

## Greater Manchester Combined Authority

Date: 17<sup>th</sup> December 2021

Subject: Youth Homelessness Prevention Pathfinder

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

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### Purpose of Report

This report provides an update on the Youth Homelessness Prevention Pathfinder (2021) and plans for a Youth Homelessness Prevention Social Outcomes Contract (2022-24), and seeks the necessary decisions required to do so, as recommended.

### Recommendations:

The GMCA is requested to:

1. Note the update in relation to the Youth Homelessness Prevention Pathfinder 2020/21
2. Delegate contract award to GMCA Treasurer
3. Approve funding for the contract from the Reform Investment Fund (£2.5m) and 2019/20 Business Rates (£2.5m) contribution totalling £5m for years 2022-2024

### Contact Officers

Andrew Lightfoot, Deputy Chief Executive, GMCA

BOLTON  
BURY

MANCHESTER  
OLDHAM





ROCHDALE  
SALFORD

STOCKPORT  
TAMESIDE

TRAFFORD  
WIGAN

## Equalities Impact, Carbon and Sustainability Assessment:

Results of the Sustainability Decision Support Tool:

Impacts Questionnaire			
Impact Indicator	Result	Justification/Mitigation	
Equality and Inclusion	G	The Service will support the prevention of homelessness, which impacts disproportionately on those with protect characteristics The Service will support the prevention of homelessness, which impacts disproportionately on those with social and economic disadvantaged The Service will enhance the accessibility of Public Services for the cohort	
Health	G	The Service will support the prevention of homelessness, with consideration for improving physical health The Service will support the prevention of homelessness, with focused consideration for improving mental health and wellbeing and long term resilience The Service will support the prevention of homelessness, with consideration for improving physical health and activity The Service will support the prevention of homelessness, with focused consideration for reducing social isolation and long term resilience Access will be provided to additional commissioned mental health services.	
Resilience and Adaptation			
Housing	G	The service will prevent young people from experiencing homelessness (including rough sleeping) and seek to ensure long term resilience against future risks.	
Economy	G	The service will invest in services provided by Voluntary, Community, Faith based organisations, and Social Enterprises. The service will invest in formal education, volunteering, training and skills development for beneficiaries.	
Mobility and Connectivity			
Carbon, Nature and Environment			
Consumption and Production			
Contribution to achieving the GM Carbon Neutral 2038 target			
<b>Further Assessment(s):</b> Equalities Impact Assessment			
 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.

## Risk Management

Risks of service delivery are will be managed through structured contract management, overseen by the Greater Manchester Homelessness Programme Board.

## **Legal Considerations**

The procurement of the service will be subject to legal advice relating to procurement and information governance.

## **Financial Consequences – Revenue**

Revenue investment is guaranteed via the Reform Investment Fund and Local Authority Retained Business Rates 2019/20.

## **Financial Consequences – Capital**

No capital investment is involved.

## **Number of attachments to the report: 1**

## **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

Yes

## **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?

Please state the reason the report is exempt from call-in

## **GM Transport Committee**

[Date considered at GM Transport Committee if appropriate]

## **Overview and Scrutiny Committee**

[Date considered by the relevant Overview & Scrutiny Committee]

# 1. Background

- 1.1. A GM Youth Homelessness Prevention programme was envisaged in late 2019 following the Dame Louise Casey review of A Bed Every Night which identified a high proportion of young people (54%) in transient and persistent forms of homelessness and associated risks.
- 1.2. Prior to the Covid-19 crisis work had commenced on a proposition for a GM Homelessness Prevention programme, which would take the form of an outcomes based contract (Social Impact Bond) using funding from the £5m DCMS Life Chances element of the Reform Investment Fund.
- 1.3. It was anticipated that this investment would be matched through local contributions in line with the expectations set out when Government agreed to allocate this funding to the GM Reform Investment Fund. This was later agreed as £2.5m from the 2019/20 retained business rates contributions at the GMCA meeting December 2020.
- 1.4. The GM Youth Homelessness Prevention programme is one of a number of projects part funded by the GM Reform Investment Fund. As a reminder, the GM Reform Investment Fund (RIF) was agreed with Government as part of the fourth Devolution Agreement for Greater Manchester announced alongside Budget 2016. The original ambition for the RIF was to create a vehicle through which different Government funding lines could be brought together into a single GM pot to be invested alongside other local funding in driving system wide reform.
- 1.5. Government agreed to bring together a number of different funding streams under the auspices of the Reform Investment Fund which included an £5m allocation from DCMS's Life Chances Fund in 2018. A condition of this particular pot of funding requires GM to attract match funding and that any projects will operate as a Social Impact Bond /Outcomes Based Contract (backed by social investor) in line with the conditions attached to this funding when it was allocated by Govt.
- 1.6. With the arrival of COVID-19 in early 2020, the GMCA decided to fund a 'Pathfinder' on a fee-for-service basis for 12 months to establish a working model that could be procured as a full social outcomes contract. The Youth Homelessness Prevention Pathfinder ran from December 2020, and will end in December 2021, by which time it will have supported 250 young people at risk of homelessness.

1.7. This paper details the learning and insight from the Pathfinder that will be used to inform the longer term social outcomes contract, and the proposed specification, structure and budget for this.

## **2. Strategic context**

2.1. The Greater Manchester Homelessness Prevention Strategy (2021-25) sets out the ambition to prevent youth homelessness is through a targeted approach to young people who can be identified as 'at risk'.

2.2. This programme is a part of realising that ambition. It will drive investment into local organisations and assets to support the infrastructure that makes preventing homelessness possible.

2.3. The primary focus of the project will be to support young people aged 18-25 years old. The service does not target children or care leavers due to the significant statutory responsibilities of Local Authorities to these young people. The duties and support owed for those who are care leavers, or Former Relevant Children, such as the GM Care Leaver's Guarantee will continue to make up the approach for these young people.

2.4. There may be a small group of care leavers and Former Relevant Children for whom the Pathfinder is the more appropriate support pathway, and this will always be considered on a case by case basis.

2.5. Through engagement with Local Authorities and other organisations working with under 18s and care leavers, the project will seek to identify learning that can be applied through statutory services to best prevent homelessness for all young people and through key transition points.

2.6. The service will complement the crisis and emergency based interventions available through A Bed Every Night, Housing First and Statutory responses to homelessness for young people. It is intended to reduce demand at a crisis and emergency stage, and increase the long term resilience of young people to avoid homelessness.

## **3. Pathfinder reflections**

3.1. The Pathfinder has been delivered as a partnership between GMCA, Greater Manchester Better Outcomes Partnerships (GMBOP), a special purpose vehicle established by Bridges, and DePaul UK. The service has worked with 250 young people at risk of homelessness across three boroughs; the City of Manchester, Salford and Bolton.

3.2. The Pathfinder has had two principal objectives:

1. Provide support to young people identified as being at high risk of becoming homeless, helping them secure and sustain suitable, safe accommodation, engage in meaningful activities, and improve their overall wellbeing.
2. Build a detailed understanding of the circumstances of the young people accessing the service, the systemic barriers they face, and the intervention approaches needed to support them to feed into the design of a future service.

3.3. The Pathfinder has shown the central operating model to be highly effective, preventing homelessness for 84% of the cohort<sup>1</sup> and diverting demand from Local Authority Housing Options teams when referral pathways mature to targeted community based interventions.

3.4. Key lessons learned:

- Identified key support needs contributing to accommodation insecurity; mental health, finances and money management, relationships and support networks.
- Understanding of demand, appropriate pathways to enable prevention and 'what works' for young people.
- Building an understanding of local ecosystems, community assets and viable delivery partners, with particular regard to Voluntary, Community, Faith and Social Enterprise (VCSFE) sector organisations
- Testing out and supporting the development of social outcomes requirements.

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<sup>1</sup> 39% resolved imminent homelessness risk and 45% sustained accommodation against homelessness risk

## 4. Social Outcomes Contract

4.1. The specification (Appendix 1) details the social outcomes included within the Rate Card, key requirements of scale and delivery, and expectations of the Provider.

4.2. Rate Card outcomes payments relate to achievement of:

- Delivery of personalised support plan
- Follow up support plans (x3) within 12 months
- Homelessness prevention via suitable accommodation maintained (or) new accommodation secured
- 6 months accommodation sustainment
- Self-determined personal outcomes (x3)

4.3. The delivery period will run from January 2022 – December 2024, achieving positive outcomes for 1,500 young people, with a maximum value of £4.85million.

4.4. The model should provide a person-centred case management service, which is integrated into the Local Housing Options statutory homeless prevention offer as well as reaching further ‘upstream’ to prevent the need for a statutory response.

4.5. The service should be delivered as a partnership across Greater Manchester bringing multiple partners together and sharing expertise.

4.6. The Provider will be required to wholeheartedly and willingly engage with the GMCA and its constituent local authorities, public services and community and voluntary sector and work with the GMCA in the spirit of true partnership.

4.7. Investment in community infrastructure, such as that provided through VSCFE, is highlighted as a key requirement in the delivery of the service. The successful Provider will seek to engage and contract such partners to ensure investment in local community infrastructure.

4.8. The Provider has been selected through a procurement process, involving Prior Information Notice and Selection Questionnaire. The investment and lead Provider is GM Better Outcomes Partnership funded through Bridges Social Outcomes Partnership.

## 5. Funding and budget breakdown

5.1. The £5m project will be funded through a £2.5m contribution from the GM Reform Investment Fund matched by £2.5m from 2019/20 retained business rates which was previously agreed.

5.2. This is in separate to the £663k that it was previously agreed by Leaders should be released from the Reform Investment Fund to launch the Youth Homelessness Pathfinder project in response to the impact of Covid and which has informed the design of the larger 3 year outcomes based contract.

5.3. Expenditure of £5m total cost:

Activity	Lead provider	Expenditure 2022-24
Programme delivery based on outcomes	GM Better Outcomes Partnership – pending formal contract award	£4,850,000
Programme monitoring, assurance and outcomes processing	Greater Manchester Combined Authority	£150,000

5.4. Working capital of at least £1,500,000 will be provided by GM Better Outcomes Partnership.