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|-------------------------------|--|---|---------------------------|
| <b>DECISION-MAKER:</b>        | <b>CABINET</b>                                   |   |                           |
| <b>SUBJECT:</b>               | <b>ROUGH SLEEPING GRANT FUNDING</b>              |   |                           |
| <b>DATE OF DECISION:</b>      | <b>21 FEBRUARY 2017</b>                          |   |                           |
| <b>REPORT OF:</b>             | <b>CABINET MEMBER FOR HOUSING AND ADULT CARE</b> |   |                           |
| <b><u>CONTACT DETAILS</u></b> |  |   |                           |
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|                                     |
|-------------------------------------|
| <b>STATEMENT OF CONFIDENTIALITY</b> |
| <b>Not Applicable</b>               |

### **BRIEF SUMMARY**

On 25<sup>th</sup> November 2016, the Council submitted an application to the Department for Communities & Local Government (DCLG) under the Rough Sleeping Programme (2016/2020) to grant fund a 24-hour crisis prevention service to support adults new to rough sleeping or those at risk of becoming homeless due to continuing addiction, substance misuse and/or mental health problems. Officers have been notified that the application for a grant totalling £398,952 has been successful and the purpose of this report is to authorise the next steps to accept the grant and deliver the project.

Evidence will be captured to measure target outcomes, specifically:

- Reduced alcohol and/or substance misuse.
- Increased accommodation stability.
- Reduced levels of rough sleeping.
- Increased primary health engagement.
- Reduced A&E admissions and hospital stays.
- Improved mental health and well-being.
- Reduced levels of anti-social behaviour or criminality.
- Reduced public sector costs.

### **RECOMMENDATIONS:**

- (i) To delegate authority to the Chief Operating Officer to take all actions necessary to accept the grant and deliver the project.
- (ii) To accept, in accordance with Financial Procedure Rules, a grant of £398,952 from the Rough Sleeping Programme (2016/2020), and to act as Accountable Body for the project.
- (iii) To approve, in accordance with Financial Procedure Rules, revenue expenditure of £398,952 for the Rough Sleeping Project over 2016/17, 2017/18 and 2018/19 following receipt of the grant.

## REASONS FOR REPORT RECOMMENDATIONS

1. Under Financial Procedure Rules, the matter requires a decision in order to accept the grant award from the DCLG and deliver the Rough Sleeping project.
2. The project will tackle the complex, multiple factors that can drive treatment resistant drinkers and/or illicit drug users towards a life of entrenched rough sleeping. People who only intermittently engage with existing services or frequently fail to progress in their supported pathway, and whose behaviours result in on-going treasury costs. Grant funding will enable the project to co-join current provision and deliver over 24 months:
  - Intensive therapeutic intervention to support 40 adults new to rough sleeping or at risk of becoming homeless due to continuing addiction issues;
  - Dedicated assessment accommodation and access to private sector housing options;
  - A new 24-hour on-call crisis response service;
  - Personalised support plans and flexible personalisation budgets;
  - Improved risk assessment tools and discharge protocols;
  - In-service training for specialist and non-specialist staff working with rough sleepers.

## ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

### 3. **Reject the Grant Offer**

To not accept the Rough Sleeping Grant would result in the loss of external funding and cancellation of a proposed project to reduce levels of rough sleeping in the City.

## DETAIL (Including consultation carried out)

4. The DCLG established the £40m Rough Sleeping Programme (2016/2020) to assist Local Authorities implement targeted interventions that will address homelessness and rough sleeping in their area. The Programme has three strands:
  - *Homelessness Prevention Trailblazer* – to develop a network of areas to test innovative approaches.
  - *Rough Sleeping Grant Fund* – to enable areas to intervene early with rough sleepers before their problems become entrenched.
  - *Social Impact Bond* – to establish a financial investment tool to deliver preventable or early stage interventions that achieve improved outcomes and direct cashable savings.
5. An options appraisal undertaken by Council officers, Southampton City Clinical Commissioning Group, Public Health and Two Saints Day Centre, concluded local need would be best met by submitting a multi-agency partnership bid to the Rough Sleeping Grant Fund. A funding application for £398,952 was submitted on 25<sup>th</sup> November 2016. For reference, the maximum grant award advised was £400,000.

6. The Rough Sleeping Project will tackle the complex, multiple factors that can drive treatment resistant drinkers and/or illicit drug users towards a life of entrenched rough sleeping. People who only intermittently engage with existing services or frequently fail to progress in their supported pathway, and whose behaviours result in on-going treasury costs. The project will deliver change by establishing a new multi-agency 24-hour crisis prevention response to support 40 clients, over 24 months, specifically:
  - Homeless people new to Rough Sleeping in the City;
  - Transient former rough sleepers, currently living in hostel or private rented accommodation who, due to continuing addiction issues, are at risk of becoming homeless.
7. Southampton has a persistent issue of rough sleeping. Since the first *Homelessness Strategy* was adopted (2013) numbers of rough sleepers recorded in city and district centres has fluctuated. The average number sleeping rough doubled from 5 people in 2008/09 to 9.8 in 2012/13; increasing to 12.3 in 2015 and 13.6 in mid-2016. A comprehensive city-wide yearly count in November 2016 found 23 individual rough sleepers; 4 of whom were new to the streets.
8. Evidence shows the health of the homeless is among the poorest in our communities. 52% of homeless people surveyed use one or more type of illegal drug, 4% inject drugs and 3 out of 4 consume alcohol (Public Health, 2013). In profiling incidences of street begging, the Council's Street Homeless Prevention Team (SHPT) found many people had substantial substance misuse issues and difficulty in sustaining accommodation.
9. The proposed project will provide accommodation support, prevention, early intervention and resettlement. A team of 5 specialist support workers, seconded from homeless related services to Two Saints Day Centre, will scope all adults at risk of rough sleeping in the city and provide person-centred support within dedicated assessment accommodation provided by Two Saints. A personalised support plan with flexible personalisation budget will enable staff to deliver tailored solutions, including substance misuse treatment, mental health support, tenancy sustainment, budgeting, skills, and employment.
10. The project team will work with housing, hospital discharge and prison release to improve discharge protocols and manage transition to accommodation with treatment. Private sector housing options will help individuals, engaging with therapeutic interventions, to move on to appropriate housing with continuing intensive support to avoid evictions. A new 24-hour on-call crisis response will manage situations that may jeopardise accommodation stability.
11. A multi-agency operational group will co-design delivery and establish joint working protocols for the consistent and proactive identification and management of high impact clients. Partners include Southampton City Clinical Commissioning Group, Mental Health Services, Southampton Drug and Alcohol Recovery Partnership (SDARP), Hampshire Constabulary, Probation, Prison Services (Winchester), Housing Options, Southampton Landlord Forum, Borders Agency and Job Centre Plus.

12. The project will put in place a single system to capture data required to measure the following target outcomes:
  - Reduced alcohol and/or substance misuse.
  - Increased accommodation stability.
  - Reduced number of people returning to rough sleeping.
  - Increased primary health engagement.
  - Reduced A&E admissions and hospital stays.
  - Improved mental health and well-being.
  - Reduced levels of anti-social behaviour or criminality.
  - Reduced public sector costs.
13. A Project Steering Group comprising former rough sleepers, practitioners, commissioners and stakeholders, will own and assure project activity, monitor actions and progress, and review quality assurance data. Two Saints will oversee the management of seconded staff. The Council will take lead responsibility for monitoring and reporting results to the city's Homelessness Steering Group including partner agencies working to deliver the Homelessness Prevention Strategy and the DCLG.
14. Analytical, mutual learning, training and awareness raising outputs have potential to influence stakeholders and policy-makers at local and national level. A key output is the provision of an in-service training programme for specialist and non-specialist staff working with rough sleepers that will ensure transfer of knowledge and encourage uptake of crisis prevention protocols in mainstream services. Embedded learning will also help sustain outcomes and optimise return on project investment post project completion.

## **RESOURCE IMPLICATIONS**

### **Capital/Revenue**

15. The Rough Sleeping Project is to be funded through a single grant of £398,952 from the Rough Sleeping Programme (2016/2020) managed by the DCLG. The grant will be paid to the Council under Section 31 of the Local Government Act 2003 and in three instalments, one in Qtr.4 of 2016/2017, and two further tranches in 2017/18 and 2018/19.
16. The Council, as Applicant and Accountable Body, is required to work with the DCLG to share project data and results, and submit a progress report at the end of each financial year. Payment of grant instalments in 2017/18 and 2018/19 are subject to the project demonstrating satisfactory progress against the original proposal. The Project Steering Group will be responsible for monitoring potential risk of under-performance and appropriate mitigation.
17. 4 x Specialist Support Workers (1.0fte) and 1 x Project Manager (0.4fte) will be seconded from homeless related services to Two Saints Day Centre, subject to required skill sets.

18. The planned project expenditure is detailed in the table below:

|   | <b>16/17</b><br><b>£</b> | <b>17/18</b><br><b>£</b> | <b>18/19</b><br><b>£</b> | <b>Total</b><br><b>£</b> |
|---|--------------------------|--------------------------|--------------------------|--------------------------|
| <b>Staff costs</b>                                |                          |                          |                          |                          |
| 4 x Specialist Support Workers                    | 20,666                   | 124,000                  | 104,366                  | 249,032                  |
| 1 x Project Manager                               | 2,667                    | 16,000                   | 13,467                   | 32,134                   |
| <b>Operational costs</b>                          |                          |                          |                          |                          |
| Personalisation budget 40 clients @ £950          | 1,900                    | 19,000                   | 17,100                   | 38,000                   |
| <b>Other</b>                                      |                          |                          |                          |                          |
| Staff travel                                      | 576                      | 3,456                    | 2,880                    | 6,912                    |
| Monitoring & data collection                      | 1,500                    | 10,000                   | 8,500                    | 20,000                   |
| Crisis prevention training                        |                          | 4,550                    |                          | 4,550                    |
| Office costs                                      | 1,215                    | 7,292                    | 6,077                    | 14,584                   |
| Management & Administration<br>12% of staff costs | 2,800                    | 16,800                   | 14,140                   | 33,740                   |
| <b>Total</b>                                      | <b>31,324</b>            | <b>201,098</b>           | <b>166,530</b>           | <b>398,952</b>           |

### **Property/Other**

19. Two Saints Day Centre shall provide 9 units of dedicated assessment accommodation to support project clients as required, plus access to private sector housing options to enable individuals, engaging with therapeutic interventions, to move on to stable accommodation. The project is not expected to place any demands on Council accommodation during delivery or post completion.

### **LEGAL IMPLICATIONS**

#### **Statutory power to undertake proposals in the report:**

20. Local Government Act 2003. In order for the Council to accept the grant it is required to enter into a legal agreement with the DCLG who act as the Managing Authority of the Rough Sleeping Programme (2016/2020). Legal Services will assess and advise regarding the contractual obligations.

#### **Other Legal Implications:**

21. None

### **POLICY FRAMEWORK IMPLICATIONS**

22. This project will support two key outcomes in the Southampton City Council Strategy (2016-2020): people in Southampton live safe, health, independent

lives and Southampton is an attractive modern city where people are proud to live and work. The Housing Strategy promotes the city as a place that prevents homelessness and provides support for rough sleepers. The Homelessness Prevention Strategy (2013-2018) sets out the Council's commitment and plans to resolve and prevent homelessness and rough sleeping in Southampton. The Rough Sleeping Project has been developed in the context of local and national policy, specifically building on the work of the No Second Night Out and Making Every Contact Count initiatives.

|   |   |           |
|---|---|-----------|
| <b>KEY DECISION?</b>  | <b>YES.</b> Project results may impact upon communities living or working in an area comprising two or more wards.                                |           |
| <b>WARDS/COMMUNITIES AFFECTED:</b>  | <b>ALL</b>  |           |
| <u>SUPPORTING DOCUMENTATION</u>   |   |           |
| <b>Appendices</b>   |   |           |
| 1.  | None  |           |
| <b>Documents In Members' Rooms</b>  |   |           |
| 1.  | None  |           |
| <b>Equality Impact Assessment</b>   |   |           |
| <b>Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.</b> |   | <b>No</b> |
| <b>Privacy Impact Assessment</b>  |   |           |
| <b>Do the implications/subject of the report require a Privacy Impact Assessment (PIA) to be carried out.</b>               |   | <b>No</b> |
| <b>Other Background Documents</b>   |   |           |
| <b>Other Background documents available for inspection at:</b>  |   |           |
| <b>Title of Background Paper(s)</b>   | <b>Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)</b> |           |
| 1.  | None  |           |