

Manchester City Council Report for Information

Report to: Executive – 15 November 2017

Subject: Homelessness and City Centre Review

Report of: Deputy Chief Executive, Director of Homelessness, Director of Housing,
Director of Neighbourhoods

Summary

This report outlines the importance of reducing homelessness to the Our Manchester Strategy, by working closely and in new ways with the Manchester Homeless Partnership. The Executive received a report on the City Centre Review on the 8th February 2017, covering these and other issues. This report outlines the progress that has been made and next steps required, on each of the key actions.

There has been a significant increase in the number of people becoming homeless in Manchester in recent years, and those at risk of losing their home. Going forward, it will be even more challenging to respond to this increase in demand, particularly with the roll-out of Universal Credit and the Homelessness Reduction Act 2017. There are also new opportunities for joint working with Greater Manchester partners. This will need to be considered alongside the forthcoming refresh to the Manchester Homelessness Strategy, with the Homelessness Partnership group.

This report recognises that in order to address the increase in homelessness there needs to be both increased preventative work, improved support for those in temporary accommodation, and improved access to settled homes. Although not included in the original City Centre Review, an update is also included on planned work around increasing access to settled homes for homeless households.

Recommendations

The Executive is recommended to:

1. Note the progress made to date in relation to tackling homelessness and to welcome the contributions of all partners.
2. Approve the Winter Provision.
3. Note that a further report will be submitted to Executive in due course in respect of the revised Homelessness Strategy.
4. Note the need to evaluate the impact of the city centre review funding on homelessness and rough sleeping and consider the longer term financial implications as part of the budget process.
5. Request a review of the 2011 Housing Allocation Policy.

Wards Affected – all

Manchester Strategy outcomes	Summary of the contribution to the strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The City Centre Review highlighted the increasing visibility of people sleeping rough in the city centre. This negatively impacts on perceptions of the city as thriving and sustainable. This paper emphasises the importance of connecting people who are homeless to job opportunities in the city.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Manchester's reputation as a vibrant city with a range of amenities and assets has been central to attracting world class businesses and workforce. Ensuring that residents have access to the city's economic success and actively contribute to this would mean that fewer people are at risk of becoming homeless.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The increase in people sleeping rough and becoming homeless is indicative of individuals not having equitable access to opportunities. Working with the Homelessness Partnership and voluntary sector we are changing the way we do things to address the barriers that people may face to accessing services. This includes access to health services and work and skills support that people need.
A liveable and low carbon city: a destination of choice to live, visit, work	The City Centre Review identified the need to provide additional services to improve safety in the city centre. This would encourage more people to work in and visit the city centre. This paper provides an update on the new staff and ways of working that are now in place.
A connected city: world class infrastructure and connectivity to drive growth	Increased partnership and integrated working across teams and organisations has been an outcome of the recommendations of the City Centre Review. Commissioning of specific digital solutions has supported this enabling organisations to work together to deliver the recommendations of the City Centre Review.

Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

The Executive on the 8th February 2017 agreed investment of £4.558m to support the implementations of the findings of a review of public services in the City Centre, including action to tackle rough sleeping and begging. This has been funded through existing City Council resources and funds planned activity in 2017/18 and 2018/19 financial years. The £4.558m included £984k in relation to rough sleeping, begging and homelessness, and a further £2.962m for an enhanced out-of-hours service.

In order for activity to continue beyond 2018/19 then funding requirements will need to be considered as part of the budget process following completion of the evaluation.

The proposed capital investment in both the additional temporary accommodation provision and the Longford Centre will have ongoing revenue requirements.

If planning approval is granted, the Longford Centre is an additional service that is forecast to cost around £602k per annum. It is expected that there will be some grant funding available from the Government's allocation to Greater Manchester, but the amount available to Manchester has yet to be confirmed. Given that the overall GM submission was for £1.8m, and this is to support 3 hubs for two years there will be an annual budget shortfall for the hub and this will be considered as part of the City Council's overall budget process.

To provide the enhanced weather provision there will be costs of c.£100k, for which there is currently no budget provision. An application is to be made to access the corporate contingency so that the higher level of service can be provided over the coming winter months.

Financial Consequences – Capital

The costs of acquiring the additional temporary accommodation capacity will be funded from within existing strategic acquisitions budgets. Checkpoint forms are currently being prepared in order to ensure the necessary approvals are in place prior to commencing.

If planning approval is granted, the capital requirement for the Longford Centre will be around £252k. We are awaiting confirmation from the Greater Manchester Combined Authority on the amount available to the City Council towards the costs of the Centre. The scheme has been included within the Capital increases report elsewhere on the agenda. In the event that the funding is not approved then the initial capital requirements will be underwritten from within the City Centre reserve.

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Background documents (available for public inspection):

Executive report - City Centre Review, 8 February 2017

1. Introduction

- 1.1 Tackling homelessness is fundamental to the Our Manchester Strategy. The ambitions in the strategy to be a thriving and sustainable, highly skilled, progressive and equitable, liveable and connected city, will not be achieved if residents do not have a home. Concerns about homelessness featured heavily in the extensive consultation for the strategy. Several of the 64 'we will' commitments in the Strategy are relevant to this agenda. There is a specific 'we will' commitment to 'ensure that shelter and support is available for homeless people who want and need it'. Other 'we will' commitments are directly related to people who are homeless or at risk of losing their home, for example, connecting residents to work, improving health outcomes, and new ways of reaching out to communities less connected to economic success.
- 1.2 The Manchester Homelessness Partnership was established in 2015, consisting of people who have been homeless, and organisations working to reduce homelessness. The Partnership led the development of the Manchester Homelessness Charter. The Our Manchester approach has been taken to significantly change ways of working and what is delivered. People with lived experience of homelessness have actively shaped the agenda and co-designed new approaches.
- 1.3 The Executive received a report on a review of public services in the City Centre Review on 8 February 2017. This included a specific focus on rough sleeping, begging and homelessness, and took the Our Manchester approach to understand the most important issues of concern.
- 1.4 This report presents an update on the actions agreed in February and also on wider homelessness and housing issues, more broadly than rough sleeping and the city centre. This is in the context of the forthcoming Homelessness Reduction Act, continuing pressures from welfare reform, and the new Greater Manchester Strategy on homelessness which is currently in consultation. From April 2018, the Homelessness Reduction Act 2017 will widen assistance to households at risk of losing their home, and will require local authorities to take earlier action to prevent homelessness. This will also place greater demands on access to settled homes and housing for the increased households at risk of homelessness.
- 1.5 There has been a significant increase in the numbers of households who are homeless in Manchester in recent years, including families, single people, young people, and people who are rough sleeping this trend is also reflected nationally. This will become even more challenging with the roll-out of Universal Credit and the Homelessness Reduction Act 2017 mentioned above. Local Authorities will be expected to work with more households, earlier, to prevent them from becoming homeless, and further work will be needed with our partners to plan for this further increase in support.
- 1.6 The causes of losing a home can be the consequence of both contextual and individual factors, but the most important driver of homelessness in all its forms is poverty. In particular, childhood poverty very often predates, and is a

powerful predictor of, adult homelessness. A driving factor of the increase in homelessness nationally has been attributed to welfare reform. The capping and freezing of Local Housing Allowance (LHA) has had a significant impact. This has been compounded by other welfare reforms such as the 'bedroom tax', application of the shared room rate to single households under 35 years, and stricter sanction regimes.

- 1.7 Alongside this, the private rented sector has doubled in size nationally in the last ten years, and rents have increased three times faster than wages nationally. Homes in this tenure are increasingly unaffordable, for families on low incomes, particularly to households in receipt of LHA. In Manchester where our success in sustaining economic growth has led to supply failing to keep pace with demand and as a consequence, increases in average rents in the private sector. It is acknowledged that the Council will need to work differently with this sector and detailed proposals will be developed for a future meeting of the Executive. Wider work currently planned by Strategic Housing on the contribution of housing to addressing homelessness is included in section 5.

2 The Manchester Homelessness Partnership

- 2.1 The Partnership consists of charities, faith groups, businesses, institutions, the general public, a range of public sector services, and the Council, working with people who have experienced homelessness. The Bishop of Manchester, chairs the Partnership Board. The Mustard Tree has played a major role in leading this work.
- 2.2 The approaches to tackling homelessness in Manchester have significantly changed over the last 18 months, based on Our Manchester approaches. Increased trust and improved relationships have developed since that time. The Partnership has helped change processes to focus on people as individuals and work with them to develop solutions. The Homelessness Charter has a number of action groups. For example, the group on 'women's voices' is having a strong impact in changing the way services are provided for homeless women and the particular challenges they face. People who have experienced homelessness have also been directly involved in the recruitment and appointment of staff to homelessness roles.
- 2.3 Supported by the Homelessness Partnership, people are working together through Charter Action Groups to design new services. For example, the new Housing Options service, which is a prevention service based in the Town Hall Customer Service Centre has been designed with people who have been homeless. Staff have been trained in asset based conversations and assessments and are undertaking a weekly programme of networking with other services to build relationships. A volunteer programme has been developed that recruits people who have experienced homelessness to work alongside Council staff in this service (paragraph 3.9).
- 2.4 A further example is people who have been homeless being involved in commissioning new services, such as a new resettlement service (paragraph

3.28) that supports people to move on from temporary accommodation into a settled home.

- 2.5 The partnership is also instrumental to the distribution of funds through the alternative giving campaign, Big Change, which has raised over £100,000. Money raised from this fund is allocated by a panel of members of the Partnership. This has provided money for training courses, clothes for a job interview, furnishing for a new flat, or travel costs for people who are currently homeless

3 The City Centre Review

- 3.1 On 8 February 2017, the Executive was presented with the findings of the City Centre Review. This was based on Our Manchester approaches to engage extensively with people using the city centre to understand the key issues and strengths of the City Centre. Homelessness, rough sleeping and begging were highlighted as a priority issue for the city centre by stakeholders, and the most frequently mentioned area of concern.
- 3.2 In response to the City Centre review, additional investment of £4.558 million was agreed to deliver a City Centre implementation plan. The funding included £984k City Council resources in relation to rough sleeping, begging and homelessness. This was alongside Government funding requirements for the provision of the Emergency Hub.
- 3.3 The funding also included a further £2.962 million for an enhanced out-of-hours service (see paragraph 3.23). The investment also included a commitment to part-fund for two Homeless Charter roles, one to work with businesses and one to increase engagement following the City Centre Review.
- 3.4 The key actions agreed at the 8 February meeting were as follows. These proposals have since been developed further with the Homelessness Partnership:
1. More help to prevent single people becoming homeless by providing more support in communities.
 2. A bid to the DCLG Homelessness Prevention Programme to develop one new Emergency Hub in the city centre of Manchester to support individuals with a range of issues.
 3. Develop a 24 hour a day, seven days a week offer for those who need it addressing the current gap in evening provision.
 4. The way in which the public services help and support rough sleepers will be strengthened through an improved outreach and support offer.
 5. Work with organisations who provide housing to offer move-on accommodation and support for people to resolve their homelessness issues.
- 3.5 Progress to date and next steps on each of these actions is set out below.

- 3.6 The impact of the additional investment is monitored by the City Centre Accountability Board through a monthly performance report.

Action 1: More help to prevent single people becoming homeless by providing more support in communities.

Progress to date:

- 3.7 This section sets out progress more broadly including actions to prevent families becoming homeless as well as single people.
- 3.8 Since the City Centre Review, preventative services that provide advice and guidance have been significantly increased. A commissioned debt advice service is now being delivered to target households living in the private rented sector to prevent them from becoming homeless. Alongside this, Street Support is now operating a digital platform that connects people who may be sleeping rough to support services and resources¹.
- 3.9 The Housing Options service was established in January 2017 and works with people before they reach a housing crisis point. Workers create a Personal Housing Plan with actions for both the individual and for the worker to complete. The team comprises of eight FTE staff and have prevented 97 people and families from becoming homeless. A volunteer service that recruits people who have experienced homelessness has also been commissioned to work alongside the Housing Options service. This has been commissioned based on input from the Partnership and provides additional advice and guidance to households alongside the Options Service. Housing Options is providing a more robust preventative approach to households at risk of homelessness because of domestic violence and abuse based on learning from best practice.
- 3.10 This is alongside the existing Housing Connect floating support service (25 FTE structured into three teams) that is now co-located within the Early Help Hubs. The Connect service is targeted at family households identified as being at risk of homelessness and takes a whole family approach based on the Early Help Assessments to deliver support. The service is currently working with 300 families.

Next steps:

- 3.11 It is now proposed to expand prevention work undertaken by the Council and wider partners as part of the anticipated impact of the Homelessness Reduction Act. Estimates from local authorities already piloting the Homelessness Reduction Act 2017 indicate an increase of up to 60% in demand for prevention and a 20% increase in those being owed a statutory duty (including a current trend of 10% increase per year). Alongside this the introduction of Universal Credit places more households at a greater risk of becoming homeless. In response to the introduction of the Homelessness

¹ <https://streetsupport.net/>

Reduction Act and the additional duties on the Council from April 2018, the Government has provided additional funding of £509k for the period 2017/18 to 2019/20. This is unlikely to address the increase in demand.

- 3.12 The increase in the number of people becoming homeless due to private rented sector eviction indicates that more could be done to actively approach this sector to reduce the number of people being evicted. Further work will need to be undertaken to develop what we currently deliver, alongside expanding current services and adopting new approaches with this sector.
- 3.13 The response of the Council and our partners to this significant increase in demand will be developed jointly through working with the Partnership as part of a Homelessness Strategy refresh. Analysis already undertaken into the impact of the Act will be used to develop the strategy and will be brought to a future meeting of the Executive.

Actions 2 and 3: Submit a bid to the DCLG Homelessness Prevention to develop one new Emergency Hub in the city centre of Manchester to support individuals with a range of issues. Develop a 24 hour a day, seven days a week offer for those who need it, addressing the current gap in evening provision.

Progress to date:

- 3.14 Manchester has committed to delivering a 24/7 physical offer including integrated support to people who are new to homelessness. Greater Manchester funding of £1.7m from Government was confirmed in October 2017, although the amount available to Manchester has yet to be confirmed. In the event that there is not sufficient grant to meet the capital costs then these will be underwritten by the City Centre reserve as set out in the capital increases report elsewhere on the agenda. The Council has identified a potential site as the Longford Centre in Chorlton which has capacity of 38 bed spaces. Two public drop-in sessions have been undertaken about the Centre and the planning application has been submitted. A decision on a planning application is anticipated by the 14th December.
- 3.15 The City Centre investment has increased the emergency bed spaces for people who are sleeping rough by 125 bed spaces. Additional rough sleeper beds have been provided at Woodward Court since July 2017, which now provides 24/7 access to accommodation. Further accommodation at a site on Ashton Old Road is in the process of being opened.
- 3.16 Council investment has also enabled provision of an evening and weekend day centre offer provided by Centre Point and Coffee for Craig. Funding is being used to support Barnabus to increase their evening opening hours. This provides food, hot showers, toilet facilities and advice to help people get off the streets. In addition, 'Stop Start Go' opened in August 2017, as accommodation supporting people who are ready to move into work, and those who are employed.

Next steps:

- 3.17 If planning permission is granted, the service delivery model for the Longford Centre and performance measures will be co-designed with the Partnership.
- 3.18 The City Centre investment that has increased the emergency bed spaces is due to finish in March 2019. The funding for the evening and weekend provision runs until August 2018, and October 2018 for Barnabus. Following evaluation, if this has been seen to have a sufficiently positive impact then additional funding will be sought at a timescale to allow continuity of service.

Action 4: The way in which the public services help and support rough sleepers will be strengthened through an improved outreach and support offer.

Progress to date:

- 3.19 Investment from the City Centre Review has increased the size of the Rough Sleeper Outreach Team from four to seven staff, so they can work at weekends and on extended shift patterns. This has built on the previous expansion of the team from two staff in 2015. This includes a Rough Sleeper Outreach co-ordinator who provides additional engagement and co-ordination with other outreach services.
- 3.20 The Rough Sleeper Outreach Team is now part of the multi-agency Integrated Neighbourhood Management Team in the City Centre. Through working with neighbourhood teams and GMP, there is routine information sharing that provides a better co-ordinated response which includes more targeted work with specific individuals. The approach ensures that there is a shared knowledge of who is an entrenched Manchester rough sleeper, who is a transient rough sleeper, and who is begging. Agencies are able to put in place appropriate personal plans specific to the individual. See appendix 1 on the case management process and appendix 2 for case studies that illustrate the new approach.
- 3.21 The City Centre report in February outlined the differences between those who are begging, rough sleeping and homeless. In September 2017 the team was working with 274 people; 103 of these people were not currently engaging with services. The police and neighbourhoods teams are increasing enforcement in the city centre, to disrupt begging, and encouraging people to access services and find alternative ways to spend their time. Six new Anti-Social Behaviour Officers have been recruited to address Anti-Social Behaviour occurring in the City Centre. They are working closely with GMP and the Rough Sleeper Team to take enforcement action against people who are aggressively begging or causing other anti-social behaviour associated with their begging.
- 3.22 Manchester Health and Care Commissioning have committed to supporting a more assertive through the night outreach provision to people who are rough sleeping through, for example, drugs and alcohol outreach workers and potentially paramedics.

Next steps:

- 3.23 There will be further recruitment to the additional posts that were allocated through the City Centre Review. The remaining appointments relate to the City Centre Licensing and Out of Hours Team. The City Centre Review allocated 26 new staff to this service. As of October 2017, 16 staff have been recruited to these posts and recruitment to the remaining 10 vacancies is ongoing.
- 3.24 In addition to this, nine City Centre Compliance staff posts have been created, with eight of the nine additional staff being recruited. Recruitment to the remaining vacancy is ongoing. This will further strengthen the enforcement and compliance approach in the city centre.
- 3.25 Longer term, as explained earlier in the report, the requirement is to prevent more people rough sleeping through enhancing our prevention services. The Homelessness Reduction Act places greater duties on the Council and its partners to prevent homelessness and our revised Homelessness Strategy will articulate how this will happen.

Action 5: Work with organisations who provide a housing to offer move-on accommodation and support for people to resolve their homelessness issues.

Progress to date:

- 3.27 Following the City Centre Review, the city's Social Housing providers made an immediate commitment to rehouse 50 households placed in temporary accommodation. This has been achieved and evaluated. A further commitment has now been made to ensure that 18% of lets (around 630 lets annually) are made to households who were homeless living in temporary or supported accommodation. In the last two quarters, social landlords have rehoused 418 homeless households from temporary accommodation and are on target to exceed the 630 target.
- 3.28 A new resettlement service developed collaboratively with the Homelessness Partnership has been commissioned with input from people who have experienced homelessness. This has used City Centre Review investment and will work with 60 individuals to help them to maintain a tenancy in settled home.
- 3.29 All social landlords have increased their capacity to provide financial advice and support to tenants and residents who are at risk of debt and falling into arrears and ultimately homelessness.

Next Steps:

- 3.30 Evaluation of the resettlement service will be undertaken to assess its impact and analyse if this approach should be expanded to other resettlement services.

- 3.31 Further activity that addresses the wider issues of homeless households accessing settled homes is included in section 5. This relates to the wider homeless population including those living in temporary accommodation.

4 Communications

Progress to date:

- 4.1 A communications strategy is being rolled out which sets out how the Council will communicate about this issue. A three-pronged approach has been developed. It is:
- 'We're here to help' – the council will communicate the range of services that are available, particularly in partnership with other organisations and focusing on prevention.
 - 'Give differently' – Promoting messaging around alternative giving and the Big Change campaign and being clear that giving to people on the street doesn't help them but giving to Big Change can.
 - Outlining the challenges – to be phased as appropriate, focusing on challenges of engaging with people who may repeatedly decline offers of help, perceptions of safety and anti-social behaviour in the city centre.
- 4.2 This has taken the form of social media, press articles, outdoor media (including in high profile locations like Chester Road and the Printworks) and traditional media, with a recent video by Guy Garvey appearing on regional TV news bulletins promoting the Big Change campaign.
- 4.3 The campaign approach will explain how we work with people to prevent homelessness, as well as informing people about the challenges of welfare changes. It will also focus on communicating about how we offer help with mental and physical health, as well as support with work and skills.

Next steps:

- 4.5 A social media 'takeover' took place during the week beginning 6th November providing extensive coverage of what the Council does and what partner organisations offer. This showcased the wider work being delivered by other organisations and charities across the City to tackle homelessness. The campaign used infographics and short films.
- 4.6 The week covered three key themes:
1. Manchester City Council is working hard to prevent homelessness
 2. Manchester City Council works alongside a broad range of partners in the city to support rough sleepers with accommodation, care and support
 3. There are lots of ways you can help from volunteering, donating or giving items that the organisations that work with those experiencing homelessness need
- 4.7 Using these themes the content for the week explains how the Council works with people before they hit crisis point, highlighting the importance of

prevention. The measures also show how trying to protect people from the challenges of welfare changes and how partners are increasing the availability of accommodation.

4.8 A plan is also in development to promote the help people can access before they become homeless, in line with the Homelessness Reduction Act.

4.9 There is also a communications and engagement plan on the opening of the Longford Centre, subject to planning approval.

5 Additional actions since the City Centre Review on access to settled homes

5.1 In order to effectively reduce homelessness there needs to be:

- Enhanced early intervention and prevention, including a more proactive approach with the private rented sector.
- Fewer people in temporary accommodation and better support available to those people in temporary accommodation.
- Increased access to settled homes for people to move into, both directly from their current homes, and also from temporary accommodation.

5.2 Work is ongoing to identify opportunities for increasing the capacity of temporary accommodation and improving the speed at which households are moved onto a settled home of their own.

5.3 The Council has agreed to use the Strategic Acquisitions budget to support an increase in available housing stock.

5.4 A further 40 new affordable rent Council Homes are due to start on site by the end of March 2018 and will provide a range of 2 and 3 bed family homes to let. 75 new Council homes have funding approved by the Homes and Communities Agency and officers are working on the site details in order to start building these in 2018/19. The Council's Housing Provider partners have to date this year built 423 affordable homes and will build a further 470 in 2018/19.

5.5 Further action to increase the availability of settled homes includes:

Next steps:

- Review of the 2011 Housing Allocation Scheme assessing its contribution to the Manchester Strategy, in light of increasing homelessness linked to the Homelessness Reduction Act and welfare reforms.
- Developing shared accommodation models, reviewing tenancy strategy and other new requests to increase access to settled homes.
- Increase the number of direct lets to households living in temporary accommodation who are ready to move into settled homes. Providing a quicker process, bypassing the allocation scheme where appropriate.

- Identify opportunities for remodelling, repurposing or adapting existing social homes with Registered Provider partners. Increasing availability of settled homes for larger families and single people requiring shared housing.
- Develop new approaches to work with people at risk of losing a private tenancy. Including using the available funding differently to prevent homelessness.
- Working differently with local authorities and other partners across Greater Manchester to best utilise housing stock.

5.6 The Government has recently announced changes to the funding arrangements of supported housing. A ring fenced Local Grant Fund is being established for short term supported and transitional housing. This is for people who are experiencing homelessness and may have additional support needs, including those fleeing domestic abuse, vulnerable young people, offenders, and those with substance misuse problems. The amount of funding will be set on the basis of current projections and future need. Modelling of future demand will need to be as accurate as possible to ensure there is no significant shortfall.

5.7 The Government has also announced changes to the funding arrangement for sheltered housing supporting older people and long-term support for people who have physical disability or mental ill health. This includes providing better cost control through a 'Sheltered Rent'. All funding changes will be introduced in 2020.

6 Access to Health Services

6.1 An enhanced health and wellbeing offer is being developed by Manchester Health and Care Commissioning (MHCC) for homeless people. This includes commitments to:

- Develop a new city centre primary care 'hub and spoke model' that builds on the skills and expertise of Urban Village. This will provide an enhanced offer for people sleeping rough and others experiencing chronic homelessness with wrap around mental health and substance misuse services, co-located at the hub. There will also be the opportunity to strengthen the delivery of dental, pharmacy and optometry provision.
- Supporting more assertive through the night outreach provision to people who are rough sleeping through, for example, drugs and alcohol outreach workers and potentially paramedics.
- Integrating services for people with substance misuse and mental health needs, including a specific focus on access to mental health services for those in crisis and the impacts of spice use by people who are sleeping rough.

6.2 A commitment in principle has been made by the Mental Health Trust to provide a service offer for both the Longford Centre, if planning is approved, along with the primary care hub. The detail of this offer is currently being developed but will provide valuable access to services if implemented.

7 Enhanced Winter Provision

- 7.1 Plans are being developed with a range of partners from the Partnership to deliver a coordinated and extended winter provision for rough sleepers which goes beyond standard provision. This will provide an opportunity to engage with people who may have been reluctant to accept support in the past and with people who are new to the streets.
- 7.2 Greater Together Manchester will provide a night shelter each night for six months from the beginning of November, providing emergency shelter for up to 12 people. The Boaz Trust will provide night shelters for destitute asylum seekers and refugees from 2nd October, providing 12 bed spaces for men, and 8 bed spaces for women.
- 7.3 The Council will fund an additional shelter each night from December 2017 to March 2018, for up to 20 rough sleepers with more complex needs. Negotiations are ongoing with the GM Fire and Rescue Service about a suitable venue. The shelter will be staffed by experienced officers who will provide advice and support to rough sleepers, and refer them into key services such as substance misuse and other healthcare. They will also help them find longer term accommodation so that they do not have to return to the streets. This could be in temporary or supported accommodation, or directly into the private rented sector using Big Change to fund deposits. To support this a task force will work with temporary and supported accommodation schemes to help move more people on, creating vacancies for people in the night shelters.
- 7.4 The night shelters will work in tandem with outreach services, day centres, and indoor evening provision, providing a coordinated response and offering a range of places and opportunities for rough sleepers to access advice, support and shelter throughout the day and night.
- 7.5 We will continue to provide the 90 additional bed spaces that were provided last winter, and make contingency plans as appropriate for cold weather.
- 7.6 The costs of providing the severe weather provision is already allowed for within the Homelessness budgets. It is forecast that to provide the enhanced winter provision will cost a further £100k this is not currently provided for within the homelessness budget. Enhanced winter provision provides more than 'cold weather provision'. An application will be made for additional resources from within the corporate contingency.

8 Review of the Homelessness Strategy

- 8.1 It is proposed that Manchester's Homelessness Strategy should be refreshed in 2018. This will be led by the Partnership and developed collaboratively with people who have experienced being homeless, support services and the Council. The introduction of the Homeless Reduction Act 2017 in April 2018 will require the Council to work with significantly more households, earlier, in order to prevent them from becoming homeless. Partners will also have a duty to refer where they think households are at risk of becoming homeless. This

will require closer partnership working building on the work undertaken to date.

- 8.2 The Strategy will need to focus on increasing the amount of early intervention and prevention in anticipation of the impact of the 2017 Act and Universal Credit. There will also need to be an increase in access to settled homes so that over time we can reduce the need for temporary accommodation.
- 8.3 The Greater Manchester Mayor's commitments to addressing rough sleeping and homelessness provides the opportunity to work more closely with neighboring authorities, particularly to support people who are placed across boundaries and on the issue of local connection. Working together with neighboring authorities can form part of the future Strategy.
- 8.4 Working with Greater Manchester we can also aim to effectively influence Government, as the scale of these issues requires national policy changes.

9 Conclusions

- 9.1 Working with the Partnership over the past two years has significantly strengthened our approach to reducing homelessness in Manchester. However, the numbers of people becoming homeless has continued to increase. This increase is reflected nationally and has been acknowledged in a recent report by the National Audit Office which identifies welfare reform as one of the main drivers for the increase in homelessness across the country.
- 9.2 Addressing the wider causes of homelessness requires solutions that ultimately lie in tackling poverty, inequity and improving life chances, connecting people to jobs, early years, education, health and social care which all align with the Our Manchester Strategy ambitions.
- 9.3 In the medium term, the Homelessness Reduction Act provides the opportunity to work with more households, earlier, who may be at risk of homeless. Longer term this will have a positive impact on reducing homelessness overall. However, the Council and its partners will need to focus on increasing the preventative approaches taken across the city and reducing our use of temporary accommodation through increasing access to settle homes to achieve the aspirations of the Act. The future approach to be taken will be developed through the Homelessness Strategy and can be presented back to the Executive at a later date.

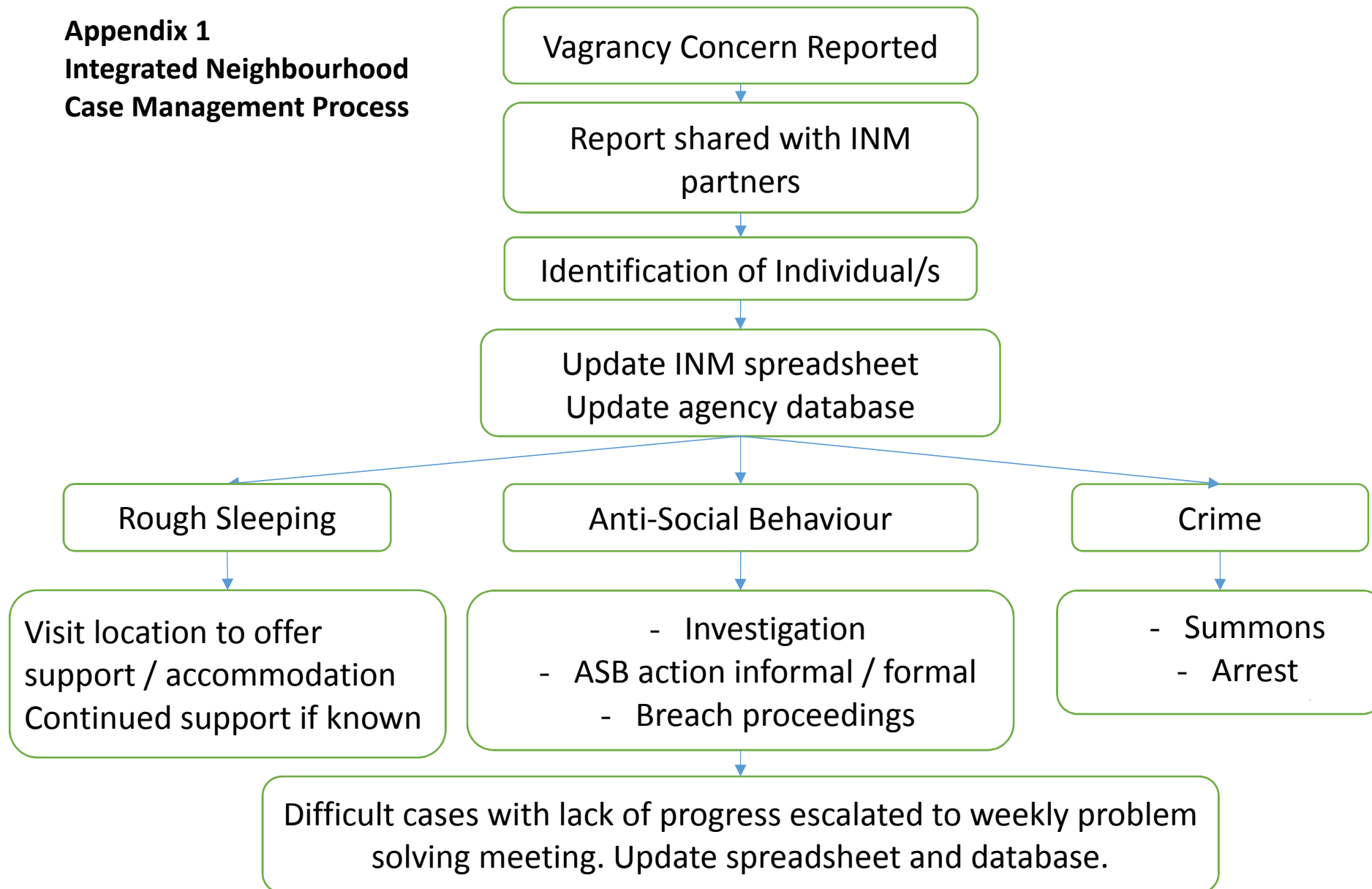
10 Key Policies and Legal Considerations

- 10.1 In devising a strategy to tackle homelessness and implementing measures undertaken to date, the effect of the new Homelessness Reduction Act 2017 has been considered, and necessary changes to the Homeless Strategy have been recognised.
- 10.2 Where the Council intends to accommodate people in temporary accommodation, then it may do so under any function under part VII Housing Act 1996 (Homelessness). Consideration should be given to the appropriate

tenure of occupation, which will differ depending on the type of the proposed accommodation ie, houses or hostels type accommodation. In some cases, this will involve granting licences and in other cases, it may give rise to non-secure tenancies.

- 10.3 Legal Services will support the work undertaken in relation to the Homelessness Strategy as required, including advising on the review of the housing allocation scheme and on the use of licences and tenancies.

Appendix 1
Integrated Neighbourhood
Case Management Process



Appendix 2 Case Studies of some of the rough sleepers in the August count.

Person A

Person A is a poly drug user from Stockport, who has become entrenched street homeless in Manchester. When he first arrived, GMP took positive action to return to his Stockport Homes tenancy, but he soon returned, and eventually lost the tenancy through abandonment in May this year. He has been displaced from the city centre via a Section 35 notice for 48 hours, and was arrested for possession with intent to supply NPS on 26/3/17. He received a small fine, and Probation supervision at court the following day. Person A is now well connected to other people living the same lifestyle in the city centre. He occasionally attends day centre, but does not seem interested in looking at any other options at the moment.

Person B

Person B is a 69 year old male who has been sleeping in the city centre since March this year. His last settled accommodation was sheltered housing in Burnage, where he was evicted due to significant rent arrears, and ASB. Person B beds down at the same site in the Northern Quarter every evening. Our team has repeatedly attempted to engage him, but he is generally quite hostile, and has refused all support. He attends a day centre for food and showers. We have liaised with the day centre regarding safeguarding concerns. We will be very concerned about Person B's welfare over the winter period, due to his age.

Person C & Person D

Are a couple who have been rough sleeping in a tent in Castlefield for a number of months. Until recently, they have been declining support. Recently a number of other people have been joining them with tents, creating concern from local residents. Our team attended with GMP on 11/9/17, taking positive action to disrupt the group. Person C & Person D accepted B&B accommodation, as a temporary measure. We transported them there, and cleared the site in conjunction with Biffa.