

Date: June 2019

Subject: Update on Rough Sleeping in Greater Manchester

Report of: GM Mayor Andy Burnham; Housing & Planning Portfolio Chief Executive Steve Rumbelow

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**1.0 PURPOSE OF REPORT**

1.1 To provide an update on progress in tackling rough sleeping in Greater Manchester through the main programmes being undertaken.

**RECOMMENDATIONS:**

Members are requested to

1. Note the continuing commitment and progress in tackling rough sleeping across Greater Manchester.
2. Request local authorities to agree to prioritise take-up into the Housing First programme and to encourage local engagement.
3. Note the funding commitment made by the GM Joint Commissioning Board.
4. Request local authorities to ommit to the roll-out of Phase 2 of A Bed Every Night from 01 July 2019.
5. Note the establishment of the GM Homelessness Programme Board.
6. Note and welcome the progress in reducing rough sleeping as demonstrated by the A Bed Every Night and local street count data.

**CONTACT OFFICERS:**

Mike Wight, Strategic Lead on Homelessness

Number of attachments included in the report: None

**BACKGROUND PAPERS:**

GMCA Homelessness Update reports 2018-19  
Housing First contract award report, January 2019

<b>TRACKING/PROCESS</b>	
Does this report relate to a major strategic decision, as set out in the GMCA Constitution	No
<b>EXEMPTION FROM CALL IN</b>	
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

## **2. INTRODUCTION**

- 2.1 Tackling homelessness and rough sleeping are key priorities for the Mayor and the local authorities in Greater Manchester. 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.
- 2.2 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.
- 2.3 This report provides an update on the rough sleeping element looking at the three main programme areas that are the focus of Districts supported by GMCA. The report also provides a position statement on progress towards our shared commitment to ending the need for rough sleeping by May 2020. The three main programmes of work are as follows:
- Social Impact Bond for Entrenched Rough Sleepers
  - Housing First Programme
  - A Bed Every Night
- 2.4 A considerable programme of work is also under way outside of these main programmes.

### **3.0 Current Position – Programme Updates**

3.1 Updates on the progress of GMCA-managed programmes are outlined below.

#### **3.2 Social Impact Bond for Entrenched Rough Sleepers (SIB)**

- 3.2.1 The Greater Manchester SIB was launched in December 2017 as one of eight in England. It is a payment-by-results programme targeted at the most entrenched rough sleepers and has a programme value of up to £1.8m. This was to secure outcomes for 200 entrenched rough sleepers over 3 years. Subsequently, the success of the programme and the significant number of referrals resulted in an additional £829k being secured from government, with the total value of investment in the SIB being £2.629m.
- 3.2.2 The provider chosen through competitive tendering was a GM-wide consortium led by GM Homes Partnership.
- 3.2.3 Referrals into the SIB cohort closed in late July 2018. The final number of referrals was 526, which was substantially higher than anticipated.
- 3.2.4 While accessing accommodation is not the only performance metric, it is clearly the most important in terms of the wider strategic objective of ending the need for rough sleeping and tackling chronic homelessness. To date, GM Homes Partnership has supported 309 individuals into accommodation. This already significantly outstrips the contract target of

200. Tenancy sustainment rates continue to be high. The performance of the Greater Manchester SIB far exceeds that of other programmes nationally.

3.2.5 A review of the second year has been independently commissioned and this will feed into discussions on potential options for any future replacement programme. These options will be brought back to the GMCA in early 2020.

### 3.3 Housing First Programme

3.3.1 In the budget of November 2017, central government announced the creation of three pilot areas for Housing First, of which Greater Manchester was one, together with the West Midlands and Liverpool City Region Combined Authorities. Greater Manchester was awarded £8m to deliver a Housing First programme for up to 400 people over a three-year period.

3.3.2 GMCA formally signed-off the award of this contract to a consortium led by Great Places Housing Group in February 2019.

3.3.3 Following staff recruitment and set-up arrangements, referrals into the programme began in April 2019. Local authorities have been grouped into delivery zones to ensure equity of scale and access to the programme and to enable more localised service delivery, utilising local providers.

3.3.4 Since the start-up of the programme, a total of 34 referrals have been made. These are routed through local authority panels to ensure fidelity to the model, consistency and appropriateness to the programme. It should be noted that there has been a staggered approach to the establishment of local authority-led panels, reflected in the difference in referral performance to date. This will become more even over time as referral panels become established. Referrals to date are outlined in the table below:

<b>Zone</b>	<b>Local Authorities</b>	<b>Referrals to Date</b>
A	Manchester	10
B	Bolton, Bury, Rochdale	1
C	Oldham, Tameside, Stockport	15
D	Salford, Trafford, Wigan	8
<b>A-D</b>	<b>Total</b>	<b>34</b>

3.3.5 The Housing First model can require some considerable pre-tenancy work with people with complex needs and multiple exclusions to engage them on the programme. So far, 2

individuals have been rehoused onto the programme. This figure will increase as the referral pathways become established and people move through the programme.

- 3.3.6 All Housing First programmes are being overseen by externally commissioned embedded researchers, with the Greater Manchester programme evaluated by Heriot-Watt University. Fidelity to the model is a key evaluation point and we are assessed in part on how we apply the programme to the established model of Housing First.
- 3.3.7 Creative Inclusion Ltd. have also been re-engaged to independently ensure that the voice of people with lived experience remains a central part of our programme for its duration.
- 3.3.8 It should be noted that in discussions with Ministry of Housing, Communities & Local Government (MHCLG), that concerns have been expressed with the pace of roll-out in all three pilot areas. This is in part a reflection of the tensions between delivering a programme which retains fidelity to the Housing First model and the desire to achieve high numbers of people rehoused through the programme. However, MHCLG are eager for a greater pace of roll-out to demonstrate the value of the programme and to secure funding from the Treasury in the next spending round to enable the development of a national programme.
- 3.3.9 We clearly need to achieve balance between delivering a model which ensures fidelity and increases the speed of people entering the programme and show that it can operate at scale in order to secure future funding. GMCA and local authorities are therefore requested to prioritise the engagement of the referral panels to maximise the available referrals to enable more people to be resettled onto the programme.

### **3.4 A Bed Every Night (ABEN)**

- 3.4.1 The A Bed Every Night (ABEN) programme commenced across all areas of Greater Manchester on 01 November 2018. Originally intended to last until 31 March, it was extended due to its success and the significant levels of demand for the service.
- 3.4.2 Local areas established their own responses to ABEN, utilising a common specification and a commitment that there should be a bed available to anyone from Greater Manchester who would otherwise be rough sleeping.
- 3.4.3 The programme has exceeded expectations in terms of take-up and local demand. Over 1400 people have been assisted through the programme, with over 500 resettled into more appropriate accommodation.
- 3.4.4 As a result, the programme was extended until the end of May to facilitate discussions on future options to establish a more consistent offer across Greater Manchester all-year round. This offer would incorporate the recommendations made by Dame Louise Casey in her stock-take of the programme undertaken in February 2019.

- 3.4.5 A revised and streamlined specification has now been agreed between local authorities and partners and a funding package has been put together to enable this to take place. Most recently, the Greater Manchester Joint Commissioning Board approved 12-months' funding of £1m to support the second phase of ABEN. This builds on a previous investment of £1m from Health, funding committed by local authorities to cold weather provision, continued investment by GMCA and the Mayor and significant charitable funding pledged.
- 3.4.6 ABEN provision has been maintained in many boroughs as a standard element of provision, subject to continued funding through GMCA. Working with local authorities, we are now in a position to roll-out the second phase of ABEN. It is proposed that this be formally launched on 01 July 2019.
- 3.4.7 It should be noted that the continuing commitment to the ABEN programme builds on the considerable goodwill demonstrated by local authorities and their partners and the continued success and reputation of the programme relies on this continuing to be acknowledged, together with more consistent delivery and a recognition of the resource implications on local authorities themselves.

#### **4.0 OTHER DEVELOPMENTS IN TACKLING ROUGH SLEEPING**

- 4.1 GMCA are asked to note a number of other developments in the shared commitment to tackle rough sleeping in the city-region.
- 4.2 In order to provide better oversight and connectivity between the range of Greater Manchester programmes on homelessness, including rough sleeping, a Greater Manchester Homelessness Programme Board has been established. The inaugural meeting of the Board will take place on 04 July 2019.
- 4.3 GMCA have been successful in securing Rough Sleeping Initiative (RSI) funding from MHCLG. This ensures that every borough in the city-region will now receive funding from this programme. One element of the initial RSI-funded areas was the requirement to carry out regular street counts to monitor progress. While these counts do not mirror the extent of the November count and are therefore not like-for-like, they provide significant evidence of ongoing progress. RSI counts undertaken in the original areas have demonstrated major reductions in rough sleeping numbers of over 60% in total.