

**Manchester City Council
Report for Resolution**

Report to: Neighbourhoods and Environment Committee - 6 February 2019
Executive - 13 February 2019

Subject: Homelessness Business Planning 2019/20

Report of: The Director of Adult Services and Strategic Director, Development

Summary

This report sets out the Directorate's key priorities, activities, revenue and capital strategy for 2019-20. In the Business Plan for the period 2017-2020, directorates set out their proposed savings in the context of their objectives. This report is a refresh of the Directorate's Business Plan for 2018-20 in the context of changing resources, challenges and opportunities and will set out progress to date and the response to increasing demand for homelessness services.

The draft business plan which was considered by the committee in December 2018 has been further developed to take into account their comments and the outcome of the local government finance settlement. Sections on the impact of proposed changes on residents, communities, customers and the workforce have been added in addition to a summary of the technological support to deliver change. A full suite of delivery plans can also be found as an appendix including the Finance, Performance, Workforce and Equality Plans and the Risk Register.

Taken together, the Directorate business plans show how the directorates will work together and with partners to deliver our Corporate Plan and progress towards the vision set out in the Our Manchester Strategy.

Recommendations

The Committee is invited to review and comment on this revised Directorate Business Plan.

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	Helping people to stay in their accommodation through prevention work will help them to thrive. Reducing the number of people who are homeless, or placing them in appropriate accommodation with help to access employment and learning opportunities will contribute to

	Manchester become a thriving and sustainable city.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Having public, private and voluntary sector organisations working together to help people who have personal insight into homelessness into volunteering and employment will contribute to the objective of having a highly skilled city. Employment breaks the cycle of generational benefit dependency and will encourage children to access school and employment in later life.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Supporting people who are homeless to access employment and accommodation will unlock their potential to help them become independent citizens who contribute to our city. Working with the Homelessness Partnership to ensure that the views of people with personal insight into homelessness influence ways of working.
A liveable and low carbon city: a destination of choice to live, visit, work	Encouraging commissioned and inhouse services to reduce CO2 emissions and reduce their use of plastics will contribute to a low carbon city. Introducing climate change conversations with homeless people will support them in adopting a low carbon lifestyle.
A connected city: world class infrastructure and connectivity to drive growth	n/a

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

- Equal Opportunities
- Risk Management
- Legal Considerations

Financial Consequences for the Capital and Revenue Budgets:

The proposals set out in this report forms part of the preparation of the Council's draft revenue and capital budget for 2019/20 to be reported to the Executive for approval in February 2019.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Adult Social Care Directorate Budget and Business Plan 2018 - 2020 -
Homelessness Part 2 - Executive - 7th February 2018

Update on the work to tackle homelessness and rough sleeping and the Manchester Homeless Strategy - Neighbourhoods and the Environment Scrutiny Committee –
Wednesday 5th September 2018

1. The Homeless Business Plan

- 1.1 The Homeless Business Plan is set out from paragraph two below and includes:
- A description of the contribution that the homeless service makes to delivery of our Corporate Plan priorities
 - The directorate's vision and objectives
 - A self-assessment of the directorate's key challenges for 2019/20
 - The revenue strategy
 - The capital strategy/programme
 - Impact on Residents Communities and Customers
 - Impact on the Workforce
 - Technological Support
 - An appendix containing the directorate's delivery plans (Finance Plan, Performance Plan, Workforce Plan, Equality Plan, and the Strategic Risk Assessment and Register)

2. Delivering Our Plan

- 2.1 The Homeless Service primarily aligns with the Corporate Plan theme of **Healthy, Cared-for People**. The objective for the service is to reduce the number of people becoming homeless and enable better outcomes for those people who are homeless. This is reflected in the three key aims of the new Homeless Strategy for the city.
- 2.2 The Service also contributes more widely to other themes in the Corporate Plan:
- The Service will support **young people** experiencing or at risk of homelessness to have the best possible start in life and reduce the number of children needing a statutory service through early intervention
 - The Service will establish a Private Rented Sector (PRS) team referring people to **housing** in a more timely way and to ensure it is of good quality
 - The Service will work with families and individuals to ensure they are supported to be good neighbours and tenants to maintain clean and vibrant **neighbourhoods** that Mancunians can be proud of
 - The Service will work closely with partners to help people who are homeless into volunteering and subsequently employment therefore contributing to sustained economic growth that benefits everyone
- 2.3 The Homeless Service will achieve these objectives by embracing the Our People strategy and Our Manchester behaviours. The Homeless Service knows that people are more important than processes, procedures or organisational boundaries. The Manchester Homelessness Partnership, consisting of people with personal insight into homelessness, and organisations working to reduce homelessness, have led the development of the Manchester Homelessness Charter and Homeless Strategy. The Our Manchester approach has been taken to significantly change ways of working and what is delivered. People with insight into homelessness have actively

shaped the agenda as we are committed to building long term relationships and having honest conversations which give a say and role to both those who need services and those who provide them.

- 2.4 For our workforce, we will ensure our workforce can be the best they can be, through training, development and ensuring a work / life balance. Due to the pressure and demand in our service, balancing the budget and reducing demand through reform is essential.

3. Vision and Objectives

- 3.1 The vision for Homelessness within the city has been co-produced with the Manchester Homelessness Partnership, and is to end homelessness. The Manchester Homelessness Partnership calls on the citizens of Manchester, the city council, healthcare and other public services, charities, faith groups, businesses, institutions and other organisations to adopt the values of the Charter and to implement it through improved working practices and working together in new way.

- 3.2 However, while homelessness remains, the charter provides guiding principles concerning the rights of people who are homeless or at risk of homelessness. We believe that everyone who is homeless should have a right to:

- A safe, secure home along with an appropriate level of support to create a good quality of life
- Safety from violence, abuse, theft and discrimination, and the full protection of the law
- Respect and a good standard of service everywhere
- Equality of access to information and services
- Equality of opportunity to employment, training, volunteering, leisure and creative activities

- 3.3 We believe that those who work with homeless people have a collective responsibility to ensure that:

- Good communication, coordination and a consistent approach is delivered across all services
- People with personal insight into homelessness have a voice and involvement in determining the solutions to their own issues, to homelessness, and in wider society.

- 3.4 The Objectives that were agreed in 2017 in the three year business plan for the Council were:

- To continue with the focus on co-production with the Homelessness Partnership to ensure that we have listened to the views of people who have insight into homelessness and formulate policies, procedures and services with them at the heart of all we do.

- To continue to work in partnership to support people who are living on the street to ensure they have access to accommodation and appropriate support.
- To focus on early intervention and prevention to stop families and individuals from becoming homeless, preventing disruption to the lives of adults and children.
- To reduce the use of temporary accommodation for families by focusing on prevention.
- To improve access to settled homes for families and individuals who are in temporary accommodation.

3.5 These objectives have been further refined over the past year, due to the development of Our Corporate Plan and the city's Homelessness Strategy.

3.6 The Homeless Partnership co-produced the Homelessness Strategy for the City (2018-23). The vision for the Homeless Service mirrors the Homelessness Charter vision and the Strategy. The objectives listed above have been refined into the following three key priorities:

- **Homelessness a rare occurrence:** increasing prevention and earlier intervention at a neighbourhood level
- **Homelessness as brief as possible:** improving temporary and supported accommodation to be a positive experience
- **Experience of homelessness to be a one-off occurrence:** increasing access to settled homes

3.7 Each organisation within the partnership has developed their own response to the strategy and the partnership holds organisations accountable to each other. An outcomes framework is being developed to ensure the actions of the Partnership meet these three objectives.

4. Self Assessment

4.1 The Homeless Service has made some progress towards its objectives over the past 12 months, whilst recognising there are significant challenges in terms of increasing demand. Some of the key activities are mentioned below.

Progress towards the objectives and performance targets defined in the 2018-19 to 2019-20 Business Plan

4.2 There is a continuing and significant increase in numbers presenting as homeless and who are sleeping rough. The Council is working to respond to these challenges with partners and the steps that have been taken are summarised below.

4.3 To continue with the focus on co-production with the Homelessness Partnership

4.3.1 As stated above, the Homelessness Strategy for the city was co-produced with the Homelessness Partnership which includes people who have been

previously homeless. Alongside this, all bids, reviews and new service models have been designed with the partnership. Of particular significance is that people who have been homeless are now working within the homelessness service.

4.4 To continue to work in partnership to support people who are living on the street to ensure they have access to accommodation and appropriate support.

4.4.1 Additional accommodation for people who sleep rough has been developed over the winter period to support the “A bed every night” initiative. Since the start of the scheme 326 individual people have been accommodated. Unfortunately, one of the schemes developed electrical faults and had to close, however we have found a temporary solution with the help of the Fire Service and are working with partners to identify additional buildings to accommodate the numbers presenting. We are grateful for the support of the voluntary and faith sector, volunteers and registered providers in helping to support so many individuals.

4.4.2 The rough sleeping initiative bid has prevented 83 individuals from sleeping rough and provided 295 housing related interventions. This is through the creation of a number of additional services including:

- Centrepoint providing a homelessness prevention service to young people rough sleeping or at risk of rough sleeping
- Increased resettlement workers in a number of voluntary sector agencies.
- The Council’s Outreach Team for people who sleep rough has recruited two additional Outreach Workers to work with people sleeping rough, with one focusing on reconnection
- Additional bed spaces

4.4.3 The Outreach Team for people who sleep rough has increased from 4 members of staff to 8 members of staff, a team leader and coordinator supported by new IT in place which helps with targeting of services.

4.4.4 Work with health has resulted in improved access to drug and alcohol services and increased funding into mental health outreach services. A shared Hospital Discharge Protocol has also been developed to ensure a planned approach to discharge from hospital for people who are rough sleepers or at risk of homelessness.

4.4.5 The Greater Manchester entrenched rough sleeper service (also known as the Social Impact Bond (SIB)) has commenced, with 234 people with complex and entrenched behaviour patterns referred into the service from Manchester. The Greater Manchester Housing First programme has been put out to tender; official contract award is the 6th February, with the service due to commence in spring 2019.

4.5 To focus on early intervention and prevention to stop families and individuals from becoming homeless, preventing disruption to the lives of adults and

children and to reduce the use of temporary accommodation for families by focusing on prevention.

- Citizens Advice, Shelter and Cheetham Hill Advice Centre are providing additional support to prevent families and individuals from becoming homeless
- Four additional Housing Solutions Officers have been recruited. 25% of demand through the door is people who have received a Section 21 notice, and this additional resource will focus upon this cohort
- The Private Rented Sector team made 251 direct offers of accommodation between April - Nov 2018
- Use of Discretionary Housing Payments and welfare support related funds to support people.
- A volunteer programme commissioned through MIND specialist mental health charity is providing support for families and individuals at the front door.
- The Duty to Refer has now come into force. This is encouraging organisations to refer people who they think are at risk of becoming homeless into the service as early as possible. Work with Registered Providers (RPs) is also ongoing to prevent homelessness.

4.6 To improve access to settled homes for families and individuals who are in temporary accommodation:

- Officers are progressing the review and update of the social allocations policy. This is to ensure wherever possible improved access for homeless households who require it the most to social housing
- The buying of larger houses is progressing in order to accommodate those families who cannot be accommodated from existing social housing stock
- In addition the Longford Centre has accommodated 174 single people into their own PRS properties between Apr - Dec 2018
- The ALMO, and RPs, are working hard to increase the numbers of homeless people accommodated, and to continue to support them in their tenancies.

Challenges to achieving the identified objectives and performance targets

4.7 Despite investment into the above services there continues to be growing challenges to achieving the identified objectives. Demand continues to grow at an exceptional rate and 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 reflected nationally and the roll-out of Universal Credit has made this even more challenging. Universal Credit will also impact upon emergency temporary accommodation, making this form of accommodation financially unviable for the owners. Furthermore, the Homelessness Reduction Act has placed new duties on the Council to prevent homelessness in all circumstances, has widened the application of the assistance and support that the Council is required to give, and has significantly increased the

bureaucracy. The response to the Act will need to include investment in prevention services.

- 4.8 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', the benefit cap, application of the shared room rate to single households under 35 years, and stricter sanction regimes. There has been an 89% increase in larger families presenting with 3 or more children from 117 in 2015/16 to 221 in 2017/18. It is possible this is as a direct result of welfare reform changes, such as the benefit cap. Of the families recorded as living in temporary accommodation, the largest proportion is single mothers (70% in 2017/18).
- 4.9 Alongside this, PRS 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 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. The loss of a private rented tenancy has recently become the prime reason for people being owed a statutory homelessness duty in Manchester. The National Audit Office reports a similar picture nationally.
- 4.10 There has, and will continue to be, a significant increase in demand. Figures for the first three quarters of 2018/19, since the Homelessness Reduction Act came into force, show that a total of 5,846 households presented as homeless, a 24% increase compared with the same period in the previous year. In the same period, 2,991 statutory homeless applications were taken, a 34% increase when compared with the same two quarters in the previous financial year.
- 4.11 Whilst demand into the service increases, the flow out of the service continues to reduce. The following table shows the number of social lettings to people who have previously lived in hostel or temporary accommodation. This hostel or temporary accommodation category includes all those applying from commissioned and step down accommodation as well as statutory homeless accommodation.

	Q1 2017/18	Q2 2017/18	Q3 2017/18	Q4 2017/18	2017/18 totals	Q1 2018/19	Q2 2018/19
Hostel/other temporary accommodation	157	150	143	166	616	160	113

- 4.12 This has led to the number of dispersed properties where families are placed on a temporary basis continuing to grow from 929 in August 2017 to 1,433 in December 2018.

Challenges for the future when delivering the new objectives aligned to the corporate plan

4.13 There are a number of external factors which inhibit our ability to effectively tackle homelessness and rough sleeping which are outlined below:

4.13.1 **Homelessness a rare occurrence:** increasing prevention and early intervention.

- The capping of Local Housing Allowance Rates and other welfare benefit reforms are leading to private sector rents being unaffordable and adding to greater pressure both through the front door, and being unable to discharge duty at the end of the process.
- The roll-out of Universal Credit across Manchester has resulted in an increase in rent arrears, and people struggling to maintain their accommodation. A situation that reflects the rollout of universal credit nationally.
- Austerity has meant a number of organisations that would have previously provided a safety net for families and individuals are no longer able to manage the demand.
- Changes in Homeless legislation has led to increased demand through the Council's front door and an increased need to accommodate people. Changes in legislation has also led to increased bureaucracy on staff time.
- The duty to refer has increased the numbers being referred to the Housing Solutions Service (199 referrals since it came into force on the 1st October). Whilst this is good for identifying people at an early opportunity, it is having an impact on staff time.

4.13.2 **Homelessness as brief as possible:** improving temporary and supported accommodation to be a positive experience.

- The DWP rules limit the Council's ability to fully fund temporary accommodation through housing benefit. This is resulting in significant resource that could be utilised for prevention, early intervention and support to people who are homeless or at risk of being homeless being redirected into funding the cost of accommodation.
- The future funding formula for the flexible homelessness support grant could be based upon the number of preventions we achieve by utilising the PRS. The difficulty of accessing the PRS in Manchester may have an impact on the future level of this grant.
- Increased demand and additional bureaucracy is resulting in high caseloads affecting staff recruitment and retention rates as well as resilience and wellbeing.
- Emergency Temporary Accommodation (commonly referred to as B&Bs) are being affected by Universal Credit. This could lead to them potentially closing in the future as their income is no longer sufficient.
- The funding for supported accommodation may be moved from housing benefit to grant funding, or included in Universal Credit. The decision for this has been delayed, but if it moves to Universal Credit this will have a

significant impact on the viability of supported housing schemes across the city.

- The condition of some of the properties used for dispersed temporary accommodation can degenerate quite rapidly. A more robust inspection, monitoring and compliance scheme for when people are living in accommodation for a longer period of time is in the process of being put in place.

4.13.3 **Experience of homelessness to be a one-off occurrence:** increasing access to settled homes.

- The buoyant housing market resulting in fewer people being able to access private sector accommodation.
- Families and individuals are unable to find their own solution due to the buoyant housing market.
- Lower turnover in social housing resulting in low numbers of homeless people accessing to social accommodation, creating a blockage in dispersed accommodation.
- There has been an 89% increase in larger families presenting with 3 or more children from 117 in 2015/16 to 221 in 2017/18, mainly due to the benefit cap. Sufficient properties of a larger size to deal with this demand are needed.
- Given the numbers of individuals currently within A Bed Every Night, as well as the high demand for hostels and supported accommodation, it is difficult to access permanent settled accommodation, with the appropriate support.

4.14 In the face of these challenges, the service is embracing change and is working with public, private and voluntary sector partners across the city to rise to the challenge. The service is also working closely with GMCA and our partner Local Authorities, as many solutions lie in us working collectively.

4.15 Embedding the Our Manchester Behaviours throughout the service is key to our delivery and the wellbeing of our staff. Working in a high pressured and constantly demanding service has an impact on staff wellbeing and introducing practice and support to develop their resilience is crucial. Staff redesigns have been put in place to prepare the service for the future and reduce caseloads; managers and staff are embracing Our Ways Of Working (OWOW). Training and development needs are being addressed, and all staff are attending the 'Our Manchester' training. The staff engagement survey results from 2018 revealed that all staff wanted to improve communication, and a staff newsletter has been introduced as well as regular service staff engagement events.

Responding to the challenges

4.16 The service is responding to the significant challenges by:

4.16.1 Homelessness a rare occurrence: increasing prevention and earlier intervention at a neighbourhood level.

- Co-designing a prevention service with the Homelessness Partnership that will work further upstream, linking in with other organisations such as the LCO and MHCC to identify people who may be at risk of homelessness at an earlier stage, helping them maintain their accommodation rather than end up homeless.
- Co-producing a joint commissioning strategy led by MHCC which will include health and MCC provision.
- Continuing to develop the Housing Solutions service to become more prevention focused, working closer with hospitals, the prison and probation services, and private landlords.
- Recommissioning the advice contract to work more intensively with people who are at risk of losing their home, in order to prevent them from becoming homeless.
- Developing a joint pathway and accommodation with Children's Services for young people to access in the city.

4.16.2 Homelessness as brief as possible: improving temporary and supported accommodation to be a positive experience.

- Over the past six months the Homeless Service has been working with Strategic Housing to progress a tender and procurement of the management of the dispersed temporary accommodation contract to move it to a registered provider. The service had acknowledged that it was not best placed to undertake the housing management of dispersed accommodation given the increased length of time households remain in the properties, alongside the growth in demand.
- Recruiting additional inspectors for a fixed term period whilst the procurement is progressing and developing an inspection and maintenance scheme. This will include better monitoring and challenge of providers who are providing services within the dispersed contract.
- Developing and progressing an action plan with regards to improving standards and support in dispersed accommodation.
- Progressing an action plan with regards to bed and breakfast accommodation. This will include working with the voluntary sector to provide activities for children within temporary emergency accommodation (B&B), linking with health visitors to ensure visits and checks are occurring if needed, and providing safeguarding training to the accommodation owners.
- Embedding the newly commissioned housing related support services; reviewing and recommissioning the Homeless Prevention Grant.
- Exploring potential properties to expand our temporary accommodation offer

4.16.3 Experience of homelessness to be a one-off occurrence: increasing access to settled homes.

- Continuing to develop services for A Bed Every Night, constantly evaluating and learning from the different approaches and accommodation we are

- using. Formally evaluating the service, and looking at how it can be developed.
- Increasing staffing and toolkit for accessing the private rented sector.
 - Review of the Social Allocations Policy.
 - Influencing the development of the GM Housing First model.
 - Embedding the new Ways of Working with our new reconfigured teams.
 - Ensure 20% of all new build properties are affordable. This will deliver 3400 new affordable homes in the next 6 years and a further 3000 affordable homes by 2029. On average around 20% of these are allocated to homeless people which would mean an extra 1280 homeless households rehoused.
 - Purchasing around 60 large family houses, with a group of Registered Providers, to provide accommodation for the largest families.
 - Developing a Private Rented Sector strategy with the aim of discharging duty into quality private rented accommodation.

5. Revenue Strategy

- 5.1 This section of the Business Plan sets out the updated revenue budget plans for Children’s Services for 2019/20. This is based on the draft Budget Proposals approved by January Executive
- 5.2 The Homelessness Service has £24.5m gross budget and £9.2m net of external income and a workforce of 250 fte, this is summarised in table 1 below:

Table 1: 2018/19 Base budget

Service Area	2018/19		
	Gross Budget £,000	Net Budget £,000	Budgeted Posts (FTE)
Rough Sleepers/Outreach	777	359	9
Specialist Accommodation	721	249	15
Emergency Accommodation (B&B)	1,352	1,226	0
Temporary Accommodation	13,830	2,631	100
Homelessness Management	384	384	6
Homelessness Assessment	1,216	1,216	37
Homelessness Prevention	2,104	1,929	65
Tenancy Compliance	194	194	6
Housing Related Support Services	980	980	5
Asylum	2,911	57	7
Total	24,469	9,225	250

- 5.3 The gross budget includes £15m of external funding provided to the service which includes:
- Housing Benefit and Discretionary Housing Payment (DHP) funding from Revenues and Benefits of an estimated £9.9m for temporary accommodation.

- The Flexible Housing Support Grant (FHSG) of £1.3m in 2018/19 which rises to £2.1m in 2019/20.
 - New burdens funding for the Homelessness Reduction Act of £0.509m over two years has been allocated by DCLG.
 - Funding via GMCA of £0.745m over two years to tackle entrenched rough sleeping.
 - Rough Sleeper Initiative Grant of £418k for 2018/19 and recently announced additional funding of £0.5m, conditional on success criteria from 2018/19.
 - Cold Weather funding from the Ministry for Housing, Communities and Local Government (MHCLG) of £85k for cold weather winter provision for people who sleep rough.
 - Asylum seeker grant funding from Home Office of £2.9m
- 5.4 The 2018/19 budget included an additional £2.1m for temporary dispersed accommodation following the loss of the Temporary Accommodation Management Fee grant, £250k for demographic growth, £895k from the City Centre work and a further £500k for the Longford Centre. During the first six months of 2018/19 there have been consistently more people approaching the Council for support which is impacting on the budget for temporary accommodation and emergency accommodation (B&B) provision and the caseloads for the Homelessness Support Service.
- 5.5 The number of dispersed properties where households are placed on a temporary basis also continues to increase. As stated earlier dispersed temporary accommodation placements have increased from 1,266 in February 2018 to 1,433 in December 2018. The Council incurs a shortfall of c£88 per week for each unit of temporary accommodation provided because Local Authorities are not able to access the funding from Department of Work and Pensions for the full cost of accommodation and are limited to 2011 housing benefit rates and excluding any support funding. The Council is developing arrangements with Registered Providers to transfer management of the contracts for Dispersed Accommodation which is covered in section 4.16.2 of the report.
- 5.6 The proposed Homelessness Business Plan for 2019/20 to Health Scrutiny in December 2018 included proposals for additional investment of £3.840m to address the following:
- The demand for dispersed accommodation continuing to rise at the current rate to 1,500 properties during 2019/20 - £1.3m
 - Emergency accommodation numbers being stabilised at existing levels from work ongoing to meet need differently. The full year impact of current numbers would be an additional budget requirement of £1.740m
 - Additional capacity for Homelessness support to reduce caseloads - £0.8m
- 5.7 The above is being funded from the allocation of £1.4m from the corporate inflation allocation. This includes £400k which is earmarked for Homelessness and inflation from the budget estimated for the Pooled Budget

with health which has not been required for inflationary pressures. In addition there is a recovery proposal of £440k from a reduction in the current level of use of emergency accommodation (B&B) during 2019/20.

5.8 The further proposal to provide additional funding of £500k for enforcement activity to ensure decent quality accommodation across the City is being held in the Homelessness budget.

5.9 Table 2 below shows the proposed 2019/20 budget for Homelessness of £13.375m. This includes the £250k allocated as part of the 2018/19 budget setting process to help meet rising demand. It also includes the new proposals for investment of £3.840m as outlined in paragraph 5.6, and the £500k proposed for enforcement activity which together total **£4.340m**.

Table 2: 2019/20 proposed changes and revised budget

Service Area	Approved MTFP				2019/20 Identified pressures	2019/20 Recovery proposals	Proposed 2019/20 Net Budget
	2018/19 Net Budget	Approved savings	Investment and other changes	2019/20 Net Budget			
	£,000	£,000	£,000	£,000	£,000	£,000	£,000
Rough Sleepers/Outreach	359			359			359
Specialist Accommodation	249			249			249
Emergency Accommodation (B&B)	1,226		250	1,476	1,740	(440)	2,776
Temporary Accommodation	2,631			2,631	1,300		3,931
Homelessness Mgmt	384			384			384
Homelessness Assessment	1,216			1,216			1,216
Homelessness Prevention	1,929			1,929	1,300		3,229
Tenancy Compliance	194			194			194
Housing Related Support	980			980			980
Asylum	57			57			57
Total	9,225	0	250	9,475	4,340	(440)	13,375

6. Capital Strategy / Programme

6.1 Work has begun on a programme to purchase houses to accommodate homeless families. The current proposal is to invest up to £5m alongside

Registered Providers to jointly purchase around 60 homes. The legal terms have been agreed with all six providers. Seven properties have been bought, and a number have been agreed for purchase. The first families have been identified and have moved in. Registered Providers are identifying additional 4-bed properties across the city to purchase.

7. Impact on Residents, Communities and Customers

- 7.1 The Homelessness Service works with some of Manchester's most diverse communities. The significant increase in the numbers of households who are homeless in Manchester in recent years has had an impact on our communities, residents and customers. The roll-out of Universal Credit and the Homelessness Reduction Act have made this even more challenging. Despite this, the Homelessness Service is committed to supporting the council's three quality objectives for 2016-2020, and continue to make progress in a number of areas. As stated above, the service continues to develop a co-production approach with the aim of engaging with, and understanding, the people using services (*'Knowing Manchester Better' - aim 1*) and developing strong links with statutory and voluntary sector partners (*'Knowing Manchester Better' - aim 2*). This includes working with partners to share knowledge and understand the impact of big changes within the city on different communities (*'Knowing Manchester Better - aim 4*). The service will work closely with partners to help people who are homeless into volunteering and subsequently employment (*'Improving Life Chances' - aim 3*). Alongside this, the service will continue to promote the diversity of Manchester residents, making use of communication channels and partners to celebrate Manchester's diverse communities (*'Celebrating Our Diversity' - aims 1 & 3*).
- 7.2 Work is ongoing to deliver against the five areas of the Equality Framework for Local Government (EFLG). Council-wide areas for improvement that were identified by LGA assessors, which include improving data use to better know our communities, and developing a diverse and inclusive workforce are being actively addressed as part of business planning.
- 7.3 Manchester's Family Poverty Strategy sets out an aim for everyone in the city to have the same opportunities, life chances and potential to lead safe, healthy, happy and fulfilled lives, no matter where they are born or live. The Homelessness Service will continue to support several key strands of the strategy, ensuring that families have access to quality, affordable accommodation and that they are supported with work and learning opportunities (*theme 1 - sustainable work as a route out of poverty*). Work also includes commissioning and delivering advice services to support families impacted by welfare reform (*priority 3 - mitigating the impact of welfare reform on families with children*), and delivering an early intervention approach in conjunction with statutory and voluntary sector partners to make homelessness a rare occurrence (*priority 8 - improving the identification and signposting of families in poverty*). Key to the success of this will be continuing our co-production with residents and communities impacted by homelessness (*priority 7 - strengths based approach in communities*).

8 Impact on the Workforce

- 8.1 A significant amount of organisational change took place in 2018/19 for the service, much of which continues to be embedded and will be reviewed over the next year. The implementation of the Homelessness Reduction Act (HRA), and increase in the demand for Homelessness Services, has led to the entire service coming under severe pressure, to the point where demand outstripped the capacity and it was becoming increasingly difficult to deliver an efficient, safe and effective service.
- 8.2 In response to this, funding to the service has been increased, and there have been significant changes to organisational structures and operating models to better meet citizen need. This included a redesign of the Homelessness Assessment Service, into the Housing Solution Service. This increased the capacity of the service to 33 FTE and introduced a consistent grade of officer. It also allowed for the development of a targeted Housing Solutions offer for under 25 year olds in collaboration with Centrepoin. Additional New Burdens funding has enabled a further 4 Section 21 Housing Solutions prevention officer posts to be created (12 months time limited) and an increase in the capacity of the Private Rented Sector (PRS) team from 5 to 10 FTE PRS Officers.
- 8.3 As stated earlier Winter Resilience funding is being accessed to support the 3 Manchester Hospitals to fulfil their duties regarding identifying and referring for assessment where there is risk of homelessness. The proposal is for the posts to be made permanent and funded from the Winter Resilience grant funding for 2018/19 and 2019/20 over a three year period to 2020/21. In addition to this there is a requirement to increase the Private Rented Sector team to ensure that move on rates are increased and permanent solutions are identified. This team will be made up of an additional 8 FTE.
- 8.4 Through access to the Rough Sleeper Initiative fund from central government our Outreach Team for people who sleep rough has recently increased the workforce of the team by a further 2 FTE to boost capacity to support the increased numbers of people who are sleeping rough in the City.
- 8.5 The former Supported Housing Management Team (SHMT) was originally designed to deliver support to 112 households whereas numbers in temporary accommodation had reached over 1000 households. The redesigned and combined service with the previous Housing Connect team has created a service with more equitable caseloads. This redesign in June 2018 saw an increase in support worker roles of 10 FTE and the creation of a fourth Floating Support team. Additional New Burdens funding is currently enabling the development of a further Move-on Support Worker team (12 month time limited) to deliver targeted interventions with the cohort of people in dispersed temporary accommodation for whom social housing is not a route, and who will access the private rented sector. The development of this new approach builds on Our Manchester behaviours and will be a key development for the service in 2019. Furthermore, an additional 3 housing inspectors will be recruited for a 12

month period in order to inspect dispersed properties and work with landlords to ensure they are up to the standard specified within the contract.

- 8.6 The way in which dispersed Temporary Accommodation (TA) is funded via housing benefit changed in April 2017 when the Temporary Accommodation Management Fee (TAMF) ended; making the dispersed temporary accommodation scheme unaffordable for the Council to operate. It has been ascertained that an external provider, such as a Registered Provider, would need to manage the contract in order to claim 100% Housing Benefit income to cover the cost of providing temporary accommodation. As stated above, it is intended to deliver a procurement exercise in early 2019 to secure an external provider for this service. The Floating Support function to people in TA would remain in house, and officers are investigating TUPE implications for the housing management element of this service.
- 8.7 Key elements of improved and increased service delivery are currently reliant on time limited funding. The short term nature of funding streams creates difficulties in assuring the long term provision of response strategies and work programmes. In order to address this, the service will seek to reinvest funding in 'front door' services, to further develop upstream prevention initiatives and increase targeted move on delivery through the release of funds currently addressing the shortfall in income within dispersed temporary accommodation.
- 8.8 Working to move the service from a 'developing' to 'maturing' Our Manchester approach across all areas, managers will further build upon the development of Our Manchester behaviours across the workforce and strengths based ways of working. This will impact on all staff as they will be required to further develop their approach and behaviours to delivering services; supporting citizens to develop personal resilience and break the cycle of poverty and homelessness. This development of the Our Ways of Working approach will be supported through a programme of activity that includes building rapport, Our Manchester context, introduction to strengths, and the Our Manchester behaviours, practical tools and techniques for working in a strengths based way.
- 8.9 Through the workforce development programme, staff will have access to comprehensive training programmes that relate to mental health, safeguarding, and other prevention and intervention skills, amongst other training.
- 8.10 To take the service forward in 2019/20, and in support of the homelessness strategy, a new post is required to direct the service and ensure an integrated response both across the Council and with partners. A proposal is being put forward to Personnel Committee to establish a new post that will lead on the delivery of the Council's Homelessness Strategy, direct the service through the current Head of Service and work in partnership with the Strategic Development directorate regarding housing solutions. The post has been evaluated at SS4 and, subject to approval by Council, will be established as the Director of Homelessness and a direct report to the Executive Director of Commissioning and DASS. The role is currently being filled on a part time interim basis at SS5 whilst the requirements for the role were scoped.

9. **Technological Support**

9.1 The importance of technology, systems and data should not be underestimated if the City Council is to achieve the aspirations of growth, reform and health and social care integration from both a Council and GM perspective. Additional ICT investment has been agreed as part of the three year budget strategy and a five year capital plan with 2019/20 being the third year of this investment programme.

9.2 During 2018/19 ICT investment has been made in the areas listed below. The initiatives are a mixture of systems to underpin departmental transformational agendas, the implementation of fit for purpose systems or to establish compliance in line with the ICT strategy:

- Locata - GM solution enabling the step-by-step management of homeless applicants
- E-CINS - cloud-based digital solution, enabling multi-agency teams to collaborate in relation to challenges involving rough sleeping and street begging
- QL - housing management system
- SHARP Gateway (go-live Feb-April 2019) -Temporary Accommodation Single Point of Access

9.3 From a technology and systems perspective, the focus for Homelessness in 2019/20 is as follows:

- The capability to bring data together from different systems, providing opportunities in relation to dashboards and broader reporting requirements. The systems used by the Homeless team are serving different purposes, any reduction in systems is therefore unrealistic for the foreseeable future, hence the need for improved reporting capabilities.
- The Homeless team will explore the use of digital rostering solutions, recognising the benefits delivered in other areas, such as Reablement.
- Technology solutions aiming to better protect homeless staff in the field will be considered in 2019/20 (how such a solution might be used and the cost/effort involved to implement)
- The Homeless Service will be part of the Liquid Logic implementation over the coming year.
- Consider options for a temporary system to manage the standard of dispersed temporary accommodation properties.

9.4 Any initiatives requiring ICT support will need to be considered against the broader ICT portfolio, recognising the finite funding and resources available. The ICT Strategic Business Partner will support and advise the Homeless team in this regard.

9.5 ICT will work the team in order to identify solutions that comply with the information and ICT design principles and to develop robust business cases to support their development.