

Approval to award grant funding to Bevan Healthcare CIC for delivery of the Single Homeless Accommodation Programme.

Date: 24th October 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 29th 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 staffing and resources to individual elements of the service.

This report seeks approval to award grant funding to Bevan Healthcare CIC to employ an Art Therapist and Occupational Therapist for the SHAP scheme.

Recommendations

- a) The Director of Communities, Housing and Environment is recommended to approve the award of MHCLG SHAP grant of up to £219,508 to Bevan Healthcare CIC towards the revenue support delivery costs of the SHAP project by way of a grant agreement for a period of up to 3 years from the start date of activity which will commence no later than April 2025.
- b) It is noted that this report follows an earlier decision taken on 29th 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 29th 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.
- 3 The new SHAP model will be innovative and deliver support which is person centred, trauma informed, and seeks to break the cycle of homelessness, leading eventually to independent living and stable accommodation. It will provide 44 units of accommodation and a wraparound package of specialist intensive support comprising of intensive visiting support (BARCA Leeds), housing management (Leeds City Council), a nurse (Integrated Care Board), an occupational therapist and an art therapist (Bevan Healthcare), a psychologist and trauma informed mental health worker (Leeds and York Partnership Foundation Trust), and housing support workers (Turning Lives Around and St George's Crypt).
- 4 Bevan Healthcare CIC are a pioneering social enterprise established in 2011 and now widely regarded as being at the forefront of health and wellbeing services for highly vulnerable groups who face social barriers to accessing health care. They have a long standing reputation of successful delivery of such services in the city and are able to deliver the intentions outlined within the SHAP programme seamlessly.
- 5 They are currently delivering a Street Health Team in both Leeds and Bradford operating from two fully equipped mobile clinics, GP Practices in Leeds and Bradford, Specialist Hospital Teams, Migrant Health Teams, Wellbeing and Social Prescribing. They are an active and essential part of Leeds Silver Street Support governance and are best placed in supporting people rough sleeping and other marginalised groups who struggle to access health care.
- 6 An existing skilled staffing structure that includes art and occupational therapy is already operating within Bevan and offer experienced, skilled and trained staff who are familiar with the cohort SHAP will support. It is proposed that grant funding is used to cover the cost of a part time Art Therapist and a part time Occupational Therapist. These posts will allow an element of continuation in delivery that will ensure principles around support, engagement and building trusting relationships to continue, building on the trauma informed direction SHAP needs to take to ensure best chance of success.
- 7 Support from the Art Therapist and Occupational Therapist role within SHAP will be unconditional and not time limited, client led, and trauma informed which research, best practice and experience tells us is the key towards ending rough sleeping for good.
- 8 As clients are identified and allocated to the SHAP service, Bevan Healthcare CIC will liaise with professionals already in place in supporting the individual and the person receiving the support, to start conversations around how they may benefit from the unique creative support on offer. The support will be client led and targeted with the aim of removing any common barriers experienced by this client group when accessing health services.

- 9 The staff will be brought on board throughout a mobilisation period up until the date of expected delivery of all SHAP elements on the 1st April 2025. The support is funded via MHCLG and will last a duration of 3 years.

What impact will this proposal have?

- 10 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.
- 11 This decision will allow us to address the gaps in current homeless pathway provision and help those with the longest histories of rough sleeping and the most complex needs, to help them recover from rough sleeping and its associated traumas, for good.
- 12 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

- 13 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 aide their personal recovery and as a result fewer people return / end up on the street and feel socially connected to their neighbourhood.
- 14 Health and Wellbeing: People who are rough sleeping are very likely to have been seriously affected by events, conditions, and trauma over a prolonged period leading to homelessness. They may present frequently at emergency health care facilities, frequent hospital attendances, drug and alcohol services, or mental health services. All of which may have led to a life of complex issues. The wrap around specialist support model integrated within SHAP will link housing with health services and within services within the community that can provide for all support and medical needs and thus prevents escalation for acute or crisis interventions. Bevan will work with individuals through the work of an occupational therapist and an art therapist to improve the mental health and wellbeing of individuals at the SHAP scheme.
- 15 Inclusive Growth: The 'community' element of SHAP takes on an asset-based community development approach to rehousing 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.

What consultation and engagement has taken place?

Wards affected: All

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 are updated on any acquisitions in their ward areas, and the support entailed around the property, as they progress.
- 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 it is important that support remains 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 SHAP will provide capital funding to deliver 44 specialised supported units of accommodation and three years of revenue funding for the staffing and operational costs of supporting people in the services.
- 23 The cost of support will be fully met from revenue grant received as part of the bid. Therefore, there are no resource implications placed on Leeds City Council as part of this decision to award up to £219,508 to Bevan Healthcare CIC for the support they will provide to SHAP.
- 24 The support staff roles outlined in this decision pose no implications to the housing benefit subsidy loss risk connected to supported exempt accommodation provision.
- 25 An established & experienced commissioning team within Adults and Health Commissioning, supported by colleagues in Safer Leeds and Leeds Housing Options shall support the programme.
- 26 Services will continue to be contract managed by the Adults and Health Commissioning Team to ensure robust performance monitoring takes place and value for money is being achieved for the Council.

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

- 27 Officers within Adults and Health Commissioning will oversee the mobilisation and service lifetime of the SHAP services, working alongside colleagues in City Development, Safer Leeds, Leeds Housing Options, Adult and Young People's Social Care, and wider delivery partners across the third sector. Risks will be managed through a risk register and reporting system to

senior management. The project and its delivery will be overseen by the Silver Street Support Governance Structure.

- 28 Payments made to Bevan Healthcare CIC to deliver support will be made based on actual spends and in arrears, therefore mitigating any financial penalties from MHCLG around delivery timescales.
- 29 There are regular meetings with MHCLG around timescales or complications in delivery that will address any slippage or potential financial penalties.
- 30 Leeds City Council recognise difficulties in recruitment of staff; however Bevan Healthcare CIC has identified staff internally that are currently in post who can provide support to mobilising this project immediately.

What are the legal implications?

- 31 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 is included within the appendices.
- 32 Therefore, a publishable admin decision is sufficient for this grant and the value is below £500k.
- 33 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.
- 34 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.
- 35 An assessment has been made of this decision in relation to the Subsidy Control Act 2022.
- 36 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?

- 37 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.
- 38 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.
- 39 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'.
- 40 Leeds SHAP bid was successful in funding to provide a package of wrap around support to clients, including intensive visiting support (BARCA Leeds), housing management (Leeds City Council), a nurse (WY Integrated Commissioning Board funding), an occupational therapist and an art therapist (Bevan Healthcare), a psychologist and trauma informed mental health worker (LYPFT), housing support workers (TLA and St George's Crypt) who have extensive experience of supporting this cohort.

- 41 To enhance the offer for rough sleepers we are actively working within existing structures and partnerships to increase the support offer post SHAP funding.
- 42 We explored existing council services and contracts within our research and found that services under Leeds City Council were unable to deliver the SHAP model or were already struggling to meet capacity and demand in the current climate.

How will success be measured?

- 43 Outcomes will be measured by officers within Adults and Health Commissioning, reporting to MHCLG with the primary aim of reducing rough sleeping.
- 44 Success will be measured by the individual receiving the support and will form case studies, longitudinal assessments measured over time as well as measuring societal change.
- 45 Following delivery of SHAP we are expected to see a reduction in costs relating to A&E admissions, anti-social behaviour, crime, domestic abuse, criminal and sexual exploitation and accidental deaths, related to street based lifestyles.
- 46 The services delivering SHAP will use the Gateway online case management system, commissioned by Adults and Health Directorate, and used by all commissioned housing related support services. This allows detailed recording of support interventions, activities, and outcomes being achieved.
- 47 It is important to note that this is a new venture with little existing research, and it is the intentions of the SHAP partners group to form a service level agreement with Leeds University Research Department who can analyse and evidence the impact this funding has had on the city.
- 48 During the contract management of the services, officers will meet regularly with the support provider to measure on-going success, monitor support interventions and where necessary adjust how support and interventions are delivered.
- 49 Lessons learnt from SHAP will form the future recommissioning of homelessness and housing related support services.

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

- 50 Officers within Adults and Health Commissioning are responsible for the mobilisation of the support services.
- 51 Bevan Healthcare CIC staff will mobilise to engage with clients alongside the acquisition of accommodation from Housing Growth, Turning Lives Around and St George's Crypt. There are regular Mobilisation Meetings between all SHAP delivery partners to ensure this is delivered succinctly.
- 52 Recruitment will commence in Q3 and Q4 24/25 as services mobilise with the intention of delivering a full structure from 1st April 2025.

Appendices

- Equality, Diversity, Cohesion, and Integration assessment

Background papers

- None