

Greater Manchester Combined Authority

Date: 11th February 2022

Subject: A Bed Every Night 2022-25 Programme

Report of: Salford City Mayor Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure

Purpose of Report

To provide the GMCA with the detailed projected budget into GMCA for homelessness activity and an outline activities and programmes of work.

Recommendations:

The GMCA is requested to:

1. Note the A Bed Every Night service developments over the coming three years.
2. Approve A Bed Every Night budget for 2022/23 (£5,850,000).
3. Note and agree the direction of travel towards a more equitable allocation of funds to Local Authorities, pending reviews on the total budget required and evidence of the need for variance in Local Authorities allocations for 2023/24 and 2024/25.
4. Note the continuation of the Greater Manchester Housing First pilot and support ongoing delivery.
5. Note the submission of the Greater Manchester Rough Sleeper Initiative bid and support planned delivery.





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Equalities Impact, Carbon and Sustainability Assessment:

Results of the Sustainability Decision Support Tool to be included here:

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 protected characteristics The Service will support the prevention of homelessness, which impacts disproportionately on those who are socially or economically disadvantaged. The Service will enhance the accessibility of Public Services for the cohort In the contribution to lower levels of rough sleeping, in some communities, which is a cause for anti-social behaviour
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 consideration for improving mental health and wellbeing The Service will support the prevention of homelessness, with consideration for reducing social isolation
Resilience and Adaptation		
Housing	G	The service will support the prevention of homelessness, including rough sleeping. The service will support the prevention of homelessness, with consideration of move on into affordable homes.
Economy		
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		
Further Assessment(s):	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 relating to service delivery will be managed through structured contract management, delivered by Greater Manchester Local Authorities within Grant Agreements with Greater Manchester Combined Authority.

Legal Considerations

The procurement of A Bed Every Night services will be subject to legal advice relating to procurement and information governance.

Financial Consequences – Revenue

Revenue income is subject to risk, with mitigations and impacts outlined for assessment.

Financial Consequences – Capital

None.

Number of attachments to the report: 2

Appendix 1 – *ABEN approved service developments.doc*

Appendix 2 – *Part A ABEN Budget*

Comments/recommendations from Overview & Scrutiny Committee

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?

No

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. Introduction

- 1.1. Over the last 4 years Greater Manchester has achieved a marked reduction in rough sleeping (67%) as an urgent regional and national priority, with A Bed Every Night (ABEN) as a central enabler of this. To sustain this reduction and reach the shared goal of ending rough sleeping over the next 3 years we must continue providing emergency interventions, invest in truly affordable housing, meet challenging delivery targets, and drive reform to prevent homelessness.
- 1.2. As a GM system we collaborate across a wide range of interventions above and beyond ABEN (including Housing First, Rough Sleeper Initiative, Community Accommodation Scheme Tier 3, and Rough Sleeper Accommodation Programme) and have established a shared understanding of why and how we need to prevent all forms of homelessness (GM Homelessness Prevention Strategy 2021) in order to end rough sleeping.
- 1.3. A Bed Every Night was established as an emergency response, and sought to directly impact on levels of rough sleeping and evidence the wider changes that are needed in the system to prevent and end rough sleeping at local, regional and national levels. This continues to be its core purpose.
- 1.4. This report sets out the future of A Bed Every Night over the next three years. It is ambitious in doing so with uncertainty on Local Authority budgets, demand, and wider social and economic factors.
- 1.5. There is a key driver to increase the equitability of funding into Local Authorities. There is significant variation at present due to the piecemeal nature of ABEN funding and commissioning to date. 2022/23 should see Local Authorities maximise use of welfare funding and test out what is viable with local markets and providers to bring their budgets to a more equitable position, allowing for review before 2023/24 budget setting.
- 1.6. Alongside a move to greater equitability, the overall budget is planned to reduce due to the following reasons:
 - Ambition for greater investment in other areas of homelessness response and prevention from investors (GM Health and Social Care Partnership and Department of Levelling Up, Housing and Communities)

- To reduce overall grant requirement as far as possible by end of national parliament and Greater Manchester Mayoral term and therefore improve future sustainability

1.7. Leaders are asked to approve the direction of travel of the planned budget for 2023/24 and 2024/25, with the risks and uncertainties that it contains both on the income side (requiring further agreement and potentially greater or additional contributions) and the expenditure side (viability of budget reductions on maintaining bed numbers and support quality in all areas). This will be reviewed ahead of budget confirmation for either year.

1.8. The intention is not only for bed numbers to be maintained, but also for quality to increase. This will be achieved through the continued use of evidence based practice, with the independent review of ABEN by Herriot Watt University providing clear direction.

1.9. Setting a three-year budget plan is aimed at best offsetting negative impacts of budget reduction on the A Bed Every Night service, and the response to rough sleeping more broadly, as it will enable multi-year re-commissioning in many areas. It will provide an opportunity to improve quality and responsiveness to local demand as it is now understood.

1.10. Expected cost savings will come from the minimum use of welfare (Local Housing Allowance) where this is not currently the case, and through the categorisation of some accommodation as 'supported exempt' allowing for higher (Housing Benefit) claims. This requires a specific landlord and support provider model which some LAs will need to re-commission for. A high proportion of 'bad debt' is modelled in order to ensure that this is not exclusive to those who do not enter the service with benefits in place or are unwilling to claim.

2. ABEN delivery and development

2.1. Key milestones in the development of ABEN over the last 12 months include:

- Implementing a consistent referral and data system, providing a 'live' view of throughput, support needs and outcomes across the whole service.

- Implementing the first LGBTQ+ ABEN service, providing much needed accommodation and support for people who are LGBTQ+ and find themselves homeless.
- Undergoing evaluation by Herriot-Watt University and beginning the process of embedding the recommendations into normal working practice.
- The continued development of rent recovery models and shared learning across Boroughs on the best way to achieve this

2.2. Between April to December 2021 2,418 accommodation placements were made, which is 84% of all those referred to the service. Headlines from this cohort are:

- **People accessing ABEN are still relatively young:** Under 35s make up 52% of total referrals which, although a reduction on the previous year, suggests the ongoing importance of the Youth Pathfinder project and other targeted early intervention services for younger adults.
- **The rough sleeping population is incredibly diverse:** with over 55 different nationalities recorded, suggesting the need to further interrogate racial inequalities as both a driver of street homelessness and exacerbating factor of poor outcomes.
- **Substance Misuse, poor Mental Health and Dual Diagnosis remain widespread:** Over half of ABEN customers have an identified mental health and/or substance misuse need, underscoring the need for further development of specialist, cohort-specific services.
- **Some people do well in ABEN accommodation:** 41% of people achieved a positive accommodation outcome, with supported accommodation and the private rental sector being the predominant routes out of ABEN.
- **However, ABEN hasn't worked for everyone:** Evictions (10%) and abandonments (37%) remain high and there is need to approach these negative outcomes as a shared problem across Boroughs and Providers and continue to reflect on how ABEN can be remodelled and developed to address the underlying causes.

2.3. The Herriot-Watt evaluation of ABEN (2021) specified areas for continued practise development both within ABEN provision and across the wider system that remains highly relevant. The GM Homelessness Programme Board has reviewed and accepted these recommendations (Appendix 1) and they will remain central to continued practise and system development.

3. Budget – income

3.1. The income into 2022/23 is agreed (See Table 1 and Appendix 2, Sheet 1), pending DLUHC contribution which needs to be held at risk. There is £562,500 total requirement from DLUHC in 2022/23, £187,500 of which is guaranteed. DLUHC will not reach their decision until at least April 2022. If it is not awarded in full further investment and/or mitigations will need to be considered, however it is not expected to be withheld.

Table 1 – Agreed Year 1 Budget

	2022/23
GM Mayor's Charity	£400,000
GM Mayoral Precept	£2,400,000
HMPPS	£100,000
GM Police and Crime Commissioner	£250,000
Health	£1,950,000
DLUHC Rough Sleeper Initiative 21-22	£187,500
DLUHC Rough Sleeper Initiative 22-25	£562,500*
Working position	£5,850,000
Annual change	-4%

- 3.2. Two models are presented for the income into 2023/24 and 2024/25, reflecting the uncertainty around the future commitments of the Health system pending full implementation of the Greater Manchester Integrated Care Service.
- 3.3. The Greater Manchester Health and Social Care Partnership (GMHSCP) will become the GM Integrated Commissioning Board (ICB) on June 2022. Further funding from the new ICB will be subject to discussions with the board following its establishment. There is work to do to maintain direct health contributions to tackle the response to rough sleeping as governance and system changes take place through 2022/23.
- 3.4. We have modelled a Tapering Budget (Table 2), which shows a less risky, and more reliable income expectation based on reduced Health contributions.
- 3.5. We have also modelled a Sustained Budget (Table 3), which shows a more ambitious, target budget based on sustained contributions from Health.
- 3.6. Our preferred approach (outlined in greater detail at Appendix 2, sheet 1) is to achieve the Model 2 - Sustained Budget. Presenting both budgets gives more detail to Local Authorities on likely allocations under each scenario and allows for commissioning to be carried out with the level of risk visible.

Table 2 – Model 1: Tapering Budget

	2023/24	2024/25
GM Mayor's Charity	£400,000	£400,000
GM Mayoral Precept	£2,400,000	£2,400,000
HMPPS	£100,000	£100,000
GM Police and Crime Commissioner	£250,000	£250,000
Health	£1,200,000*	£700,000*
DLUHC Rough Sleeper Initiative 22-25	£550,000*	£400,000*
Planned position	£4,900,000	£4,250,000
Annual change	-16%	-13%

Table 3 - Model Two: Sustained Budget

	2023/24	2024/25
GM Mayor's Charity	£400,000	£400,000
GM Mayoral Precept	£2,400,000	£2,400,000
HMPPS	£100,000	£100,000
GM Police and Crime Commissioner	£250,000	£250,000
Health	£1,950,000*	£1,700,000*

DLUHC Rough Sleeper Initiative 22-25	£500,000*	£400,000*
Target position	£5,600,000	£5,250,000
Annual change	-4%	-6%

3.7. Amounts marked with a (*) are at risk and require continued monitoring and evidence building to be secured. Consideration of other sources of possible income will be ongoing to mitigate against this risk.

3.8. Leaders are recommended to approve the 2022/23 income only. Approval positions are detailed in Table 4.

Table 4 – 2022/23 Income Breakdown

ABEN investor	2022/23 investment	Approval position
Greater Manchester Mayor's Charity	£400,000	Trustees approved fundraising target and mitigation plan in case of shortfall 24.01.2022
Greater Manchester Mayor's Precept	£2,400,000	To be confirmed 07.02.2021 GMCA
Her Majesty's Prison and Probation Service	£100,000	Confirmed via Greater Manchester Probation Service
Greater Manchester Police and Crime Commissioner	£250,000	Confirmed (Justice and Rehabilitation Executive)
Health - GMHSCP GM Joint/Integrated Commissioning Board	£1,950,000	Part agreed in 2021/22-2022/23 budget 16.02.2021 (GM JCB)
Department of Levelling Up (DLUHC) Rough Sleeper Initiative	£187,500	Confirmed as minimal allocation in 2021/22 into Quarter 1
Department of Levelling Up (DLUHC) Rough Sleeper Initiative	£562,500	To be confirmed as part of Rough Sleeper Initiative Bid 2022-25
Total	£5,850,000	

4. Restricted Eligibility Service - Income/Expenditure

- 4.1. The provision of accommodation and support to those with Restricted Eligibility (formerly termed No Recourse to Public Funds) is a critical part of meeting the needs of those who sleep rough in Greater Manchester. Funding from the Greater Manchester Mayor's Charity as 'non-public monies' helps enable this, however fundraising is both challenging and unpredictable.
- 4.2. ABEN 2022-25 will seek to maintain 60 beds for people with Restricted Eligibility (at a cost of £800,000), with an expectation of 50% charitable funding and 50% public funding to be reviewed every 6 months. Based on individual assessments for people who use ABEN and recording of legal reasoning for temporary accommodation, we will continue to ensure that public and charitable monies are used appropriately across this element of ABEN service provision.
- 4.3. In the instance that GMMC (in full) are unable to raise the minimum 50% funds required, or over 50% funds are required based on legal reasoning assessments, alternative charitable funds will be sought.

5. Budget - expenditure

- 5.1. As outlined above the budget reduces across the three years. The following grant amounts have been discussed in detail with local officers, and the following principles have been applied:
- Minimum expectation of welfare recovery for all areas (Local Housing Allowance or Housing Benefit where eligible)
 - Maintain year one budget at 2021/22 levels as far as possible where welfare collection is being taken and look for increased collection rates in years two and three only
 - Bring in budget reductions that achieve greater equity across all areas by year 3
- 5.2. It is recognised that some areas will require significant changes in current commissioning to achieve a funding model that is more equitable. These changes have been discussed throughout the development of ABEN since 2018/9, and have been informed by detailed co-production and service evaluation through 2021.

5.3. Peer support across Local Authorities and regional provider engagement is being facilitated to support this. Detailed work is also underway to align wider rough sleeper budgets where there is potential to do so, including the Community Accommodation Service (Tier 3) which will shortly reach a three year settlement (2022/23-2023/24).

5.4. It is proposed that any loss of bed capacity is mitigated and the budget amended year on year based on a clearer perspective of cost and demand. For instance, there is an expected reduction in bed numbers in Salford, an area with high ABEN capacity, from 160 beds in 2022/23 to 100 beds in 2024/25. This may change once the 'supported exempt' Housing Benefit model has been further tested

Table 5 – 2022/23 Expenditure for Approval see also Appendix 2, sheet 2

	Beds	2022/23
Bolton	38	£424,552
Bury	25	£199,894
Manchester	88	£1,628,000
Oldham	23	£277,200
Rochdale	26	£219,680
Salford	160	£1,440,000
Stockport	10	£66,000
Tameside	26	£286,000
Trafford	10	£79,590
Wigan	20	£281,788
<i>Core beds Total</i>	426	£4,902,704
NRPF - Oldham	6	£79,200
NRPF- Manchester	30	£396,000
NRPF - Rochdale	4	£52,800
NRPF- Salford	20	£264,300
NRPF - Support		£104,996
<i>NRPF beds Total</i>	60	£897,296
Project Management		£50,000
<i>Total</i>	486	£5,850,000

- 5.1. The three year expenditure is modelled for both Model 1 and Model 2, with allocations for each Local Authority until 2024/25 moving towards a more equitable and more sustainable funding position. See Part B report.
- 5.2. There will be opportunity to review planned expenditure for years 2023/24-2024/25, as re-commissioning tests the market, planned and new income is secured, and rough sleeping need is impacted by wider social and economic determinants is clear.

6. Wider programmes

- 6.1. GMCA has received assurance from DLUHC that the GM Housing First pilot will be extended to at least March 2024. This recognises the importance of continued support for those on the programme and the time needed to complete the national evaluation.
- 6.2. Whilst bidding is required, it is expected that £7.1m will be granted for this extension.
- 6.3. GMCA is undergoing a re-tendering process for the GM Housing First Pilot as no provision was originally made for extensions. Service continuity is of vital importance, alongside efforts to continue to derive maximum value for clients and stakeholders through the existing Housing First model.
- 6.4. GMCA is also submitting to the Rough Sleeper Initiative 2022-25 to continue existing work and bring in new interventions. Co-produced with Local Authorities to identify areas of GM collaboration and GMCA system support, this includes a continued focus on quality data use, improved specialist health services, and workforce development resource.
- 6.5. The value of this bid will be £2.4m (to be confirmed upon bid submission 04/02/2022) in 2022/23.