

Bristol Homes Board

29th March 2017



Report Title: Funding to Support Homelessness Prevention and Reduction

Ward: Citywide

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Purpose of the report:

To update on three successful bid submissions to the Department of Communities and Local Government (DCLG). The total amount awarded is £2.559M. The awards are for:

- Homelessness Prevention Trailblazers Grant
- Rough Sleepers Grant
- Entrenched Rough Sleeping Social Impact Bond

These programmes are fully funded through the bids and no additional or matched BCC funding is required.

The Entrenched Rough Sleeping Social Impact Bond, a joint initiative with Bristol CCG and Safer Bristol, requires approval to carry out a competitive procurement process to select a partner to deliver the programme. There has been a delay in the publication of the terms and conditions for this funding so a separate report will be taken to May Cabinet to seek approval for this process and to award a 'payment by results' contract.

This report is for information only.

To note the receipt of funding and any grant conditions, and note a delivery programme for all three elements of the Department of Communities and Local Government Homelessness Prevention Funding Programme.



The proposal:

Policy

1. Tackling Bristol’s homelessness crisis is one of the key objectives of the 2017 – 2022 Corporate Strategy. Funding has been secured to deliver new, time limited services that will fit with Bristol’s existing strategic approach to preventing homelessness. The bids align with the Early Intervention approach - one of the three key objectives in the Housing Strategy. The Preventing Homelessness Strategy has 6 key objectives – four of these are directly relevant to the programmes being funded by the Department of Communities and Local Government (DCLG):
 - Minimise homelessness through early intervention³ by understanding and tackling the (often complex) reasons behind it, with special emphasis on young people.
 - Continue to assertively tackle rough sleeping; target those clients with complex, multiple needs.
 - Make more direct links between homelessness and the housing, health and wider policy agenda.
 - Ensure the right support is in place and that those ready to do so move-on promptly and reduce repeat homelessness.
2. Through designing and piloting a new approach to tackling entrenched rough sleeping we will work with partners to establish best practice to achieve system change for those with the most complex needs and reduce rough sleeping across the City.

Bristol’s 3 tier approach to preventing homelessness

3. The successful bids, and existing homelessness work, fit within Bristol’s 3 tier approach to preventing homelessness, created in line with the approach adopted as part of the wider Better Care agenda:
 - Help to help yourself (Tier 1) *Prevent*
Accessible, friendly, quick, information, advice, advocacy, universal services to the whole community, prevention.
 - Help when you need it (Tier 2) *Respond*
Immediate help, minimal delays, no presumption about long-term support, goal focussed.
 - Help to live your life (Tier 3) *Recovery*
Self-directed, personal budget based choice and control.

The diagram appended sets out to illustrate how the bid proposals fit with existing provision.

- **Homelessness Prevention Trailblazers**

Bristol’s Homelessness Prevention Team is reinvigorating its approach to preventing homelessness in the first place and has completed a service redesign as part of that approach, strengthening tier 1 of the model described. The first successful application, the Trailblazer bid, aligns closely with this work. Trailblazer will help us to work much more closely with private landlords, the families of young people and debt advice organisations, to tackle the most

common causes of homelessness, which intelligence tells us are private rental (assured) tenancies coming to an end and people being asked to leave the family home. We will analyse the routes into homelessness amongst our cohort in order to strengthen the tier 1 approach and prevent people from becoming homeless.

- **Rough Sleeping**

The rough sleeping grant aligns with Tier 2 – seeking to help those new to the streets, or at imminent risk of sleeping rough to the rapid support they need.

- **Entrenched Rough Sleeping – Social Impact Bond**

The Entrenched Rough Sleeping Social Impact Bond fund seeks to offer personalised support to individuals entrenched within the homelessness system - aligning with Tier 3 support

Homelessness Prevention Trailblazers

4. The homelessness prevention trailblazer grant seeks to establish a network of ambitious areas across England to fundamentally reform the response to homelessness. The funding Bristol has been awarded is £925,000 over a 2.25 year period (1st January 2017 to 31st March 2019).
5. Partners and key stakeholders include: Advice Centres for Avon, Children’s Services, Citizens Services (Housing Benefit Team) and Housing Options Service.
6. The programme will develop effective early intervention and prevention measures, using various predictive tools, and then make interventions with households most at risk of homelessness if their private rented sector tenancy came to an end. The programme will also target high risk groups to offer resilience training.
7. The services will be provided by the Council through the establishment of a new prevention team within Housing Options (building on the success of the Advice Plus project) and voluntary sector advice agencies.
8. The team within Housing Options will consist of Link Workers who will reach out to at risk families identified from housing benefit and Think Family data (to particularly work on increasing employability and access to work), Welfare Rights Advisers who will ensure all entitlements are accessed, a Case Coordinator to work across Early Help and Homelessness Prevention Team to prevent families becoming intentionally homeless and a data analyst/customer insight officer to ensure at risk households are identified and monitoring is carried out.
9. £225,000 of the total Trailblazer funding will be used as grant funding and allocated to North Bristol Advice Centre, South Bristol Advice Service, Talking Money, Bristol CAB and St Pauls Advice Centre (£40,000) per organisation and £25,000 to CHAS Bristol which is small specialist housing advice agency dealing with complex cases that if not resolved would lead to homelessness. Each of these agencies will be required to deliver increased HAPIs (housing advice performance indicators as measured through the statutory dataset P1E) over and above the outcomes delivered through the Bristol Impact Fund.

10. Extensive monitoring of Trailblazer activity, outputs and outcome is required by DCLG as well as wider Homelessness Prevention Team activity and we are currently negotiating on what is feasible. BCC will be part of a DCLG coordinated group comprising all local authorities that are in receipt of Trailblazer funding to ensure exchange of learning and wider dissemination of the results.

Rough Sleeping Grant

11. This is a joint project with North Somerset to develop a rapid assessment and reconnection/mediation/tenancy rescue service for people new to the streets (No First Night Out), operating 5pm-11pm daily. Funding awarded was £382,867 over 2.25 years.
12. The service will be run by voluntary sector agencies and assess people either by phone, online or presenting at specific drop-ins – in partnership with day centres, Night Stop and existing shelter provision. The service will run 5pm-11pm each evening, including an outreach worker based at the Julian Trust Night Shelter. The funding also covers some data analysis work to help inform more effective targeting of resources.
13. The North Somerset assessment service will complement this work. North Somerset does not currently operate to No Second Night Out standards. The grant will also fund an NSNO worker who will ensure clients have clear paths off the streets. There will also be telephone access to the assessment service in Bristol and some use of Bristol assessment centre / night shelter provision.
14. Partners and key stakeholders include: North Somerset Council; Bristol Royal Infirmary; Bristol CCG; Citizens with Experience and; Bristol Rough Sleeping Partnership. Initial meetings have been held with partner organisations and a grant agreement is currently being drafted. The main recipient of the grant will be St Mungo's who also hold the contract for the Rough Sleeper service. There is also some funding for BCC for data analysis work (a joint post between the three projects) and funding for office space at Caring in Bristol. St Mungo's will work with, and liaise with, partner organisations that come into contact with people who will be homeless that night. And provide 24 hour access to a Safe space as the first point stage in moving into other accommodation to prevent rough sleeping.
15. The funding for this project has already been received and it is intended the project will start before the end of March 2017.

Entrenched Rough Sleeping Social Impact Bond Funding

16. The third successful application was for an Entrenched Rough Sleeping Social Impact Bond fund. The amount of funding awarded over four financial years was £1,125,000 for the payment by results element of the Social Impact Bond. In addition, the overall award includes a further £50,000 set-up costs, £15,000 per annum for ongoing quality monitoring and £16,000 to conduct an independent evaluation.
17. A Social Impact Bond is a contract with the public sector whereby it pays for better social outcomes (in this case around entrenched rough sleeping) and passes on part of the savings achieved to investors. A Social Impact Bond (SIB) is not a bond, per se, since repayment and return on investment are contingent on the achievement of desired social outcomes; if the objectives are not achieved, investors receive neither a return nor repayment of principal. This is a payment by results model.

18. For this SIB, the intention is that the local authority will commission a provider organisation to deliver an intervention programme for entrenched rough sleepers. This organisation will need to demonstrate that it has investors in place to provide the initial funding for the programme. As the agreed outcomes are achieved and demonstrated the local authority draws down payments from the DCLG that can then be passed on to the provider organisation and their investors. The DCLG are covering the full cost of the outcome payments in this SIB.
19. The proposal is to commission services specifically targeted at a named cohort of entrenched rough sleepers who the current system is failing. The commissioned service will provide additional personalised and flexible support for these individuals funded by payments from the DCLG with a 100% Payments by Results contract. We will be building on learning from the London SIB programme that has had a significant impact on keeping longer term rough sleepers off the street.
20. The outcome payments criteria and rates have been set by the DCLG. The payments are linked to achieving better outcomes in three domains: accommodation, better managed health needs and entry into employment. More details are attached in appendix 2.
21. We have identified a potential cohort of 125 longer term rough sleepers.
 - 75% of this cohort are male
 - average age is 33 – with half under 30
 - 55% are known to drug and alcohol treatment services (38% for more than three years).
 - 20% are in 'shared care', i.e. they have an open methadone prescription and being seen regularly by their shared care worker.
 - 76% had committed a criminal offence since April 2007. These individuals had collectively been linked to over 1,300 offences since April 2007, around half of which were theft/handling stolen goods.

The final cohort included in the SIB will be identified through a fresh look at our existing rough sleeper database and HSR. To include people who meet the criteria and have been sleeping rough for long periods and/or have had repeated unplanned departures from supported housing. It will exclude ineligible cohorts, those currently actively engaged with services or receiving services from Golden Key.

Exit Strategy & Potential Cost Savings

22. The DCLG is fully funding the SIB in Bristol (along with seven other programmes across the country) to look at how effective this approach is to tackling these entrenched issues. This programme should also help quantify cost avoidance/savings across the public sector.
23. We have a good track record of sustaining successful initiatives. Where there is strong evidence that a particular approach is successful (e.g. psychologically informed environments) we have adopted it and outcomes have improved accordingly. We intend this SIB to contribute to a local evidence base about effective outcomes which can drive efficiency savings, service improvements, and adopted in future commissioning.
24. The programme should also highlight any potential cost savings to the wider public purse. For example the 'costs' to the criminal justice system (police/courts/probation etc.) are estimated to be around £60,000 (this links to offences associated with the identified cohort in the 12 month period

ending October 2016). Being able to evidence wider savings to the criminal justice service, (or to the health service – for example in reduced A&E admissions) could lead to contributions from those commissioners into the funding of our future services.

Procurement

In order to select a delivery partner we propose to undertake a competitive procedure with negotiation to identify an experienced and innovative provider organisation to deliver the required outcomes - and demonstrate that they have the necessary social investor/s in place. Initially DCLG indicated that the provider needs to be competitively selected and in a position to start the programme by October 2017. Due to the delay in sending out funding terms and conditions it is likely that the required start of the programme will be moved back to December 2017.

Governance

25. A governance structure is being finalised to oversee all three programmes. This Board will include representatives from the council, Safer Bristol, the CCG and Bristol's homelessness expert citizens group (people with lived experience). There will be regular updates to the Homes Board through the Early Intervention and Preventing Homelessness Challenge Group.

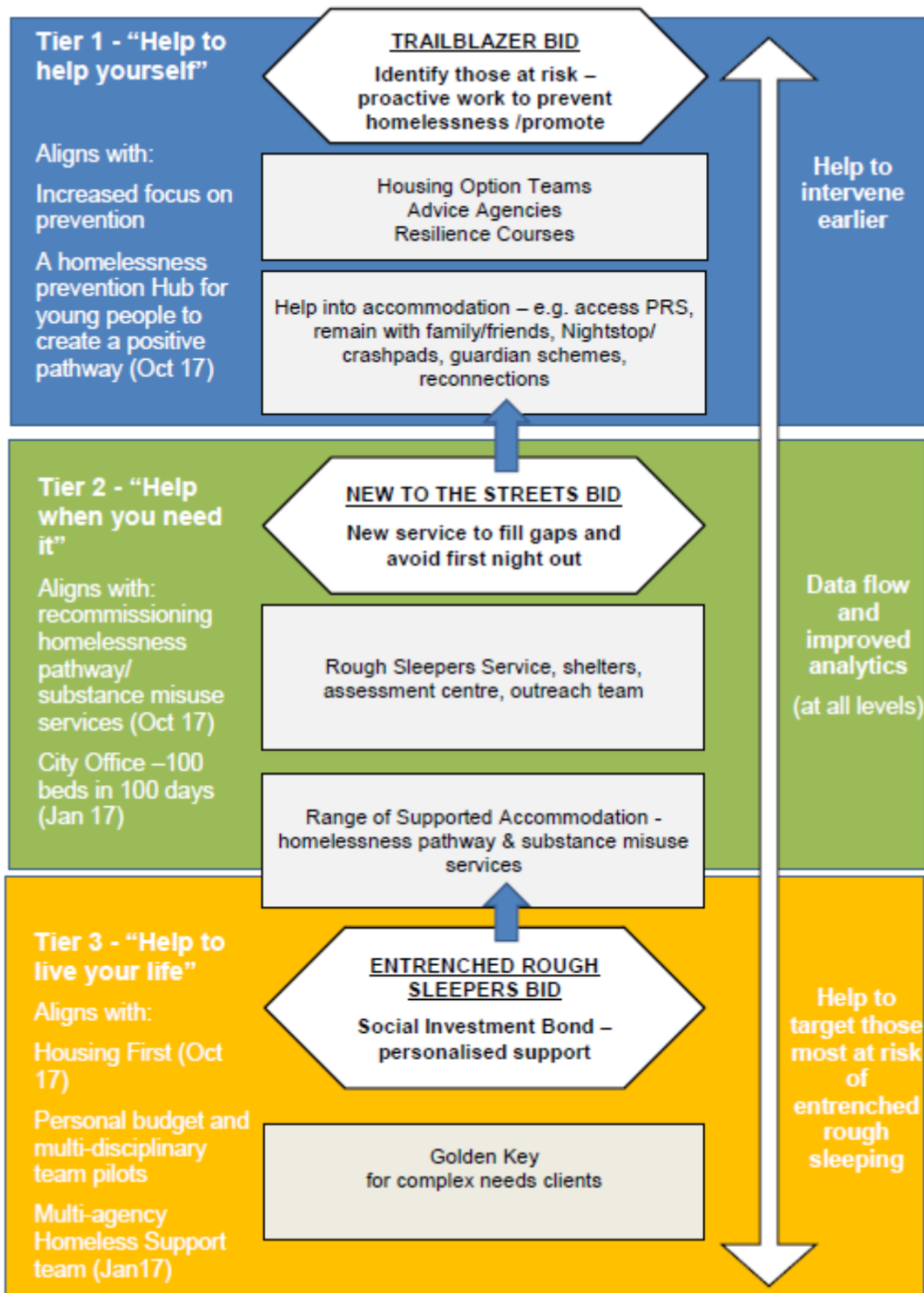
IT/Data Sharing and Information Governance

26. IT requirements, data sharing implications and Information Governance issues are currently being explored. This is to include a secure electronic platform for SIB data collection and data sharing protocols and requirements. The CCG have proposed that a project wide Privacy Impact Assessment be completed. A data collection and sharing agreement with the DCLG is still to be agreed.

Grant Terms and Conditions

27. The Homelessness Prevention Trailblazers Grant and the Rough Sleeping Grant funding have been awarded as Section 31 grant, on similar terms and conditions to the annual Preventing Homelessness Grant.
28. The terms and conditions for the Entrenched Rough Sleepers SIB funding are still outstanding but should be confirmed by the end of March.

Appendix 1



Appendix 2 – Outcomes Payments

DCLG will make payment only on the achievement of the following outcomes at the following rates, as reported by the lead local authority:

	Outcome	Rate
Accommodation	Entering accommodation	£600
	3 months in accommodation	£1,500
	6 months in accommodation	£1,500
	12 months in accommodation	£2,600
	18 months in accommodation	£2,500
	24 months in accommodation	£1,800
Better managed needs	General wellbeing assessment x3	£100
	MH entry into engagement with services	£200
	MH sustained engagement with support	£600
	Alcohol misuse entry into alcohol treatment	£100
	Alcohol misuse sustained engagement with alcohol treatment	£1,100
	Drug misuse entry into drug treatment	£120
	Drug misuse sustained engagement with drug treatment	£2,600
Entry into employment	Improved education/training	£500
	Volunteering/self-employed 13 weeks	£400
	volunteering/self-employed 26 weeks	£800
	Part time work 13 week	£1,900
	Part time work 26 week	£1,800
	Full time work 13 weeks	£2,400
	Full time work 26 weeks	£2,200