



**Executive Director/Director
Non-Key Executive Decision Report**

Author/Lead Officer of Report: Zoe Young

Report to: Janet Sharpe, Director of Housing and Neighbourhoods Service

Date of Decision:

Subject: Rough Sleeper Initiative Funding

Which Cabinet Member Portfolio does this relate to? *Neighbourhoods and Community Safety*

Which Scrutiny and Policy Development Committee does this relate to? *Safer and Stronger Communities*

Has an Equality Impact Assessment (EIA) been undertaken? Yes ☒ No ☐

If YES, what EIA reference number has it been given? *(303)*

Does the report contain confidential or exempt information? Yes ☐ No ☒

Purpose of Report:

This report seeks approval for the Council to accept a grant from the Ministry of Housing, Communities and Local Government (MHCLG) of £412,926 to reduce rough sleeping in Sheffield and sets out proposals for how the funding will be used. This is a continuation of the funding received in 2018/19.

Recommendations:

It is recommended that the Director;

- *Approves the acceptance of £412,926 funding grant for a period from April 2019 until 31st March 2020*
- *Approves the implementation of the spending plan as set out in this report.*
- *Approves the award of a grant of £42,692 to Devonshire Green Medical Centre to fund a Street Outreach Nurse as described in the report.*

Background Papers:

Homeless Prevention Strategy 2017-2022
MHCLG Rough Sleeping Initiative 2019-20 Grant Determination dated 30 May 2019

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Sonya Oates
		Legal: Andrea Simpson
		Equalities: Louise Nunn
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	Lead Officer Name: Zoe Young	Job Title: Housing Options and Advice Service Manager
	Date: 18th June 2019	

1. PROPOSAL

- 1.1 On 30th March 2018 the Secretary of State for Housing, Communities and Local Government announced the creation of a new multi-disciplinary Rough Sleeping Initiative to work intensely with local areas to immediately tackle rough sleeping, and identify and address the longer term barriers to ending rough sleeping in England. Sheffield received funding from July 2018 to March 2019 of £363,309.
- 1.2 Funding became available for 2019/20 to continue the work. This is a step in the Government's plan to halve rough sleeping by 2022 and eliminate it altogether by 2027, and supports the publication of the National Rough Sleeping Strategy. MHCLG agreed to fund Sheffield City Council for a second year to continue the work and made a further allocation of £412,926.
- 1.3 There is an expectation that the funding will impact the rough sleeping figures at the next annual MHCLG count in November. Monthly reporting will be required to ensure progress and measure the outcomes being achieved.
- 1.4 The funding last year created a small and dynamic team, tasked to work with an identified group of repeat and long term rough sleepers through the provision of emergency spaces, enhanced support and suitable and sustainable longer term housing options. It was recognised that there needs to be a different approach and personalised, tailored responses for people refusing the options currently available to them.
- 1.5 The information below details the interventions to be funded by the grant, this is a continuation of the work in the previous year plus the addition of the employment of a street outreach nurse to address health inequalities within the rough sleeping population.

Preventing rough sleeping – 2 FTE Housing Option Officers

To ensure a rapid assessment for anyone new to the streets, the Council expanded the advice and options service to include targeted outreach sessions on the streets and in the community. The Housing Solutions Service is working in different locations across the city and this has been successful in reaching out to the most vulnerable. Early advice can help to prevent homelessness and reduce rough sleeping. The outreach officers are also providing next day assessments for anyone using emergency overnight accommodation, as well as linking in the prisons and hospital for people due to be released/discharged without any accommodation to return to. The brief also includes individuals known to be engaging in street activity, including begging, who are at risk of losing their accommodation and becoming homeless. These posts were created through the 2018/19 grant and will continue to be funded by the 2019/20 grant.

Continuing to extend emergency and ring-fencing accommodation for rough sleepers – 10 spaces

We want to increase the opportunity to help people off the streets as soon as possible, so no one has to sleep rough. The additional emergency accommodation for anyone sleeping rough enables engagement and early housing conversation to start immediately. This is offered to anyone on the streets with a same/next day assessment. To do this we have expanded the accommodation available through both Council provision as well as commissioned providers. We have always been able to provide this over the winter through the goodwill of providers but with the MCHLG grant we have been able to ring-fence bed spaces for rough sleepers on an ongoing basis. We will continue discussions with commissioned providers and other social housing providers utilising existing commissioning and partnership arrangements.

Accessing move on accommodation & resettlement support for the most vulnerable (30 places)

There is a lack of move on accommodation for people who have slept rough; this includes those who are currently in supported accommodation. We want to help people into their own home as soon as possible, but recognise some of the difficulties people face in both accessing and successfully managing their accommodation. Rent arrears, failed tenancies and rent in advance can exclude people from social housing providers. We are now working with social and supported housing providers in Sheffield and have agreed a pathway for people sleeping rough or at risk of rough sleeping into a home. We have had discussions with local housing providers who have pledged a number of properties specifically for rough sleepers, taking people from the streets or emergency accommodation and into a tenancy with intensive and flexible long term support. We want to extend this by working with private landlords.

To support people off the streets and into accommodation the funding provides practical help and assistance to flexibly support the individual. The team have already had some successes, resulting in former rough sleepers settling into a new home and a new community with ongoing support.

Housing Led approach. 3 FTE Enhanced Support & Resettlement Officers

These Officers address the gap in an intensive approach for people with complex needs, which accommodation providers, including supported and social housing providers, are unable to resource. To be able to help people successfully live independently, we provide long term, personalised support which is not time-limited and is flexible enough to meet the changing and complex needs of this client group. The Officer's role focuses on supporting and resettling vulnerable people from the streets and temporary accommodation, into longer term options. This includes enabling people to engage with mental health, drug/ alcohol and substance treatments, as well as increasing their access and use of key services, including health care, education and employment. These posts were created through the 2018/19 grant and will continue to be funded by the 2019/20 grant.

Additional Street Outreach

The 2018/19 grant included funding for an additional outreach worker for the commissioned street outreach team (Framework). This has enabled them to resource their street outreach response and link in with the proposed Rough Sleeper Team to target the longer term rough sleepers through bespoke offers of support and accommodation. This element of the grant was transferred to the Housing Independence Service, and the contract price of the Rough Sleepers Outreach Service was varied accordingly for 2018/19. The 2019/20 grant includes the same element and it is proposed that it is dealt with in the same way.

Street Outreach Nurse

Additional funding has been allocated in 2019/20 to fund a Street Outreach Nurse. We want to be able to offer medical help as soon as possible to rough sleepers. An outreach nurse would enable treatment and triage to be carried out on the streets, and help people access appropriate health and care services. The nurse would assess, investigate, treat and triage, making referrals and advocating where required. This would not only reduce the use of emergency services but help connect people into health services, linking into specialist responses, as well as referrals for care packages and ongoing help and assistance. This post would accompany the daily street outreach team and strengthen the emergency response to some of the most vulnerable people.

The post will be funded by the award of a grant to Devonshire Green Medical Centre, which already runs outreach clinics at the day centre and has rough sleepers located in the city centre registered with the practice, to enable them to employ a nurse for 12 months, including salary, recruitment, training, on costs, travel and medical supplies. This arrangement has been verbally agreed with MCHLG as an approved intervention.

2. HOW DOES THIS DECISION CONTRIBUTE?

2.1 The proposal will contribute to the Corporate Plan priorities of a Better Health and Wellbeing, Thriving Neighbourhoods and Communities, and Tackling Inequalities. The Corporate Plan also recognises that to achieve these outcomes we will need to do things differently and this includes how we work collaboratively with our partners and individuals facing the greatest challenges. This Rough Sleeper Initiative aligns with the following Corporate Plan objectives:

- Better Health and Well Being – helping people to be healthy and well, by promoting and enabling good health whilst preventing and tackling ill health, particularly for those who have a higher risk of experiencing poor health, illness or dying early.
- Thriving Neighbourhoods and Communities – providing safe places to live for vulnerable people that contribute to tenancy and community sustainment.

- Tackling inequalities - making it easier for individuals to overcome obstacles and achieve their potential. Investing in the most deprived communities; supporting individuals and communities to help themselves and each other.

3. HAS THERE BEEN ANY CONSULTATION?

3.1 There has been no specific consultation in relation to the submitting of the bid. However, the proposal has been informed by the following consultation events as part of work around developing a business case to improve the outcomes of adults with complex and multiple needs. Recent consultation with commissioned and voluntary service has also taken place as part of the published Homeless Prevention Strategy 2017-2022.

- An event held with Sheffield's VCF and NHS sector on the 13th September 2016, 'Achieving Better Outcomes for Adults with Complex and Multiple Needs'. Over 60 individuals attended representing over 30 organisations, all with an interest or involved with working with Adults with Complex and Multiple Needs.
- A series of workshops were run between January and February 2017 with interested partners from across the Public Sector.
- A series of consultation events in 2017 with local providers and the voluntary sector as part of the Homeless Prevention Strategy

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications to be completed

4.1.1 The Equality Impact Assessment concluded that;

The funding will enable the Council and its partners to help the target those most vulnerable who are rough sleeping or at risk of street homelessness.

Positive impacts were numerous including health, poverty and financial inclusion and the voluntary and faith sector.

4.2 Financial and Commercial Implications

4.2.1 Financial Implications

The Rough Sleeping Initiative grant is a ring-fenced grant awarded to fund delivery to reduce rough sleeping. The initial grant of £363,309 (2018/19) was awarded in response to a proposal submitted to the MHCLG in May 2018. A further grant of £412,926 has been allocated for 2019/20 to continue and expand the work.

The grant will continue to fund a small internal team, additional street outreach work through the commissioned Rough Sleepers Outreach Service, 10 additional emergency accommodation spaces in the city and provide 30 places for access to move on accommodation and resettlement

support for the most vulnerable. The temporary posts will be extended to March 2020 and an exit strategy is being developed. Once the funding ends no further revenue implications are forecast, should there be any ongoing costs then no alternative funding has been identified.

The grant will also fund a grant award of £42,692 to Devonshire Green Medical Centre to enable them to employ a Street Outreach Nurse.

The grant must only be used to fund Rough Sleeping Initiative interventions that have been approved by MHCLG.

The service must provide progress reports to MHCLG that detail progress against outputs, activities, milestones and targets set out in the proposal and agreed by the funder. These may be monthly or quarterly, or any other interval specified by MHCLG.

Procurement

All public sector procurement is governed by both European Legislation and UK National Law. In addition, all procurement in Sheffield City Council must comply with its own Procurement Policy, and internal regulations known as 'Contracts Standing Orders' (CSOs).

Contracts Standing Orders requirements will apply in full to the procurement of services, goods or works utilising grants. All grant monies must be treated in the same way as any other Council monies and any requirement to purchase/acquire services, goods or works must go via a competitive process.

Code of Conduct

The Project manager will need to read, understand and comply with the terms and conditions set out in the grant determination, and the Code of Conduct for Grant Recipients.

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/771152/2019-01-15_Code_of_Conduct_for_Grant_Recipients_v.1.01.pdf

4.3 Legal Implications

- 4.3.1 The grant is paid to the Council under the powers conferred by section 31 of the Local Government Act 2003 to pay a grant to a local authority towards expenditure incurred by it, in this case for the purpose of Homelessness Prevention Rough Sleeping. The grant may be subject to conditions determined by MHCLG, which will need to be considered and any specific legal advice required on them obtained.

The Council has a duty under Part VII of the Housing Act 1996 to secure that advice and information about homelessness and the prevention of homelessness is available to persons in its district, and powers to give assistance by way of grant or loan to any persons providing such advice

and information and to voluntary organisations concerned with homelessness or matters relating to homelessness. Utilising the grant money for the purposes set out in this report will be in accordance with these powers and allow the Council to develop and expand existing support where gaps in current service provision have been identified.

The Homelessness Reduction Act 2017 imposes additional duties on local authorities to provide new homelessness services to a wider homeless group than those who are protected under existing legislation, including providing assistance and support to eligible people to help them to secure accommodation. The grant will assist the Council in meeting these duties by providing personalised responses.

To the extent that the proposals are not covered by any of the above legislation currently in force the Council is empowered to carry out these activities by the General Power of Competence contained in Part 1 of the Localism Act 2011, subject to any specific statutory restrictions none of which apply in this case.

4.4 Other Implications

- 4.4.1 There is an expectation that these interventions will reduce rough sleeper numbers. The Team will continue to sit within the Housing Solutions Service, working closely with this service and both internal partners and external stakeholders.

£25,000 will be transferred to the Housing Independence Service who will arrange for this to be paid to the commissioned street outreach service, Framework.

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 Compared to most core cities the number of rough sleepers in Sheffield is relatively low. However numbers have increased both locally and nationally. The Council and partners is successful in preventing people from becoming homeless and helping the majority of people off the streets quickly. However, the Council decided to bid for the funding to enable a tailored and bespoke approach for those considered 'vulnerable and entrenched in rough sleeping'. The current activity focussed on prevention and reducing rough sleeping will continue and develop, while this additional funding enables the Council facilitate a community wide approach to resettle people and prevent further homelessness and rough sleeping. Without this funding this team could not be established and there is a risk of rough sleeper numbers increasing.

6. REASONS FOR RECOMMENDATIONS

- 6.1 The grant from the MHCLG will allow the local authority to mitigate against future reductions in budgets and to test approaches to tackling rough sleeping in Sheffield. It will enable the Council and its partners to target the most vulnerable people sleeping rough or at risk of street homelessness.