probation Service with regards to regulatory requirements and community safety.
- 3.8. Support will be led by a local provider and work in partnership with Local Authority Housing Options/Solutions service and Community Probation Practitioners.
- 3.9. The maximum length of stay within CAS-3 will be three months, with the aim of securing safe and appropriate accommodation by this time. This could be with friends or family, in further temporary or supported accommodation if required, or a settled tenancy.
- 3.10. Move on, where required into settled accommodation, will be resourced through the Accommodation for Offenders scheme (MHCLG), which supports access into the private rented sector.
- 3.11. Demand is based on HMPPS demand modelling and is broken down by local authority area:

<i>Local Authority</i>	<i>Total demand (individuals)</i>	<i>Total CAS-3 capacity (accommodation and support)</i>	<i>Indicative grant funding</i>
Bolton	72	23	£421,135
Bury	36	13	£237,185
Manchester	126	43	£789,230
Oldham	27	10	£180,505
Rochdale	45	14	£256,360
Salford	54	17	£311,415
Stockport	27	9	£162,435
Tameside	18	6	£109,720
Trafford	18	6	£109,720
Wigan	63	21	£384,735
<i>Total</i>	486	162	£2,962,440

- 3.12. HMPPS is seeking multi-year funding through the Comprehensive Spending Review and is seeking early outcomes to support case making.
- 3.13. There are practical delivery challenges such as the availability of accommodation both for CAS-3 and as move on from this provision, as well as delivering at pace and in partnership across multiple stakeholders. Joint working principles between all principles based on those of the MOU shall be adopted to work through challenges together.

4.0 MOBILISATION

- 4.1. The scale of GM CAS-3 represents a one third expansion of the existing A Bed Every Night (ABEN) infrastructure. Experience of ABEN procurement and delivery shows that local procurement and mobilisation within a central framework and assurance process delivers quality provision and strong outcomes.
- 4.2. GMCA have scoped the viable procurement and mobilisation approach across all areas. Local Authorities will seek to mobilise accommodation and support through the use of existing temporary accommodation providers, with preference for those already delivering into ABEN. This will result in localised solutions (within the minimum specification) across GM, strengthening person outcomes with service provision being well integrated into the local offer.
- 4.3. Not all Local Authorities have fully determined their approach to delivery and mobilisation. As such, mobilisation will happen as a staged approach with some Local Authorities standing up provision before others.
- 4.4. There is pressure to deliver this service as soon as possible to ensure that the pilot reaches the maximum amount of people with the 12 month timeframe for initial funding. Service mobilisation will begin in July 2021 and full service capacity will be reached by October 2021.