



Date: 29 March 2019

To the Cabinet Member for Housing and Equalities

To accept grant funding from the Ministry of Housing, Communities and Local Government – Rapid Rehousing Pathway Early Adopter Programme for Rough Sleepers

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Councillor Glyn Jones	All	Yes

EXECUTIVE SUMMARY

1. The Council, on behalf of the Team Doncaster Strategic Partnership - Complex Lives Alliance, has been successful in making a grant fund submission to the Ministry of Housing, Communities and Local Government (MHCLG) to become an 'Early Adopter' to establish a Rapid Rehousing Pathway for Rough Sleepers. The purpose of this report is to seek approval to accept grant funding from the Ministry of Housing, Communities and Local Government (MHCLG).
2. MHCLG has created a grant fund programme for local authorities to work in innovative and creative ways to end rough sleeping. Doncaster has been selected as one of only forty two local authorities to become Early Adopters to establish a rapid rehousing Pathway for rough sleepers under the following criteria:-
 - Set up a **Local Lettings Agency** (in Doncaster's case building on the existing St Leger Lettings service) to foster stronger relationships with landlords and make more efficient use of private rented accommodation to develop where possible a portfolio of housing for rough sleepers.
 - **Specialist Navigators** to help people who sleep rough to access appropriate services get off the streets and into settled accommodation. This will be achieved by the extension of the existing complex lives navigators.
 - Provide **Supported Lettings** by creating flexible floating support help people at risk of rough sleeping.

3. The intention was for a 1st April 2019 start, but following discussions with MHCLG, the Council has identified areas where mobilisation can be accelerated and therefore the estimated costs in 2018/19 will be £14,774 and in 2019/20 will be £513,392, subject to approval and funding by MHCLG. The overall total grant is £528,166. Our aim is to move swiftly to mobilise and implement a rapid rehousing pathway for the three elements – Navigators, local lettings agency and tenancy support.

EXEMPT REPORT

4. This is not an exempt report

RECOMMENDATIONS

5. For the Cabinet Member for Housing and Equalities to approve acceptance of grant funding from the Ministry of Housing, Communities and Local Government (MHCLG) for 2018/19 and 2019/20 totalling £528,166.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

6. This work will build upon a robust and innovative partnership approach to the delivery of an integrated homelessness/rough sleeper's pathway, crucially enabling key gaps to be filled and new approaches tested. It places a focus on very complex cases and on tertiary prevention, specifically focused on particularly vulnerable groups.

BACKGROUND

7. Doncaster has previously been 'off the radar' in terms of prioritisation for government action and resourcing to address rough sleeping, but the past two years have seen rising challenges related to rough sleeping. This has been mostly centred on Doncaster town centre and has been connected with growing public, business and public service concerns. Reflected in this increase in numbers is a significant challenge in terms of the level of complex needs of people still on the streets or 'in and out of the system.'
8. The response to this growing challenge has been the establishment of the Doncaster Complex Lives Alliance, which is a mature, robust and creative partnership of agencies working to deliver a highly integrated approach to support for people who have become locked in a cycle of homelessness, rough sleeping, addiction, offending behaviour, poor physical and mental health – often underpinned by deep trauma.
9. In late 2018, MHCLG invited applications from local authorities to be Early Adopters to apply for funding to support the local establishment or enhancement of a Rapid Rehousing Pathway for rough sleepers. The emphasis was on areas who can deliver quickly and have good local relationships in place. Therefore, the robust and systemic approach to delivery of the Complex Lives Alliance, at the core of which is a Complex Lives integrated delivery team, was well suited to make an application for three Early Adopter categories:-

- **Local Lettings Agency** - fostering stronger relationships with landlords and make more efficient use of private rented accommodation. This will be developed by building on the existing St Leger Lettings service.
- **Specialist Navigators** - to help people who sleep rough to access appropriate services, get off the streets and into settled accommodation
- **Supported Lettings** – flexible floating support and tenancy sustainment support.

Summary details of the application

10. Within Doncaster we have a cohort of rough sleepers who, for a number of mutually reinforcing reasons are reluctant to enter the traditional supported housing pathways, find difficulty accessing the private rented sector due to their history / behaviour and therefore feel excluded from any accommodation offer.

Local Lettings Agency

11. The proposal is to expand the current St Leger Lettings agency to enable a specific focus on this cohort. This will deliver impacts and outcomes for rough sleepers directly and create a new housing offer for individuals to access private rented housing and create more appropriate options for individuals and support the ‘move in – move on – move out’ culture within the resettlement pathways. It will improve accommodation planning for people rough sleeping and provide greater opportunity to break cycles of offending and rough sleeping.

12. To deliver this objective, the existing St Leger Lettings Agency will be enhanced by two Local Lettings Officers, and one Single Point of Access Officer. There will also be a £15K p.a. rent guarantee fund. St Leger Lettings has established recruitment routes and job descriptions, which can be easily adapted to enable this development.

Navigators

13. The proposal is to add four Navigators to our integrated Complex Lives Team, which currently has Three MEAM (Making Every Adult Matter) workers and three Navigators working alongside specialist staff in housing, mental health, drug and alcohol support, offender management and benefits. It has been agreed with MHCLG that one of the four Navigator posts will be employed as a MEAM Specialist Caseworker Worker capable of working with a smaller number, but more complex cases. The existing multi-agency Complex Lives Team will assist the Navigators and MEAM Workers to maintain a strong focus on supporting former rough sleepers to stabilise them within the pathway once they are engaged in it.

14. The focus of the additional Navigators will be geared to providing targeted and dedicated support to a number of key areas of tertiary prevention – i.e. where we know there are significant prospects of people falling easily into rough sleeping and where proactive work is required to prevent this. In terms of impact on numbers of rough sleepers, we estimate that the three additional Navigators will provide capacity to work with and support an additional 45-55 people. There are agreed job descriptions that will be used to recruit the Navigators. We also have existing routes to recruitment for assertive outreach workers.

Supported Lettings

15. We have identified the case for tenancy sustainment workers as a key gap in our pathway with a particular focus on tertiary prevention (i.e. working with people we know to be at risk of rough sleeping, at key moments when relapse is more likely, such as prison release, leaving care, fleeing domestic abuse). The proposal is to create a commissioning fund that will create capacity for 6 full time equivalent tenancy sustainment workers this creates capacity to provide preventive support to 60 vulnerable and at risk people who will be able to move to existing properties providers hold.
16. The aim is to make more properties available and/or making existing properties available to people who have had more complex journeys. This reflects feedback we have had from commissioned, non-commissioned and private rented sector providers about the limitations on their current ability to extend their supply of properties and/or to effectively support and take more challenging cases and referrals.

Implementation and mobilisation

17. A service development tracker/action plan has been created to track and record progress. This service development tracker will be reported to the integrated complex lives and town centre management – Gold / Silver / Bronze governance structure. The Silver group will take responsibility for monitoring performance.
18. Where accommodation requirements are involved, this will be achieved by diversity across the borough and aligned to user choice that provides a supportive place to rehabilitate.
19. Exit Strategy – the Integrated Care Partnership Leadership Team will be considering the future delivery model and future commissioning and financing arrangements for Complex Lives, including consideration of cost benefits/return on investment. There is no commitment from MHCLG that funding will be continued beyond 2019/20, but it is assumed that further information will become available when the MHCLG financial settlement is determined. This will be kept under review and any change implications and mitigation for 2020/21 will be reported through the governance structure.

OPTIONS CONSIDERED

20. This report covers a range of developments that fit the MHCLG Rapid Rehousing Pathway for Rough Sleepers Prospectus. All developments have been identified through action learning from the Complex Lives work to date. In each case they are regarded as the best available options to enhance the model in ways that respond to local context and learnings.
21. At a strategic level the options considered and rejected have been:-
 - i) To not accept the grant fund and continue to operate the Complex Lives model on an 'as - is' basis. This is not recommended, as it would not respond to some key

identified gaps or accelerate our work to develop effective pathways to resettlement and rehabilitation for rough sleepers.

- ii) To accept the grant fund (recommended option) that will enable and resource the development of the Complex Lives model and the wider approach to tackling the growth of homelessness and rough sleeping alongside diversifying and extending the range of accommodation options available.

REASONS FOR RECOMMENDED OPTION

- 22. To accept the grant fund (recommended option) that will enable and resource the development of the Complex Lives model and the wider approach to tackling the growth of homelessness and rough sleeping alongside diversifying and extending the range of accommodation options available.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

	Outcomes	Implications
	<p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment 	<p>The proposals will support the re-integration of people with complex lives back into the social and economic mainstream over time.</p>
	<p>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	<p>The proposals will directly impact on the health and independence of people with complex lives.</p>

<p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> • Every child has life-changing learning experiences within and beyond school • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work 	<p>The proposals will help to modernise and integrate the approach to supporting people with complex lives, reducing demand and costs of acute interventions. It will connect to the operation of the Stronger Families model, which is the preventative level of work on complex lives.</p>
<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes 	<p>The proposals will help to modernise and integrate the approach to supporting people with complex lives, reducing demand and costs of acute interventions. It will connect to the operation of the Stronger Families model, which is the preventative level of work on complex lives.</p>
<p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents • Building community resilience and self-reliance by connecting community assets and strengths • Working with our partners and residents to provide effective leadership and governance 	<p>The proposals will help to modernise and integrate the approach to supporting people with complex lives, reducing demand and costs of acute interventions.</p>

RISKS AND ASSUMPTIONS

The key risks and assumptions associated with the recommendation in this report are:-

- The real potential for escalation of concerns and risks facing people who are rough sleeping and with complex lives and to the town centre unless positive and comprehensive action is taken. The comprehensive actions proposed alongside the existing work of the Complex Lives Alliance will provide a response to manage that risk.
- The need to ensure effective multi-agency action to manage the implementation of the complex lives model and to enable people to access support services. This will be managed through an implementation plan and through wider action to support people through the Complex Lives Alliance.

LEGAL IMPLICATIONS [PC 21.02.19]

23. Section 1 of the Localism Act 2011 provides the Council with a general power of competence, allowing the Council to do anything that individuals may generally do. Section 111 of the Local Government Act 1972 gives the Council the power to purchase goods and services.
24. The Homelessness Reduction Act 2017 places duties on local authorities to intervene at earlier stages to prevent homelessness in their areas and requires housing authorities to provide homelessness services to all those affected, including those who have 'priority need'.
25. Under the Care Act 2014 the Council must provide or arrange services that help prevent people developing needs for care and support or delay people deteriorating such that they would need ongoing care and support.
26. Legal Services is to be consulted regarding the terms and conditions of the MHCLG grant. The grant must be administered in strict compliance with the MHCLG terms and conditions to avoid any clawback of the grant. The Council will also enter into a Memorandum of Understanding which will document the working arrangements between MHCLG and the Council for this project.
27. For the proposals that recommend the expansion of the staffing complement S112 of the Local Government Act 1972 allows a local authority to appoint such officers as are necessary for the proper discharge of its functions, on such reasonable terms and conditions as it thinks fit. Salary grade should be determined by job evaluation. As these posts are likely to be funded posts consideration should be given to establishing them as temporary contracts for a fixed term in line with the funding. If the length of the contract exceeds 1 year upon termination the Employee may be entitled to be placed on the redeployment register and after 2 years may be entitled to a redundancy payment. It is important that sight is not lost of the Council's recruitment, retention, and vacancy management policies, which should be followed.

FINANCIAL IMPLICATIONS [CA 20.02.19]

28. FPR E.10 states 'The Council may receive external funding after the budget for the year has been approved. Any new grant received in the financial year in excess of £50,000 unless there are conditions attached, will be classed as a corporate resource unless a business plan prepared by the relevant Director, in consultation with the relevant portfolio holder for Finance & Corporate Services, is approved by the Management Team within reasonable timescales agreed with the CFO.'
29. This report and supporting bid to MHCLG constitute the business plan.
30. There are conditions attached to the funding and monthly reporting is required as set out in the MOU. MHCLG will pay less than the specified amount if the Council slips on mobilising interventions or if spend deviates from the plan
31. Now that the Early Adopters have recently been identified, MHCLG are keen for

Councils to mobilise as soon as possible to receive funding in 2018/19. Given the timescales involved for recruiting and seconding staff, the Council were aiming for a 1st April 2019 start date, however following discussions with MHCLG, the Council has identified areas where mobilisation can be accelerated and therefore the estimated costs in 2018/19 will be £14,774 subject to approval and funding by MHCLG.

32. The full cost of the scheme in 2019/20 is expected to be £513k (see breakdown below) and will be fully funded by the MHCLG Rapid Rehousing Pathway Grant, assuming spend is according to plan. Any deviation from the plan should be signed off by MHCLG in advance.

	2018/19	2019/20	Total
Navigators	9,858	193,458	203,316
Local Lettings	4,916	113,384	118,300
Supported Lettings	0	206,550	206,550
	14,774	513,392	528,166

HUMAN RESOURCES IMPLICATIONS [BT 21.02.19]

33. The MEAM Navigator posts within this proposal are established DMBC Grade 7 posts evaluated under the GLPC Job Evaluation system under JE ID 7355 and the MEAM Specialist Caseworker at Grade 8 under JE ID7354. These posts should be recruited to under the Council's Safer Recruitment policies and procedures, initially been made available to any suitable Redeployees registered on the Retraining & Redeployment 'Skillsbank.' New posts should be created on the HR Portal within the Complex Lives Staffing Establishment for these DMBC posts.

34. Employees who were employed before 6 April 2012 and have 1 year's continuous service, or after 6 April 2012 and have at least two years continuous service, accrue employment rights. Employees who complete 2 years continuous service accrue rights to a redundancy payment.

35. Fixed-term employees have the right not to be treated less favourably than comparable permanent employees because they are on a fixed-term contract. This means you must treat fixed-term employees the same as comparable permanent employees unless there are 'objectively justifiable' circumstances for not doing so (i.e. there is a genuine, necessary and appropriate business reason). This means the same or equivalent (pro-rata) pay and conditions, benefits, pension rights and opportunity to apply for permanent positions within the business.

36. Under the Fixed-term Employees (Prevention of Less Favourable Treatment) Regulations 2002, employees who have been on a fixed-term contract for four years or longer will usually be legally classed as permanent if their contract is renewed or if they are re-engaged on a new fixed-term contract.

37. The only exemptions are when employment on a further fixed-term contract is

objectively justified to achieve a legitimate business aim or when the period of four years has been lengthened under a collective or workplace agreement.

TECHNOLOGY IMPLICATIONS [LH 21.02.19]

38. A proposal to enhance the capturing of information in reference to rough sleeping individuals was agreed by the Technology Governance Board (TGB) in January '19. Digital Transformation & ICT have worked with the business to deliver these capabilities as part of modifications to the existing Complex Lives technology. Any further technology or further changes to the existing technology in use (particularly around the capturing of data and electronic reporting) that are required to support the delivery of the Rapid Rehousing Pathway would need to be considered by a further bid to TGB.

HEALTH IMPLICATIONS [HC 21.02.19]

39. The approach should improve and protect health inequalities. Decision makers will want to be aware of impact of the approach and how measuring outcomes is robust. The approach will be cost effective, and decision makers should ensure any ongoing impact is monitored.

EQUALITY IMPLICATIONS [PH 20.02.19]

40. Decision makers must consider the Council's duties under the Public Sector Equality Duty at s149 of the Equality Act 2010. The duty requires the Council, when exercising its functions, to have 'due regard' to the need to eliminate discrimination, harassment and victimisation and other conduct prohibited under the act, and to advance equality of opportunity and foster good relations between those who share a 'protected characteristic' and those who do not share that protected characteristic.

CONSULTATION

41. Partner agencies in the Complex Lives Alliance have been consulted and have expressed support for the proposals.

BACKGROUND PAPERS

42. Rough Sleeping Strategy: Rapid Rehousing Pathway Prospectus

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