

Date: 27 September 2019
Subject: A Bed Every Night
Report of: Andy Burnham, Mayor of Greater Manchester

PURPOSE OF REPORT

Provide GMCA with a full update on A Bed Every Night service moving into its next phase and to seek approval for funding arrangements as outlined.

RECOMMENDATIONS:

The GMCA is requested to:

1. To note the commitment of funds to support A Bed Every Night from Greater Manchester Health and Social Care Partnership, The Mayor's Homelessness Charity, Community Rehabilitation Company, Police and Crime Commissioner, Tackle for Manchester.
2. To note and approve the grant allocations to districts as set out at paragraph 4.5.
3. To note and approve the allocation from Mayoral reserves and future GMCA and Mayoral budgets and reserves as set out at paragraph 5.2.

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BACKGROUND PAPERS: N/A

TRACKING/PROCESS		[All sections to be completed]
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	Overview & Scrutiny Committee	
N/A	N/A	

1.0 INTRODUCTION

- 1.1. Tackling homelessness and rough sleeping are key priorities of local authorities in Greater Manchester, the GMCA and of the Mayor of GM himself. Our commitment is to end the need for rough sleeping in GM by May 2020 and to develop a 10-year strategy to reduce homelessness.
- 1.2. Nationally, this issue has increased in prominence and coverage, with central government now committed to halving rough sleeping by 2022 and ending it by 2027 and publishing the first National Rough Sleeping Strategy in August 2018.
- 1.3. Over the past 3 years, GMCA have been developing a range of programmes to support local authorities' work in tackling homelessness and to support the Mayor in his commitments on rough sleeping. These programmes have been jointly developed through a joint bidding and negotiation process with central government and supported by every local authority.
- 1.4. A range of targeted interventions for rough sleepers and those at imminent risk of rough sleeping has effectively increased the number of options for people to access the right accommodation at the right time.
- 1.5. A Bed Every Night is one option alongside existing temporary accommodation, supported accommodation, Social Impact Bond (SIB) sourced accommodation, Housing First sourced accommodation, supported access to private rented accommodation, and other local types of provision such as refuges and night stops.
- 1.6. It is essential that the individual's statutory duty, personal preference and support needs are taken into consideration at the earliest opportunity to ensure the most appropriate accommodation pathway is available to them.
- 1.7. A Bed Every Night is there to ensure that no one has to sleep rough in Greater Manchester and experience the risks of doing so, especially over the winter months. It is also there to provide a way forward and away from rough sleeping through the support and move on pathways that flow from it.

2.0 CONTEXT

- 2.1. The A Bed Every Night (ABEN) programme commenced across all areas of Greater Manchester on 01 November 2018 to provide emergency accommodation to relieve and prevent the need for rough sleeping where statutory and existing discretionary or voluntary services were not able.

- 2.2. Local areas established their own responses to ABEN, utilising a common framework and a commitment that there should be a bed available to anyone from Greater Manchester who would otherwise be rough sleeping.
- 2.3. Originally intended to last until 31 March, it was extended due to its success and the significant levels of demand for the service. It was clearly demonstrated that there were high levels of a need for this type of 'crisis response' and triage for rough sleepers, to provide immediate shelter and referrals into move on services.
- 2.4. The programme exceeded expectations in terms of take-up and local demand. Between November 2018 and May 2019 over 2000 people have been assisted through the programme, with over 680 able to access more appropriate and secure accommodation. On average, 300 people a night have been accommodated in ABEN provisions.
- 2.5. With input from GM Homelessness Action Network and practitioners, and a review of ABEN Phase 1 conducted by Dame Louise Casey, recommendations were identified for furthering the ABEN initiative into a second phase from April 2019 to June 2020.
- 2.6. Finding options to extend and strengthen ABEN has resulted in considerable investment to establish a more consistent offer across Greater Manchester which this report lays out

3.0 ABEN PHASE 2

- 3.1. The Phase 2 ABEN model is based on a number of key areas identified for improvement and in ongoing consultation with a range of stakeholders. This includes;
 - Implementation of a commissioning framework
 - Agreement of new service standards and specification
 - Development of specific provision for defined cohorts
 - Increased focus on improving health outcomes
 - Increased focus on awareness of health and care risks
 - Embedding into the wider homelessness system
 - Commissioning of an independent evaluation
- 3.2. Allocation of provision and bed numbers have been built from an identified local need and the provision types that are viable in each local authority. The GMCA has worked with local authorities to ensure that the specification standards are clear and where not all relevant provision is available in every borough, the total number of bed spaces and types of provision necessary are available across Greater Manchester ABEN as a whole.
- 3.3. Provision of allocation is therefore varied across local authorities but should be seen as a whole service, within which individuals will be able to access the most appropriate ABEN accommodation if it is not available in their first borough of choice.

- 3.4. All local authorities have committed to a fixed number of bed spaces, moving away from a spot purchasing model to ensure certainty in onward commissioning. Bed numbers meet the current rough sleeper numbers that are identified monthly through the Rough Sleeper Initiatives (RSIs), and seek to meet the profile of this cohort regarding support needs, requirement of single sex spaces and provision for pets. There is also an increase in the number of beds being provided over the winter months to allow for anticipated winter pressures to be met.
- 3.5. Over the course of the programme there is a 65% to 35% split between 'lower' and 'higher' levels of need that can be supported and accommodated safely. In many localities this is flexible, with the use of shared spaces becoming single spaces if needed. The total number of spaces available is shown below.

Time period	Provision spaces
Quarter 2 2019/20	300
Quarter 3 2019/20	420
Quarter 4 2019/20	420
Quarter 1 2020/21	375

- 3.6. 4 provisions provide core female only spaces, with a further 15 provisions able to offer this flexibly as required. 8 provisions provide spaces for couples (available as needed). 8 provisions provide spaces for people with pets (available as needed).
- 3.7. Access into ABEN will be led by local outreach and housing options teams to ensure targeting for current rough sleepers, with the appropriate accommodation offer in each instance. This work is strengthened by the provision of Rough Sleeper Initiative's in all 10 local authority areas, with a targeted approach to identifying and supporting rough sleepers and liaising with housing options teams to identify appropriate accommodation options, of which ABEN is one.
- 3.8. Each local authority operates an in and out of hours telephone service to provide housing advice, take referrals and manage emergency placements. These services vary greatly across the boroughs with regard to capacity and process, especially for out of hours. Work is ongoing to ensure a consistent approach to referral and placement that can be communicated to referring agencies and members of the public.
- 3.9. Public information on ABEN encourages referral into outreach and housing options teams through the national service Street Link and highlights the current work of local teams to ensure anyone rough sleeping can access appropriate accommodation.
- 3.10. Significant financial input jointly from GM Health and Social Care Partnership and GM Joint Commissioning Board was agreed in June 2019 to support core accommodation provision

for Phase 2. In addition to this, a commitment was made to utilise the investment period to support an iterative improvement process in health provision, amass understanding of current practice and use this to inform a longer term plan on homeless healthcare. This is in addition to the financial contribution to ABEN and demonstrates further commitment from the health sector to invest time and additional resources in ensuring appropriate health provision is available to people experiencing homelessness.

- 3.11. Individuals with No Recourse to Public Funds will be able to access ABEN through funding provided by the Mayor's Homelessness Charity (as opposed to any public funds). This includes those who are failed asylum seekers and non-eligible EEA nationals. GMCA is seeking specialist advice and support for this cohort, who face extreme challenges accessing secure accommodation.
- 3.12. Supporting individuals to move into more suitable and secure accommodation is a key priority. Not only does this ensure that ABEN is supporting people to move away from rough sleeping and building sustainable outcomes, but it also ensures flow through ABEN necessary to meet ongoing demand.
- 3.13. Traditional housing options are typically very restricted for the cohort eligible for ABEN, who fall under the 'non-priority' legal category of homelessness. Innovative use of local resources and flexibility from housing providers are essential to ensure move on into both the social and private rented sector. Programmes that seek to re-house entrenched rough sleepers (such as Housing First) will also be mobilised to focus on this cohort where appropriate.
- 3.14. The Homelessness Programme Board (established in May 2019) provides oversight and scrutiny of all elements of the GM homelessness infrastructure, including ABEN, but also the Homelessness Prevention Trailblazer, Entrenched Rough Sleeper Social Impact Bond and Housing First. With representatives from across Health, Third Sector and local authorities it is able to draw upon considerable whole systems knowledge and deliver strategic governance for A Bed Every Night.

4.0 PHASE 2 COSTS AND GRANT AGREEMENTS

4.1. The ABEN Phase 2 programme costs are outlined below:

- Grant of £5,487,000 to the 10 local authorities to fund emergency accommodation and support of up to 420 individuals
- Programme co-ordination across Greater Manchester at a cost of £65,000 delivered by Riverside

- Health interventions and health development work, delivered by HSCP at a cost of £50,000
- A formal evaluation which will be commissioned externally at a cost of £50,000

4.2. No Mayoral reserves will be committed to funding activity other than that delivered by the districts as included in their grant allocation. Staffing, evaluation and health development work will be funded through the combined investments from the other investors (see section 5).

4.3. Each local authority will receive a specified grant amount to provide ABEN in their area. Individual allocations were assessed using the 'low and high need' benchmark costings provided in the specification as a baseline. Owing to the variation in need and provision type across local authorities, it has been possible to fund provisions at both lower and higher rates, reflecting actual costs and enabling funding for additional provision due to an overall reduction in per night costs.

4.4. The ABEN Phase 2 programme, as with Phase 1, assures that local authorities will contribute their usual spend for Severe Weather Emergency Provision (SWEP) or an amount matching the proportion of the total grant they will be in receipt of for ABEN. This has ensured an equitable and proportionate contribution from each of the 10 local authorities.

4.5. Proposed grant allocations to local authorities are outlined here:

Local Authority	Grant allocation
Bolton	£580,000
Bury	£140,000
Manchester	£1,900,000
Oldham	£243,000
Rochdale	£109,000
Salford	£1,570,000
Stockport	£140,000
Tameside	£320,000
Trafford	£160,000
Wigan	£325,000
Total	£5,487,000

4.6. The 15 month funding envelope for ABEN includes Quarter 1 of 19/20, actual costs which are already known and have been taken into account.

4.7. Payments made to local authorities will be administered quarterly by the GMCA based on their grant agreements. Any additional costs or burdens due to severe weather that have not been met through the ABEN grant agreement will rest with the local authority.

5.0 INVESTMENT

- 5.1. Significant investment into an enhanced ABEN service has been levied from a range of sources, totalling £5,652,000.
- 5.2. This investment package will cover the delivery of ABEN over a 15 month period from April 2019 – June 2020.

Source	Investment
Mayor's Homelessness Charity	£1.2m
Tackle 4 Manchester	£1m
Health and Social Care Partnership	£2m
Police and Crime Commissioner	£250,000
Community Rehabilitation Company	£250,000
Mayoral Reserves	£900,000
Total	£5,652,000

- 5.3. £1m is anticipated from Tackle 4 Manchester through Vincent Kompany's testimonial funds. This is underwritten by Mayoral budgets and reserves in the event that these monies are not realised.
- 5.4. £900,000 has been identified through existing Mayoral reserves largely from underspend on 2018/19 programmes. It is also likely that GMCA will receive monies through a range of identified funding streams over the period of Phase 2 and this will potentially mitigate the use of Mayoral reserves:
- MHCLG Winter Provision: GMCA is already in dialogue with MHCLG regarding the annual Cold Weather Fund. GMCA will be seeking an overall GM allocation to invest into ABEN (as the GM approach to Severe and Emergency Weather Provision).
 - Government Spending Round: GMCA is commencing dialogue regarding the additional funding announced by the Chancellor at the September Spending Round of £54m spending for rough sleeping.
 - The Mayor's Homelessness Charity: there is continued public and private backing for A Bed Every Night from high profile donors and organisations. Alongside the possibility of a larger than expected donation from Vincent Kompany, continued funding from a range of other donors and fundraising activities is expected.

6.0 FURTHER DEVELOPMENTS

- 6.1. There are a range of areas of further developments to ensure maximum impact of this programme and the impact it will have on individuals.
- 6.2. Offsetting costs through Housing Benefit has been explored in those provisions that usually claim, however more focused work to identify eligibility across all 24 hour provision is needed. Criteria for supporting service user claims and reasonable expectations of cost offsetting through this method will be developed over the course of the programme.
- 6.3. An assurance framework is being developed with Key Performance Indicators which will provide a clear reporting mechanism, and feed into financial assurance for grant claims.
- 6.4. A communications plan is being developed to ensure that local authorities, partners and stakeholders have clear channels of communication from the GMCA and feedback loops are in place to escalate challenges in a timely manner.
- 6.5. Qualitative analysis including service user feedback will be commissioned to provide a formal evaluation ABEN. This will supported by a Cost Benefit Analysis completed at GMCA with support from King's Fund.