

# Approval to award grant capital funding to Turning Lives Around Ltd for building renovation as part of the delivery of the Single Homeless Accommodation Programme.

Date: 20<sup>th</sup> November 2024

Report of: Head of Commissioning

Report to: Director of Communities, Housing and Environment

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

## Brief summary

The Council has been successful in bidding under the Government Single Homelessness Accommodation Programme (SHAP) and has been awarded a grant of up to £6,544,976.00 from the Ministry of Housing, Communities and Local Government (MHCLG) and Homes England for three years.

A previous key decision was made to accept this grant funding on 21<sup>st</sup> February 2024. SHAP will be managed by officers within Adults and Health Commissioning, in partnership with third sector organisations and strategic partners who will provide the building, staffing and resources to individual elements of the service.

This report seeks approval to award grant capital (S31) funding to Turning Lives Around Ltd to renovate an existing building to create 5 self-contained tenancies for young people with complex needs who are at risk of rough sleeping - £146,000 to be awarded 11<sup>th</sup> September 2024 and spent by 31<sup>st</sup> March 2025.

## Recommendations

- a) The Director of Communities, Housing and Environment is recommended to approve the award of MHCLG SHAP grant of up to £146,000 to Turning Lives Around Ltd (TLA) by way of a grant agreement towards capital funding costs of the Single Homeless Accommodation Programme project. The Grant Agreement will commence on 11<sup>th</sup> September 2024 and will end on 31<sup>st</sup> March 2025.
- b) It is noted that this report follows an earlier decision taken on 21<sup>st</sup> February 2024 that sought the approval to accept £6,544,976.00 funding from MHCLG and Homes England for SHAP.

## **What is this report about?**

- 1 The Government Rough Sleeping Strategy was published in September 2022, and following this the Single Homelessness Accommodation Programme (SHAP) was announced providing over £200M nationally to deliver targeted support to people with the longest history of rough sleeping and the most complex needs, and to support vulnerable young people at risk of rough sleeping and homelessness. The prospectus included revenue funding towards support costs, and capital funding for property. Leeds was successful in both bids, securing a total of £6,544,976.00 funding from the Ministry of Housing, Communities and Local Government (MHCLG) and Homes England for SHAP. Approval to accept this funding was subject of a previous Key Decision made on 21<sup>st</sup> February 2024, reference D57189.
- 2 SHAP is targeted to address the support needs of the most entrenched rough sleepers and those with the most complex needs, who have experienced multiple periods of homelessness and unsuccessful interventions by existing provision. Many of the young people will have a background in care, experienced trauma and a history of failed placements. This core is designed and intended to provide a 'home' with no move on expectations.
- 3 The new SHAP model will be innovative and deliver accommodation and support which is person centred, trauma informed, and seeks to break the cycle of homelessness, leading eventually to independent living and stable accommodation.
- 4 It will provide 44 units of accommodation comprising of 14 core units and 13 dispersed units for adults, and, 5 core units and 12 dispersed units for young people. This report is in relation to the 5 core units for young people which is to be provided by TLA.
- 5 TLA have been awarded £146,000 to renovate a building they own into 5 individual flats for vulnerable young people.
- 6 TLA have complied with MHCLG terms and conditions which require them to access 95 % the funding up front; they have already appointed a contractor to complete the renovation. The remaining 5% will be paid on completion, which is expected to be by 31<sup>st</sup> March 2025.
- 7 It will provide 5 self-contained flats under one roof, each flat with their own kitchen and bathroom area. The building will have disabled access on entrance and will host a small staff office and small communal area allowing space for residents to collaborate and staff to co-locate. The property will be in line with improved energy performance and provide additional, modern, supported housing that meets standard homes requirements.

## **What impact will this proposal have?**

- 8 Leeds is working to reduce the number of people with multiple disadvantages who are rough sleeping. We have a co-ordinated street support approach to this which includes a vast number of services and skill within the city but there is a need for additional accommodation and support.
- 9 This decision will add 5 additional units to the Housing Related Support portfolio in Leeds that is part of our commissioned and grant awarded provision. This will give the Council 5 additional units, which will in turn help support and alleviate pressures around the increasing number of young rough sleepers in the city and offer a longer term supported tenancy to prevent those aged 18-25 who are at risk of rough sleeping as adults.
- 10 This decision will allow us to address the gaps in current homeless pathway provision and provide early intervention for young people at risk of long term rough sleeping, by addressing their most complex needs, in order to help them recover from rough sleeping and its associated traumas, for good.
- 11 This is one of several reports that will be made to approve allocation of grant funding to the partner organisations who will be involved in delivery of the SHAP project.

## How does this proposal impact the three pillars of the Best City Ambition?

Health and Wellbeing

Inclusive Growth

Zero Carbon

- 12 Reducing the scale and prevalence of rough sleeping remains a priority for the city and at the core of our ambition is preventing rough sleeping happening in the first place. This vision is underpinned by three key approaches: Prevention; Intervention; Recovery with the desired collective outcome that: People 'move in' to appropriate and suitable accommodation; People 'move-on' by accessing the right support at the right time, to aid their personal recovery and as a result fewer people return / end up on the street and feel socially connected to their neighbourhood.
- 13 Health and Wellbeing: People who are rough sleeping are highly likely to have been seriously affected by events, conditions, and trauma over a prolonged period leading to homelessness, alongside other complex issues. They may present frequently at emergency health care facilities, hospital, drug and alcohol services, or mental health services. The wrap around specialist support model integrated within SHAP will link housing with health and other services within the community that can provide for all support and medical needs and thus prevents escalation for acute or crisis interventions.
- 14 Inclusive Growth: The 'community' element of SHAP takes on an asset-based community development approach to re-housing people who are at risk of repeat homelessness, embedding 'community' into their recovery journey and reducing the likelihood of people returning to rough sleeping. The wrap around support network in SHAP will tackle poverty and isolation and promote an individual's strengths by engaging them in local community ventures as well as exploring education, training and employment opportunities for both young people and adults.
- 15 Zero Carbon: The property acquisition of SHAP shall directly contribute towards the council's commitment to making the homes we live in more environmentally friendly and energy efficient.

## What consultation and engagement has taken place?

Wards affected: Beeston and Holbeck

Have ward members been consulted?

Yes

No

- 16 Consultation has taken place with the Executive Member for Housing since June 2023 about the opportunity for SHAP funding, the proposed content of bids and the expected outcomes for the city. Regular updates will be provided to the Executive Member during mobilisation and delivery of the project.
- 17 Officers within Adults and Health Commissioning have worked closely with third sector support providers who deliver existing services which support people who are homeless or rough sleeping so that any SHAP service complements existing provision.
- 18 Local Ward Members were consulted directly by Turning Lives Around Ltd on the 29<sup>th</sup> of July 2024 and will be updated on any pertaining matters in their ward areas as the build progresses.
- 19 The SHAP model has been developed through an extensive period of consultation looking at local and national best practice, lessons learnt from existing services, front line staff currently support rough sleepers and clients with lived or lived in experience of homelessness and rough sleeping. The model was coproduced within the Silver Street Support Governance Structure and ongoing consultation will take place with partners and clients with lived or lived in experience to ensure that we adapt, learn and flex the service as it moves through its delivery.

- 20 The services involved in delivery and officers within Adults and Health Commissioning will continue to update Executive members and communicate with the community and the services within them to minimise any negative impacts, promote positive publicity and address stigma surrounding people who sleep rough.

### **What are the resource implications?**

- 21 It is recognised that the Council is in a challenging financial position, however the SHAP grant funding is received in addition to Council allocations from central government, therefore does not create a budget pressure for the Council and statutory support needs to remain in place for people who are homeless, or at risk of homelessness. The services such as SHAP help people immersed in trauma to secure accommodation and support, and reach their potential, generating a wider saving to other services in the city such as the criminal justice system, emergency services, high-cost temporary housing, hospitals and health care services.
- 22 The full capital cost of £146,000 for the project will be fully met by the MHCLG SHAP budget.
- 23 Monitoring processes will be put in place by the Adults and Health Commissioning Team to ensure compliance with the grant conditions, value for money and quality delivery from the duration of the grant. Payment will be based on actual costs monitored via the submission of financial returns by TLA and will not exceed the amount approved in this report.

### **What are the key risks and how are they being managed?**

- 24 Payments made to Turning Lives Around (TLA) will follow requirements of the MHCLG and Homes England Bid, which will be managed by Adults and Health Commissioning, mitigating any potential financial penalties from MHCLG around delivery timescales.
- 25 There are regular meetings with MHCLG around timescales or complications in delivery that will address any slippage or potential financial penalties that minimises the financial risk to Leeds City Council.

### **What are the legal implications?**

- 26 This decision is a direct consequence of a previous key decision that was published on the list of forthcoming key decisions on 20th November 2023 and was subject to call in. The Key decision was published on 21st February 2024 and a link to this report is provided under 'Background papers'.
- 27 Therefore, a publishable admin decision is sufficient for this grant and the value is below £500k.
- 28 As this is a grant it is not subject to the Council's Contracts Procedure Rules or within the Public Contracts Regulations 2015, but good practice and transparency will be observed throughout. Although there is no obligation for the recipient to carry out the recipient's objectives (purpose) and therefore has no contractual liability to the funder, the Council may suspend, withhold or clawback any funding which it deems the recipient to have misspent or used in any manner which it deems inappropriate. The recipient must also return any unused (surplus) funding at the end of the grant period.
- 29 There is no overriding legal obstacle preventing the award of the grants and the contents of this report should be noted. In making their final decision, the Director of Communities, Environment and Housing should be satisfied that the course of action chosen represents best value for the Council.
- 30 An assessment has been made of this decision in relation to the Subsidy Control Act 2022.
- 31 It is considered the acceptance of grant funding into the Council does not apply to the Act. Following completion of the Subsidy Assessment Form three of the five stage tests were

assessed as negative which concludes that the Council is not granting a Subsidy and the Subsidy Control regime will not apply.

## **Options, timescales and measuring success**

### **What other options were considered?**

- 32 In March 2023, an offer was made to third sector organisations and registered housing providers in Leeds to partner with the Council in submitting a joint bid, but the response was insufficient to enable this to progress.
- 33 A multi-disciplinary team (MDT) who are members of the Silver Street Support Governance Structure was formed to respond to the SHAP bid in order to address entrenched rough sleeping in the city.
- 34 The MDT split into smaller task and finish groups to explore in detail, 'accommodation options', 'support roles and provision', 'consultation leading to a comprehensive strategic gap analysis', 'equality, diversity and inclusion' and 'coproduction'.
- 35 We explored existing Council buildings and opportunities to deliver new build services and found that potential locations or areas under Leeds City Council were unable to deliver the SHAP model.

### **How will success be measured?**

- 36 Success will be measured based on the refurbishment of an existing TLA building into 5 self-contained flats for vulnerable young people. TLA will report the outcomes to Leeds City Council and MHCLG. This will include progress and outcomes relating to people who are housed, including health and wellbeing, staying safe, reducing substance misuse, and sustaining a tenancy. Successful move-on from the service to settled accommodation and no return of the individuals to rough sleeping will be measured as an overall successful outcome.

### **What is the timetable and who will be responsible for implementation?**

- 37 Mobilisation Meetings between all SHAP delivery partners, including TLA and coordinated by Adults and Health Commissioning, have already begun and will ensure that this is delivered succinctly. The timescale for completion is 31st March 2025. TLA have appointed a contractor and the timescales will be monitored and overseen by Adults and Health Commissioning Team.
- 38 Turning Lives Around will receive 95%, equating to £138,700 will be paid following approval of this decision. The remaining 5% amounting to £7,300 will be awarded on completion, no later than 31<sup>st</sup> March 2025. The service will mobilise with the intention of delivering a full service in line with all SHAP funded elements stemming from the original Key decision from 1<sup>st</sup> April 2025.

## **Appendices**

- Equality, Diversity, Cohesion, and Integration assessment

## **Background papers**

[Council and democracy \(leeds.gov.uk\)](https://leeds.gov.uk)