

Date: 29th May 2020

Subject: A Bed Every Night Phase 3 Homelessness Programme

Report of: Andy Burnham, Mayor of Greater Manchester and Paul Dennett, City Mayor, Salford

PURPOSE OF REPORT

The report summarises the approach and funding allocation for Phase 3 of A Bed Every Night (ABEN) which includes a revised specification in response to the COVID-19 crisis.

RECOMMENDATIONS:

1. Note the approach to Phase 3 of A Bed Every Night to provide a Covid-safe environment for people who were rough sleeping or are at imminent risk of rough sleeping
2. Note the approach to Phase 3 of A Bed Every Night to be provided through both grant and welfare reclaim funding to ensure viability for self-contained/non-shared accommodation model
3. Note and agree expenditure allocations of £4,750,000, with any further minor amendments to Local Authority grant payments to be delegated to the Treasurer in consultation with the Greater Manchester Mayor and Portfolio Lead for Housing, Homelessness and Infrastructure
4. Note that the GMCA will underwrite from Mayoral reserves any shortfall arising from Greater Manchester Mayors Charity fundraising to support 60 NRPf beds between October 2020 – March 2021

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Appendix 1: ABEN Phase 3 Framework

Appendix 2: Shared Accommodation Infection Control

1.0 CONTEXT

- 1.1. The A Bed Every Night programme has provided a key accommodation and support pathway for people who are experiencing rough sleeping, or at imminent risk, in Greater Manchester for the last 2 years.
- 1.2. Since 2018, over 3,000 people experiencing homelessness with no statutory duty owed them, including those with No Recourse to Public Funds, have been accommodated and supported under this programme.
- 1.3. The role of A Bed Every Night becomes even more critical as a humanitarian relief programme as we begin to 'live with Covid-19' and manage the continued risk to life that this presents to those who are vulnerable.
- 1.4. A Bed Every Night makes up one part of the response to accommodating those who have been accommodated under 'Everyone In', where this cannot be sustained.
- 1.5. The continuation of A Bed Every Night is essential to ensure that those currently accommodated within it, and Covid response hotels, have the certainty of ongoing accommodation and support, and to ensure that Greater Manchester can continue to offer accommodation and support to people who are sleeping rough, now and in the next 9 months.
- 1.6. A Bed Every Night in its third phase will run from July 2020 to March 2021.
- 1.7. Due to the current pandemic, there are even greater efforts to lobby National Government for policy changes to ensure that everyone who is rough sleeping can be provided with an accommodation and support offer that meets the variety of need and circumstance. This is being fed into the new Government Taskforce, chaired by Dame Louise Casey.
- 1.8. Following the dismantling of A Bed Every Night shared sleeping provisions into self-contained hotels and other forms of accommodation due to 'Everyone In', the challenge is to rebuild A Bed Every Night to be able to:
 - Operate in 'Covid-safe' conditions and provide infection control safety to residents
 - Provide a step down option for hotels and other alternative accommodation procured for 'Everyone In' that cannot be sustained, and prevent a return to rough sleeping
 - Meet the ongoing need and potential for increased demand of people rough sleeping or at imminent risk, due to the socio-economic pressures caused by the pandemic

2.0 PHASE 3 OUTLINE

- 2.1. A Bed Every Night will continue to operate as a Greater Manchester-wide response, which provides accommodation and support for people experiencing rough sleeping, or at imminent risk, who have no statutory accommodation options open to them.
- 2.2. It will be delivered as one part of a wider system of activity to prevent and relieve rough sleeping, including the Rough Sleeper Initiative, Rapid Rehousing Programme, and Housing First pilot, all of which should be delivered with reference to one another and provide options and complementary resources for people who rough sleep.
- 2.3. Phase 3 will seek to increase accommodation capacity up to 445 households (individuals and couples). Since Covid it has reduced to 292 due to shared space restrictions. Phase 3 will therefore increase actual currently available by 153.
- 2.4. Referral will operate through two key routes (Rough Sleeper Outreach and Housing Options/Solutions services) and work in partnership with local organisations and public services to identify, triage and support individuals to access provision effectively.
- 2.5. Accommodation will seek to be provided in non-shared sleeping arrangements, either in self-contained accommodation or accommodation with low density shared bathroom and kitchen facilities (such as Houses of Multiple Occupation).
- 2.6. In contrast to previous phases, Local Authorities are required to seek Housing Benefit or Universal Credit claims against accommodation (and where possible support) provided as part of their core funding model, in order to increase the financial viability of this next phase.
- 2.7. ABEN grant investment will seek to fill the gap in funding provided by benefit and subsidy charges, against actual costs. Local Authorities have projected expected rent recovery and bad debt, assuming a level of non-recovery due to delays, refusal to claim, and No Recourse to Public Funds.
- 2.8. Access to benefits will not be a condition of eligibility for ABEN but a key support aim for people when accommodated. Upon placement clients should understand that help to claim benefits will be provided and that, if eligible, they will be expected to claim to help the provider meet the costs of accommodation and support.
- 2.9. Phase 3 will ensure that individuals accommodated in ABEN have access to appropriate health and support services so that their wider needs are met. It outlines alignment of local arrangements around primary care, mental health and substance misuse, building on existing services and work undertaken during the emergency accommodation period.
- 2.10. This will be supplemented by a clear offer of interventions delivered at a pan GM level that can enhance this further including technology to allow remote access to health services, Covid-19 testing pathway, and screening and immunisations.

- 2.11. Guidance on Public Health infection control measures have been collated in the absence of specific Public Health England information for temporary accommodation settings, built from Care and Residential settings guidance. This will continue to be reviewed by GM Health and Social Care Partnership who are liaising with Public Health England and GM Public Health professionals to build a clear picture of safe practise.
- 2.12. Phase 2 delivered a more co-ordinated service delivery through a single commissioning specification and greater focus on public service integration, and Phase 3 will seek to build on this and demonstrate further integration especially focused on health services and community infrastructure.
- 2.13. Beyond respite and meeting immediate basic needs, move on into settled accommodation remains the central aim of A Bed Every Night. The continuing under-supply of social housing and challenges in accessing social and private affordable housing for this cohort remain significant hurdles. Continued efforts will be made to ensure realistic move on pathways are available into social and private rented accommodation via:
- The Ethical Lettings Agency (PRS)
 - Housing First (direct social lets and PRS)
 - Social Housing Registers
- 2.14. Without adequate move on 'flow' A Bed Every Night will struggle to deliver the capacity required to meet current and expected demand. Work to facilitate move on via the above methods will be prioritised.

3.0 PROVISION SPECIFICS

- 3.1. Continued improvements in the quality and integrated nature of support are being made. With all provisions demonstrating integration into local and regional health service offers, completing trauma awareness training, connecting into local specialist support services for minority groups, and providing assurance on the suitability and training for security guards.
- 3.2. Phase 3 will increase accommodation capacity up to 445 households (individuals and couples) to meet current and ongoing demand.
- 3.3. Within this there is fixed capacity for up to 60 households who have No Recourse to Public Funds. This will be continually reviewed based on demand and funding available through charitable sources.
- 3.4. Owing to the prevalence of fully self-contained accommodation in Phase 3 there is less demand for women's only provisions. However, there will be 50 women only

accommodation places for women experiencing trauma that provide a single sex accommodation and support space¹.

- 3.5. A new provision for people who are LGBT+ will be available for up to 6 people at any time.
- 3.6. Owing to the very small take up of accommodation allowing pets by people with pets no specific provision for people with pets is being provided. However a variety of provisions have flexible 'pets allowed' policies.
- 3.7. Further work will be undertaken to ensure effective referral and access pathways that link into wider support organisations and the public sector, including prison and probation services and hospital discharge.

4.0 INVESTMENT

- 4.1. The overall investment into ABEN Phase 3 is expected to be £4,750,000.

Investor	Investment
GM Mayor's Fund	£2m
GMHSCP	£1m
GM Joint Commissioning Board	£1m
HMPPS	£250,000
Police and Crime Commissioner	£250,000
Greater Manchester Mayor's Charity (Initial – July/September 20)	£200,000
Phase 2 unspent Evaluation monies 19/20	£50,000
	£4,750,000

Table 1: Investment ABEN Phase 3

- 4.2. Contributions from JCB, HMPPS and the Greater Manchester Mayor's Charity are to be confirmed.

5.0 EXPENDITURE

- 5.1. Funding will be apportioned against the following activities:

Provider(s)	Expenditure
GM Local Authorities accommodation and support delivery costs	£4,320,000
GM Local Authorities NRPF top up provision	£200,000
NRPF legal and support provider	£70,000
GMCA Data analysis, commissioning and project management functions	£80,000
Evaluation partner (Herriot Watt)	£50,000
Legal and consultancy costs	£20,000
ABEN lived experience training and development (GMHAN)	£10,000
	£4,750,000

¹ Manchester (30), Rochdale (10), Stockport (5), Tameside (5)

Table 2: Overall expenditure ABEN Phase 3

- 5.2. Due to the increased need for self-contained or HMO accommodation due to Covid-19 infection control, the funding model for this phase relies on welfare reclaim alongside grant funding in order to be viable.
- 5.3. The allocation to Local Authorities (broken down below) is a maximum core grant amount which does not in all cases take into account full welfare reclaim options. Welfare reclaim options are currently being worked out with legal advice and negotiation with Revenue and Benefits teams to identify reasonable assumptions. This will identify the level of grant funding required to meet the gap between delivery costs and welfare re-claim values across different provisions. It is proposed that any changes to indicative allocations arising from this process are delegated to the GMCA Treasurer in consultation with the Greater Manchester Mayor and Portfolio Holder.
- 5.4. Local Authorities' service delivery costs have been indicated significantly above the £4,320,000 accommodation and support budget available. By aligning wider rough sleeper funding and homelessness and health resources this has been reduced.
- 5.5. However, further reductions were necessary leading to consideration of proportionality, reasonable costs and assumptions based on the information available. It is hoped that an additional 79 bed spaces can be mobilised, however this will require further welfare reclaim work and/or additional funding.
- 5.6. The NRPF element of the grant covers accommodation for 60 households for full 9 month costs across Greater Manchester. Initial funding is being sought through the Greater Manchester Mayor's Charity meeting this cost for the first 3 months, £200,000 (pending formal approval). Further efforts will be taken by GMMC to fundraise for the following 6 months, maximising available grant funding and working in partnership with key VCSE delivery partners. GMCA will underwrite any shortfall in fundraising for NRPF accommodation costs from Mayoral reserves.

LA	Maximum Core Grant Allocation	NRPF Grant
Bolton	£353,793	
Bury	£166,399	
Manchester	£1,322,069	£297,000
Oldham	£231,000	£69,300
Rochdale	£183,067	£39,600
Salford	£1,440,347	£178,200
Stockport	£55,000	£9,900
Tameside	£250,000	
Trafford	£83,502	
Wigan	£234,823	
Total	£4,320,000	£594,000

Table 3: Local Authority grant allocations. Note that people with NRPF will be accommodated across Greater Manchester on a needs basis. However a fixed GM offer of accommodation and support will be delivered in the boroughs as outlined in the NRPF grant above.

- 5.7. Investment into additional specialist legal and support for people who have NRPF will be made to ensure statuses can be resolved and move on accommodation secured where possible. This service is likely to build on existing service providers, whose capacity to scale is being explored.
- 5.8. GMCA will retain funding for data analysis, commissioning and project management functions to ensure adequate project support and GM wide co-ordination.
- 5.9. Herriot Watt will provide research and evaluation capacity throughout Phase 3 and enable an evidence based review to be undertaken, providing regular reports into the Homelessness Programme Board and associated wider governance.
- 5.10. Legal and consultancy costs are included to cover services obtained to support the Housing Benefit and Occupancy Agreement advice and assurance required for maximum welfare reclaim. The legal service costs also cover the execution Grant Agreements with Local Authorities.
- 5.11. The ABEN training and development budget will be targeted at lived experience groups, co-ordinated by the GM Homelessness Action Network, to support ABEN provisions.