

Greater Manchester Combined Authority

Date: 27th May 2022

Subject: GMCA Homelessness Budget 2022 - 2027

Report of: Mayor Paul Dennett, Portfolio Lead for Housing, Homelessness and Infrastructure and Deputy Mayor Beverley Hughes, Portfolio Lead for Safe and Strong Communities

PURPOSE OF REPORT:

To seek approval to administer a range of Government grants for 2022/23 and beyond.

RECOMMENDATIONS:

The GMCA is requested to:

1. Note funding allocations for the following programmes:
 1. GM Community Accommodation Service Tier 3 - 2022/23-2026/27
 2. GM Rough Sleeper Accommodation Programme 2022/23-2024/25 Support Specification
 3. GM Rough Sleeper Initiative 2022/23-2024/25 (following final funding confirmation)
 4. GM Housing First Pilot extension 2022/23-2023/24
1. Approve delegation to the GMCA Treasurer, in consultation with the Greater Manchester Mayor and Portfolio Lead for Housing, Homelessness and Infrastructure, to:

BOLTON
BURY

MANCHESTER
OLDHAM

ROCHDALE
SALFORD

STOCKPORT
TAMESIDE

TRAFFORD
WIGAN





1. Administer the grants through onward grant allocations and contract awards under standard procurement rules.
2. Revise the 2022/23 GMCA revenue budget and medium term financial plan for future years budget plans.

CONTACT OFFICERS:

Jane Forrest, Director of Public Service Reform, Greater Manchester Combined Authority

Equalities Impact Assessment Results:

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	<p>The funding will resource services and interventions that prevent and relieve homelessness, which impacts disproportionately on those with protected characteristics.</p> <p>The funding will resource services and interventions that prevent and relieve homelessness, which impacts disproportionately on those who are economically disadvantaged.</p> <p>The funding will resource services and interventions that will enhance the accessibility of Public Services for the cohort.</p>
Health	G	<p>The funding will resource services and interventions that prevent and relieve homelessness, with direct and indirect opportunities to impact on improving physical health for this cohort.</p> <p>The funding will resource services and interventions that prevent and relieve homelessness, with direct and indirect opportunities to impact on improving mental health and wellbeing for this cohort.</p> <p>The funding will resource services and interventions that prevent and relieve homelessness, with direct and indirect opportunities to impact on reducing social isolation for this cohort.</p>
Resilience and Adaptation		
Housing	G	<p>The funding will resource services and interventions that prevent and relieve homelessness, including ending instances of rough sleeping.</p> <p>The funding will resource services and interventions that prevent and relieve homelessness, with direct impact on the availability and accessibility of tenancies.</p>

Economy	G	The funding will resource services and interventions that help prevent and relieve homelessness, with consideration of employment and skills opportunities as a key supporting intervention and outcome. The Rough Sleeper Accommodation Programme in particular has potential for match funding and mixed social investment models- drawing additional investment opportunities into GM. The funding will resource services and interventions that help prevent and relieve homelessness, with consideration of education and training opportunities as a key supporting intervention and outcome.					
Mobility and Connectivity							
Carbon, Nature and Environment							
Consumption and Production							
Contribution to achieving the GM Carbon Neutral 2038 target		Consideration is given throughout the grant and commissioning functions of GMCA to impact positively or neutrally on carbon output and contribute to GM targets.					
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:

N/A

Legal Considerations:

Legal advice has been taken on onward grant agreements, procurement and information governance considerations where required.

Financial Consequences – Revenue:

Revenue spend will be within the grant allocation and managed through ongoing contract and grant assurance processes, as required.

Financial Consequences – Capital:

Capital spend will be within the grant allocation and managed through ongoing contract assurance processes, as required.

Number of attachments to the report:

Appendix 1 – Funding Overview Proforma

Appendix 2 – GM RSI Bid Contents 2022-25

Comments/recommendations from Overview & Scrutiny Committee

TRACKING/ PROCESS

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 exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No

BACKGROUND PAPERS:

1. BACKGROUND

This paper seeks approval to administer nationally granted funding for a wide range of interventions and activities that will support the ongoing aims to end rough sleeping and prevent homelessness in Greater Manchester.

The funds that are referenced provide the backbone of national funding on this agenda, as attributed to key programmes via the Greater Manchester Combined Authority (GMCA). The GMCA and all key stakeholders seek to ensure that resource is allocated with consideration of how we best achieve our shared missions, and mobilise funding flexibly and accordingly.

Ongoing governance of oversight of the activity is held at the Greater Manchester Homelessness Programme Board, with Local Authority strategic and operational oversight held at Greater Manchester Housing Needs Group, and associated task groups.

All fund allocations that require procurement are subject to co-production with Local Authorities, people with lived experience, and relevant stakeholders in their specification design, tendering, evaluation, award, and ongoing assurance.

The following sections detail the project summary, funding profile, benefit to Greater Manchester, governance and grant conditions (where possible). In addition to the Tables in this document, a Funding Overview Proforma is provided at Appendix 1, which provides further grant information.

<i>Grant</i>	<i>2022/23</i>	<i>2023/2024</i>	<i>2024/25</i>	<i>2025/26 – 2026/7</i>
GM Community Accommodation Programme Tier 3	£10,971,120			£5,708,990
GM Rough Sleeper Accommodation Programme	£3,874,125			/
GM Rough Sleeper Initiative*	£2,088,963	£2,008,293	£5,092,478	/

GM Housing First Pilot Extension	£3,651,290	£3,739,085	/	/
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Table 1: All grants overview. Those marked * are still to be confirmed by DLUHC (expected imminently).

2. GREATER MANCHESTER COMMUNITY ACCOMMODATION PROGRAMME TIER 3

In 2021 the Ministry of Justice announced its £70m new accommodation investment programme for people leaving custody to help reduce reoffending, creating a new three tier Community Accommodation Service (CAS).

Greater Manchester was identified as one of regional five pilot areas. Building on MoJ’s ambitions for the programme and in line with Justice Devolution, Greater Manchester negotiated a devolved approach to allow us to align the opportunities within the existing and developing system to address this, with particular consideration of the Integrated Re-settlement Service, joint assessment via the Duty to Refer and A Bed Every Night. This also enabled a higher level of support to be specified and use of existing Local Authority delivery models for initial mobilisation.

Greater Manchester CAS-3 is for people leaving custody who are ‘actually homeless’ but not under an interim duty of accommodation with their Local Authority (‘priority need’). GM CAS-3 offers temporary accommodation for up to 12 weeks and support to maintain the accommodation, and seek a longer term housing solution.

This accommodation and support is commissioned by Local Authorities, with regional service co-ordination managed by the GM Homelessness Prevention Team (GM Probation Service).

This service model has proved highly successful in the pilot year. With clear comparison to non-devolved regional mobilisation GM has been able to:

1. ensure quality provision and considered use of trusted providers
2. maximise funding to enhance the support element of the specification as a priority to achieve positive outcomes

3. align and integrate CAS-3 with wider system building to reduce offending and improve lives in Greater Manchester, including Integrated Re-settlement Service and A Bed Every Night

Benefit to Greater Manchester’s strategic missions (Greater Manchester Strategy Commitments 3 and 13) have been demonstrated in the pilot year and will continue to be built upon.

1. Total GM CAS-3 bed spaces (supported) mobilised: 132
2. People referred into GM CAS-3 with no safe accommodation upon release: 366 of which 338 were placed
1. Contributed to total people accommodated upon night of release from custody reaching 93.2% in March 2022

Table 2: Greater Manchester CAS-3 Phase 2 and 3 funding profile. See Appendix 1 for Local Authority onward grant funding breakdown.

Building on this initial success, Greater Manchester Combined Authority has secured funding for a further two phases. This is to continue to develop and deliver the service in Greater Manchester at the same capacity (160 units of accommodation, with funding for 90% ongoing capacity).

	Phase 2 2022/23 – 2024/25	Phase 3 2025/26 – 2026/27
<i>Expected bed nights</i>	157,248	82,446
Accommodation	£7,862,400	£4,122,300
Support	£2,358,720	£1,236,690
Innovation	£300,000	
Infrastructure	£450,000	£150,000
Close down		£200,000
Total	£10,971,120	£5,708,990

The grant conditions will be captured as an Addendum to the ongoing Memorandum of Understanding between GMCA and Her Majesty's Prison and Probation Service. This was also the case for Phase 1 and requires updating.

Given the certainty given through the 5 year period of funding, MoJ have reduced per night funding by 10%, expecting this to be achievable within the market on a value for money basis. This presents a risk to some Councils and therefore GMCA will manage funding allocations to Local Authorities flexibly to ensure that delivery is feasible and not incurring additional local cost. This may impact on the feasibility to deliver at full scale, and this will be negotiated with MoJ once market conditions are established.

Ongoing governance oversight for the service delivery is held within an existing robust structure. The Justice and Rehabilitation Executive has strategic responsibility, with a monthly MOJ Steering Group Meeting ensuring National oversight, and operational management via the multi-agency GM Criminal Justice Homelessness Prevention Taskforce.

This paper seeks delegated powers for the GMCA Treasurer for the administration of the grant, which will include allocations to Local Authorities for local commissioning and any other necessary suppliers.

2. GREATER MANCHESTER ROUGH SLEEPER ACCOMMODATION PROGRAMME

The Rough Sleeper Accommodation Programme (RSAP), formerly the Next Steps Accommodation Programme, was launched in May 2020 with the objective to 'provide move on homes, available as long term assets, and accompanying support services to people rough sleeping or with a history of rough sleeping'.

The programme was initially designed in response to the move on challenges made visible through the Everyone In response to the Covid-19 pandemic.

Through a collaborative effort between Greater Manchester Local Authorities, Housing Providers, and investment partners, the region has been successful in securing a high level of funding to date (£14,648,834), exceeding other regions outside of London.

Schemes have been co-ordinated and delivered at both a local and regional level. 181 units were approved in 2020/21, and 285 in 2021/22. This report seeks permission to allocate funding from the GMCA 2021/22 scheme.

GMCA RSAP 2021/22 SCHEME	
Capital	£2,796,000
Revenue (maximum) Subject to actual spend evidence	£1,078,125
Total	£3,874,125

Table 3: GMCA RSAP 2021/22 Scheme funding profile.

This scheme will deliver 60 units of accommodation and an associated support contract, with accommodation acquired by Resonance and leased to Let Us (GM Ethical Letting Agency) for a period of 30 years.

GMCA has existing partnerships with Resonance through investments in their Supported Homes Fund and National Homelessness Prevention 2 Fund and through GMCA RSAP 2020/21.

The public procurement process for the support contract has been initiated and approval will allow for this to be awarded.

The benefit to Greater Manchester through the delivery of additional genuinely affordable and supported tenancies for a cohort of people with experiences of rough sleeping and exclusion is clear, and the allocation of funding to this by national Government should be welcomed.

Maximising delivery under this fund is supportive of our efforts to reduce the need for emergency accommodation and end rough sleeping.

Oversight of this programme is held under the Greater Manchester Homelessness Programme Board and Housing Needs Group.

Delegated power is sought to enable the allocation of revenue and capital funding by the GMCA Treasurer.

3. GREATER MANCHESTER HOUSING FIRST PILOT EXTENSION

The GM Housing First Pilot has been in place since 2019, as one of three national pilots testing high fidelity Housing First at scale.

The pilot has been highly successful and to date has supported over 325 tenancies for people with an entrenched experience of homelessness and rough sleeping. The 85% retention rate across the 3 years is favourable to other regional pilots and the international standard.

In recognition of the continued need for support for people on the programme, DLUHC is providing an extension grant for 2022/23 – 2023/24, with a further potential year allocation via the Rough Sleeper Initiative (see below 5).

The funding award from DLUHC has been made under embargo been made but is expected imminently. As such the following funding profile represents our bid amounts only and is to change.

	2022/23	2023/24	Total
Submission	£3,651,290	£3,739,085	£7,390,376

Table 4: GM Housing First Pilot Extension funding profile (to be confirmed or amended upon public award).

In recognition of the delayed full funding decision, £912,000 of funding has already been confirmed which will contribute to 2022/23 quarter 1 costs in the first instance.

The service is currently being re-tendered owing to procurement requirements. This procurement has been subject to market tender with Local Authority involvement at design and evaluation.

The Housing First service and the approach it engenders across the wider system is critical to our ambitions to end rough sleeping and prevent homelessness systematically, and holds lessons for wider systems change to enable person centred public services.

The ongoing impact of the funding will be overseen by the Greater Manchester Homelessness Programme Board.

Delegated powers are sought for the GMCA Treasurer to allocate funding, which will include contract awards under standard procurement rules.

4. GREATER MANCHESTER ROUGH SLEEPER INITIATIVE

The Rough Sleeper Initiative (RSI) programme has operated since 2018 as 12 month funding to Local Authorities and Combined Authorities to support activity to reduce rough sleeping.

Since 2019 there has been an allocation to Greater Manchester Combined Authority, in addition to Local Authority allocations, that provides for joint activity and system capacity building. In 2021/22 the GMCA allocation from RSI was £2.1million, with £1.7m of this granted to Local Authorities.

Six of the ten Local Authorities receive their rough sleeper outreach team funding via GMCA, based on precedent set in 2020/21.

The RSI funding is now aligned to the Comprehensive Review period 2022/23 – 2024/25, and whilst the national prospectus is broad ranging and flexible the funding envelope tapers off over the course of the period.

	Y1	Y2	Y3	Total potential
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Proposed 2022/23-2024/25 budget	£2,088,963	£2,008,293	£1,989,838	£8,116,128
Housing First	£0 (Separate funding route)	£0 (Separate funding route)	£3,102,640	£3,102,640
Total	£2,088,963	£2,008,293	£5,092,478	£9,189,734

The grant award is expected imminently but has not yet been made and therefore the funding profile is that of the bid submission and subject to change.

Table 5: GMCA RSI funding profile (to be confirmed or amended upon grant award)

This funding will enable a range of activities as broken down in Appendix 2, covering the following key themes:

1. The rough sleeper outreach workforce
2. Data driven responses to ending rough sleeping
3. Specialist dual diagnosis health service

This activity will increase capacity, capability and collaboration in GM towards ending rough sleeping. This will build on existing interventions and work streams and introduce some new activity. Notably, the continuation of the Housing First Pilot Extension in 2023/24 is contained within this.

The dual diagnosis health service will continue to build on from existing provision, with opportunity for GM wide commissioning and shared standards of care. The service tender is current out for public procurement.

The Greater Manchester Homelessness Programme Board and Greater Manchester Housing Needs Group appraised the overall bid and will have a continued role in strategic and operational oversight.

GMCA is familiar with the grant conditions which require ongoing reporting to DLUHC and re-profiling of any underspend throughout the course of the funding term to maximise impact.

Delegated power is sought to enable the allocation of this funding by the GMCA Treasurer. This will include onward grant allocations as well as contract awards under standard procurement rules.