

GREATER MANCHESTER HOMELESSNESS ACTION NETWORK

A DRAFT STRATEGY TO END ROUGH SLEEPING, AND LAY THE FOUNDATIONS OF A 10-YEAR HOMELESSNESS REDUCTION STRATEGY IN GREATER MANCHESTER, BY 2020

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Terms

LAs – Local Authorities/Councils
RHPs – Registered Housing Providers
BN – GM Homelessness Business Network
GMHSCP – Greater Manchester Health and Social Care Partnership
VCS – Voluntary and Community Sector
GMHAN – Greater Manchester Homelessness Action Network
MHP – Manchester Homelessness Partnership
NRPF – No Recourse to Public Funds

Thanks

Every organisation and individual who has fed in to this action plan and will give their time, passion and commitment to bring the outcomes to fruition.

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1 Greater Manchester Mayor's Commitment and Leadership

- 1.1 Local authorities and their partners have a long history of tackling rough sleeping and homelessness. Recent collaborations have included joint approaches to rough sleeping counts, joint working on severe weather provision and increases in the number of emergency beds provided for rough sleepers. Authorities continue to face major challenges in ending rough sleeping, often caused by national policies and exacerbated by cuts to public service budgets.
- 1.2 To build on this approach, the elected Mayor of Greater Manchester, Andy Burnham, has made the ending of rough sleeping by 2020 one of his top political priorities. By then and earlier, if possible, no one should have to sleep on the streets of Greater Manchester. He has already established a Homelessness Action Network of supportive organisations, stakeholders and individuals to help him achieve this priority.
- 1.2 The network has helped to co-produce this implementation plan. The Mayor hopes this example of co-production can lead the way for other areas of policy and become a model of how we make things happen in Greater Manchester.
- 1.3 The Mayor has also established the Mayor's Homelessness Fund to enable businesses and individuals to donate towards supporting local services. He has led by example, by kickstarting the fund with a commitment of donating 15% of his Mayoral salary each month. This fund complements existing approaches such as the Big Change Manchester fund.
- 1.4 Having a directly elected Mayor enhances the voice of the city region in lobbying on our behalf on issues which directly impact on homelessness in Greater Manchester. As part of ensuring the action plan succeeds, the network must work together with the Mayor to identify where legislative change is necessary and work towards that end. This is particularly relevant with the impact of Welfare Reform such as the roll-out of Universal Credit, LHA caps on Supported Housing and the Private Rented Sector and continuing cuts to Local Authorities. To lobby effectively and to make our voice heard, working with influential national organisations such as Shelter, St Mungo's, Crisis etc. and Mayor's in other devolved city regions is crucial.
- 1.5 Ending rough sleeping and reducing homelessness is central to The Mayor's vision that Greater Manchester should be a beacon of social justice to the rest of the world. Tackling this issue will be a test for our commitment to this goal.
- 1.6 The Mayor's commitment is to work collaboratively with the 10 local authorities and all public sector agencies in Greater Manchester to ensure that the benefits of this approach are felt right across our region. We will work positively with all local authorities and partners to achieve the meeting of local needs and to support local aspirations in this area. Our plan requires the support of local authorities and we will ensure that they are integral to the development of the Network.

2 Background and Context

- 2.1 The elected Mayor of Greater Manchester has committed to ending the need for rough sleeping by 2020 and to reduce and prevent homelessness in all of its forms. This draft strategy outlines the proposed approach to tackling rough sleeping.
- 2.2 In doing so, it is critical that tackling homelessness is not seen as an isolated issue, but is viewed in the context of other key priorities such as social justice, opportunities for young people, strategic housing, health, economic and social wellbeing, unemployment, poverty and inequality. Homelessness and how it is tackled, is significantly affected by activity in other policy areas and as such, homelessness should be seen as a responsibility for the entire city region.
- 2.3 We explicitly recognise there are many examples of excellent practice across Greater Manchester, both within the statutory, community and voluntary sectors. Our approach is expressly to build on this best practice and to enable this to be rolled-out across our boroughs more widely where appropriate. We want the level of service offered to our most vulnerable people to be levelled-up and be the best it can be. We are particularly keen to support high quality local provision by agencies based in Greater Manchester and in this way to support our third sector infrastructure. Examples exist in every borough.

3 Introduction

- 3.1 Rough sleeping is universally damaging, the ultimate symbol of inequality in 21st century Britain. The issue is also starting to impact negatively on Greater Manchester's economy.
- 3.2 Every individual on the streets has a different story including relationship breakdown, mental health issues, substance misuse, childhood trauma, domestic abuse, offending, human trafficking, poverty and migration. The profile of rough sleepers in Greater Manchester is changing, with more women and younger people now sleeping on our streets. Most remain single people but there are an increasing number of couples in this cohort, also. As a result, this plan recognises the requirement of a person-centred multiple needs approach such as from MEAM or other similar models.
- 3.3 There are examples of best practice and co-production in Greater Manchester, but the lack of a GM-wide approach and inadequate resources, means progress is slow and patchy as the need has grown.

- 3.4 Existing statutory services, coping with the impact of deep and sustained cuts are unable to meet the scale of the challenge and struggle to offer the long-term preventative, personalised services which are necessary. The excellent and compassionate response from many community and faith based organisations can make a real difference to people rough sleeping, but cuts and a lack of sustainable funding undermine their capacity to achieve transformational change. Public compassion and sympathy as expressed through money, food, clothes etc. reflects well on the humanity of local people, but sadly can be counterproductive in preventing people seeking the sustainable change necessary. We want to channel this energy and passion to achieve positive, coordinated change, to assist people to sustain a life away from the streets.
- 3.5 Rough sleepers remain targets for abuse and are a target for criminal activity, most recently through dealers of new drugs and psychoactive substances such as Spice and the emerging Fentanyl.
- 3.6 This paper maps out a comprehensive strategy to end rough sleeping. However, the Greater Manchester Mayor also intends to develop a 10-year plan to reduce and prevent homelessness in Greater Manchester in all of its forms.

4 Scale of the Challenge, Data Collection and Progress Monitoring

- 4.1 The national data collection framework on rough sleeping is maintained by the Department for Communities & Local Government (MHCLG). It is accepted that this official approach is flawed and is likely to significantly underestimate the number of people who sleep on the streets on a regular basis.
- 4.2 Local authorities in Greater Manchester undertake co-ordinated counts and estimates using this format each year and these are officially verified by MHCLG.
- 4.3 The areas with consistently the greatest challenges are Manchester and Salford, who are closely connected at the heart of the conurbation. However, all Greater Manchester Authorities have seen increasing numbers in recent times.
- 4.4 Detailed data at borough level can be found in Annex 1. However, key headline full-year data for Greater Manchester between 2009/10 and 2016/17 show the following:
 - An increase in homelessness acceptances of 69%
 - An increase in temporary accommodation use of 236%
 - An increase in rough sleeping of 554%
- 4.5 Hidden within these increasing numbers is the changing profile of the rough sleeper population. This group remains overwhelmingly male. However, increasing numbers of women and people with no recourse to public funds now make up this group and the age profile shows a disturbing growth in the number of younger people who now sleep on the streets of our region. The range and complexity of needs has also

- increased with consistent issues of mental health, drug and alcohol abuse and extreme social exclusion among the core population of entrenched rough sleepers.
- 4.6 To ensure more accurate and detailed data collection on rough sleepers, we will develop the existing M-Think database to become 'GM-Think', with a wider roll-out across Greater Manchester. This will expand the 'stories not statistics' data gathering method recently employed by Manchester City Council and used in London through the CHAIN system and No Second Night Out. We intend to evaluate and utilise the 'Count Me In' programme, which is a localised version of 'Registry Week', this utilises trained community volunteers to engage with people and identify their circumstances and needs. This method will be monitored and supported by World Habitat and the Institute of Global Homelessness, who run this programme internationally and share best practice on data collection and monitoring.
- 4.7 Acceptance figures, again, do not paint a complete picture of the number of people presenting as homeless at Town Halls or designated single points of access or slipping in to hidden homelessness. Notably, the approach to people currently not found to be in priority need will be altered dramatically after the implementation of the Homelessness Reduction Act in April 2018. This will inevitably see a rise in actively managed caseloads as a result. An extensive training programme will be provided for all staff affected by the new Act in late 2017-early 2018.
- 4.8 These figures show the snapshot of year-end figures for the number of people placed by local authorities. Again, however, they do not represent the number of people who have accessed temporary accommodation via other means or who have been in accommodation for long periods. The informal nature of temporary accommodation and relationships with private landlords impedes accurate data collection. Through our 10 year strategy we will work with local organisations in the Action Network, such as Justlife, who are currently forming a more accurate picture of the numbers of people in unsupported temporary accommodation across Greater Manchester. This work will feed into necessary action needing to be taken, such as increased health outreach in unsupported temporary accommodation, building renovation or regulation, or greater collaboration with private landlords running such schemes, for example.
- 4.9 Hidden within the raw headline data is a changing profile of the reasons for homelessness. For the first time in Greater Manchester, 'eviction from the private rented sector' through Section 21 notices is overtaking 'relationship breakdown' as the prime cause of homelessness. We intend to utilise the Nationwide Foundation's Private Rented Sector pilot in partnership with Shelter and the GMCA to bring learning and solutions to this issue. This will be covered more fully in the forthcoming 10-year strategy to radically reduce homelessness.

5 Barriers

- 5.1 There are a number of barriers preventing a serious reduction in rough sleeping, which will need to be addressed if we are to achieve our objectives.
- 5.2 Some of these barriers include:
 - Complexity and entrenchment of need and ability of services to meet these flexibly.
 - Recognition of a person-centred approach.
 - The lack of an agreed political strategy at a Greater Manchester level.
 - Inadequate supply, quality and specialist (specific women's, young people's, wet houses etc.) nature of emergency, move on and permanent affordable accommodation across all tenures.
 - Cuts to mental health, substance misuse services and policing.
 - Cross-boundary and local connection issues, we appreciate Manchester city centre attracts people from across the city region and beyond.
 - Accessibility of the private rented sector, including increasing rental prices, insecurity of tenure and the availability of stock for tenants in receipt of welfare benefits
 - Rough sleepers of working age without the skills or access to employment.
 - Lack of co-ordinated strategy and knowledge on issues such as psychoactive substances.
 - Welfare Reform in general and the compound impact of multiple changes, including Local Welfare provision, sanctions and specific impacts on young people.
 - Conflict with national welfare policies which create homelessness and mitigate against resolving it, including concern at the roll-out of Universal Credit.
 - Lack of a fully cohesive systemic approach across the city region and some fragmented picture of service delivery.

6 Our Model for Whole System Change – The 4 Rs

- 6.1 Social exclusion is recognised as one the key factors in people becoming homeless or not remaining housed once resettled. Tackling social exclusion and isolation is not only key to keeping people off the streets, but in preventing homelessness and many of the mental and physical health factors outlined above. Tackling social isolation through reconnecting people to their community and self, will be key to the plan for delivery.
- 6.2 In order to effect the ending of rough sleeping in the next 3 years, we believe that simple manipulation of the current system is inadequate. Nothing short of transformational change across Greater Manchester is required to enable this commitment to be met in a sustainable way at scale.

- 6.3 A number of organisations have offered to monitor our progress, map the changes made, enable us to develop learning-informed practice and work from an informed evidence base at every stage. These include Salford University Sustainable Housing and Urban Studies Unit (SHUSU), Shelter, IPPR North and the Institute of Global Homelessness. We are clear there is already best practice in this area from the likes of Lankelly Chase who we will collaborate with to ensure shared learning.
- 6.4 Our approach to accommodation and support, to enable the ending of rough sleeping by 2020, is based on the 4 'R's:

Reduction

To prevent rough sleeping in the future, both identifying solutions for people at risk of rough sleeping for the first time and for existing rough sleepers, to prevent a return to the street.

Respite

To provide a safe place for people off the street.

Recovery

To manage issues, to stabilise individuals and to work towards independence through support, wellbeing, life skills and steps towards employment, volunteering, training and education.

Reconnection

To enable individuals to lead meaningful lives with choice and agency in our community.

- 6.5 We have identified the following as key characteristics of a successful strategy for transformational change:
 - A focus on an early intervention and a preventative approach for the future as well as tackling immediate needs. This includes ensuring that people are prevented from becoming homeless at points of service intervention such as discharge from care, hospital or prison.
 - Embed the tackling of homelessness and rough sleeping in complementary GM-wide strategies such as the Housing Strategy and approaches to Health & Social Care.
 - An approach based on personalisation and localisation of services.
 - Co-production with people with lived and professional experience must take a central place in service and strategy design, delivery and commissioning.
 - Building public and private support and directly engaging stakeholders in designing innovative solutions, including those based on social action.
 - All elements of the wider social safety net should demonstrate their ownership of homelessness and rough sleeping and their contribution to tackling it.
- 6.6 Any approach to ending rough sleeping must include a Housing First element. We see Housing First as being a key component of our toolkit in Greater Manchester to end rough sleeping. Our targeted GM-wide programme of Housing First provision will initally be funded through an award from central government, but will also be a feature of our Social Impact Bond for our most entrenched rough sleepers. The support of Greater Manchester housing providers in delivering these programmes is welcome.
- 6.7 Our comprehensive strategy will be based on improved consistency of service and richer, personalised information to enable a more responsive approach. An agreed Action Plan is outlined in Annex 1.

7 Spice and Psychoactive Substance Strategy

- 7.1 We understand that at times, a significant number of rough sleepers are or have been users of Spice or other psychoactive substances. However, our collective knowledge and understanding of best practice is limited.
- 7.2 Ultimately, our approach should form part of the wider Greater Manchester Substance Misuse Strategy and approach to policing and crime. This overarching system will be facilitated by substance misuse leads within GMCA.
- 7.3 Our approach will also entail a continuing high-level dialogue with the Home Office on securing the support of the criminal justice system to develop legal measures to assist in the targeting of dealers and other Spice-related criminal activity.

8 Begging

- 8.1 Begging has become a more ingrained activity in our town and city centres. The issue also confuses the public and can harden their attitude to people rough sleeping. Outreach teams and town centre managers need to do everything possible to identify those with known addresses who do not need to sleep rough. While using our legitimate powers to require them to vacate the streets, we need to identify their support needs to enable them to sustain a more productive life.
- 8.2 It is important to note this will *not* criminalise rough sleeping as anti-social behaviour. We want to utilise support to educate staff and partners around rough sleeping, referring intelligence through to the right support agencies and channeling offers of public support through to alternative giving schemes (including scaling up successful initiatives) and local charities. Crisis offer guidance on the links between rough sleeping and begging at: http://bit.ly/2zFyvSK

9 Homelessness Reduction Act provisions

- 9.1 Local authorities are already considering the implications of the Act in terms of homelessness services. We will have greater legal duties towards more people which will require a revised service offer. This makes this an ideal time to consider this issue and gives the opportunity to review/audit the commissioning of existing prevention measures and recommission based on evidence to prevent rough sleeping.
- 9.2 Some of the new responsibilities in the Act are blind to local connection which makes a GM-wide approach to tackling this issue more sensible and effective. We have the opportunity to embed our future prevention approach through the new Act in order to drive down future rough sleeping.

10 Greater Manchester Homelessness Action Network

- 10.1 The Action Network is vital to the new approach in Greater Manchester, we see a key and critical role for the organisations and individuals who make up our Network. The Network will assist in the delivery of the strategy's objectives, partners within the Network will provide the support mechanisms and resources to enable these to be achieved.
- 10.2 The Network currently consists of over 200 individuals and organisations, including local, regional and national homelessness organisations, all 10 Local Authorities, the voluntary and community sector, people with experience of homelessness, the health sector, GMP, Housing Providers, DWP, Justice and Probation organisations, GM Chamber of Commerce, faith institutions, the Fire Service, social enterprises, Business Improvement Districts, private sector companies, research institutions, cultural organisations, activists, funders and local politicians.
- 10.3 The Network will be outcome-focused and will work on specific initiatives through a task and finish group model with collaborative membership to achieve the aims of this strategy. The structural change necessary for these outcomes to be achieved will also be evaluated as a measure of success.
- 10.4 The functions of the Network will be formally developed through a Board governance arrangement, but key functions of the Network will include:
 - To agree and promote shared values, objectives and standards across Greater Manchester.
 - To co-produce The Mayor's plan to end rough sleeping by 2020 and 10-year plan to reduce and prevent homelessness.
 - To provide membership for task and finish groups as required.
 - To develop new training packages for workers in homelessness related services and wider stakeholders.
 - To disseminate and produce best practice/excellence, based on robust evidence.
 - To embed true place-based working. Enabling services and people to contribute to creating a community and environment for recovery and reconnection.
 - Exploring new collaborative models of funding and commissioning.
 - Creating a known conduit for offers of support and collaboration.
 - Mapping, co-producing and implementing prevention and reduction pathways.
 - Establishing communication channels for members to communicate and collaborate.

11 Greater Manchester Homelessness Business Network

- 11.1 The Greater Manchester Homelessness Business Network's primary focus is to help fulfil the needs and asks of the Homelessness Action Network, which will be defined both as a whole package relating to the Rough Sleeping Action Plan and to respond to particular 'crisis' needs as required.
- 11.2 Asks for the Business Network to fulfil are highlighted under 'Resource Implications' in the action plan.
- 11.3 Chair is confirmed as Tim Heatley, CEO of Capital & Centric. Who will draw together the steering group, this group will consist of variety of influential business people from across GM, from a variety of business backgrounds and experience, to advise on working with varying sectors and sizes of business. It is recommended the Business Engagement Coordinator for the Manchester Homelessness Partnership is involved on the steering group to enable us to work effectively across networks, communicate effectively and combine efforts.
- 11.4 As the Rough Sleeping Action Plan forms the foundation of the 10 year homelessness reduction and prevention strategy, asks to the business network will crossover in to this work and transform over time. This will include asks surrounding finding mechanisms for the funding of ongoing support costs and possibilities around social value. The narrative will be clear around businesses contribution changing from crisis response to transforming the way we understand and tackle root causes of homelessness and poverty.

12 Resources

- 12.1 Local authorities in GM already provide substantial funding in to rough sleeper services. Despite the continuing pressure on local authority budgets, there is a continuing commitment from local authorities to address rough sleeping. However, it is clear that public sector funding cannot be relied upon to bear the strain of increasing need in order to eradicate rough sleeping by 2020.
- 12.2 The Big Change initiative and the GM Mayoral Homelessness Fund both directly support the objective to end rough sleeping and continuing support to these and other charities will provide additional funding and resources to individuals and organisations.
- 12.3 GM have been successful in making the case to government and in securing central government funding for specific programmes. These include £1.8m for a Social Impact Bond for entrenched rough sleepers, £3.8m for a homelessness prevention trailblazer programme and a share of a £28m national pot to develop Housing First initiatives.

13 Public Participation

- 13.1 Given the likely continued squeeze on public resources, for the goal of ending rough sleeping to be achieved, considerable support and participation will be required from interested stakeholders, especially the general public.
- 13.2 In order to develop public engagement, we will undertake these tasks:
 - Make people aware of our new offer and ask them to contribute by other means rather than giving individuals money or food.
 - Encourage donations to local charities, Big Change and Mayor's Homelessness Fund.
 - Recruit volunteers as be-friending support and mentors.
 - Scaling up Street Support Network to encourage volunteering and effective innovation.
 - Develop a wider strategy for business engagement, expanding beyond financial contributions to look at their impact as employers and support in Recovery and Reconnection aspects in particular.
 - Support independent initiatives with the ability to engage and motivate the public to be active participants in our collective ambitions, such as the expansion of DePaul's voluntary hosting system, Nightstop, across GM.
 - Build a public campaign around the Count Me In initiative.
 - Participate in the EU Social Challenges programme.

14 Conclusion

- 14.1 In undertaking this groundbreaking commitment, it is important to remember that at a national level, we have tackled rough sleeping before. Following the creation of the Social Exclusion Unit in 1997, rough sleeping was reduced nationally by over two thirds through coordinated action and with dedicated resources with permission to get on with the job. It will be unprecedented for a devolved city region to achieve our goal, but the will and commitment to succeed exists in Greater Manchester.
- 14.2 Andy Burnham's political commitment and historic mandate provides a unique opportunity to achieve transformational change on both rough sleeping and homelessness by bringing together public sector agencies, the general public, business and the existing sector. Homelessness is not the result of one problem, therefore, we need multiple solutions and participants to effect the change we want to see.
- 14.3 Local resources have been cut and we will continue to lobby for a greater injection of national funds. However, we recognise there are other ways and means to access the resources we need across the city region. The Action Network will be part of readjusting the way we access and disperse resources collectively, this approach will require the collective action of business, public and voluntary sectors and the general public.
- 14.4 This area of policy can be the test bed for a new type of collaborative politics and the co-production of responses to the great public policy challenges of our time.
- 14.5 Our collective success will make a major contribution to The Mayor's stated aim that Greater Manchester should become a beacon of social justice to the rest of the world.
- 14.6 There is existing goodwill, best practice and a willingness amongst all the key organisations and sectors to come together. We recognise there is no need to reinvent the wheel, but we have a once in a lifetime opportunity under devolution to bring a true Greater Manchester wide model to life and to end the need for rough sleeping in our communities.

On behalf of the Greater Manchester Homelessness Action Network



Annex 1 – Action Plan

1 Reduction			
Theme	How delivery will be undertaken	Resource Implications and Best Practice	Timescale
Development of preventative strategies to run in parallel with homelessness activities in local boroughs.	Development of GM-wide strategic approach to prevention, including pathways from criminal justice, hospital discharge and leaving care. Review of local homelessness strategies, connected to GM-wide strategic approach and incorporation of prevention as the key component. Incorporation of preventative strategies into response to the Homelessness Reduction Act and the identification of prevention as key activity. Assess viability for community-based organisations to respond through support and referral pathways. Joint working between DWP and LAs to identify those most at risk of homelessness.	Local Authorities - to review and incorporate into local homelessness strategies in partnership with all local stakeholders. Faith and Voluntary Sector — Collectively assess ability to become referral partners and expand individual advice services in to broader network of providers. Preventative services to be mapped and communicated through Homelessness Action Network by Street Support Network. Business Network — appropriately skilled digital volunteers will be required. DWP and LAs — Sharing of key data and establishing communication channels, to	Strategies reviewed by August 2018 Preventative services mapped by March 2019

Hospital and Prison Discharge and Care Leavers	All pathways to mapped and where necessary gaps filled, following coproduction approach. Ensure leaving the care or duty of public sector agencies such as hospital, prison and the care system, ceases to be a reason for individuals to become street homeless. Design and implementation of GM-wide hospital discharge protocol with Health partners.	LAs – Contribute to design and implementation of GM-wide hospital discharge protocol with Health partners. Justice and Community Rehabilitation Partners - Pathways to be redesigned with review of Through the Gate approach. Health Partners – Map existing or develop new pathways to assist people experiencing homelessness on discharge from hospital LAs and Voluntary Sector - Leaving Care pathways to be co-designed with young people's forum and Local Authorities as corporate parents. Both to ensure representation and co-production of approach.	Pathways mapped in line with preventative services by March 2019
Theme	How delivery will be undertaken	Resource Implications and Best Practice	Timescale
A network of hub-type provision funded through MHCLG Trailblazer programme (full proposal available in appendix) for people newly rough sleeping or at immediate risk of.	Full co-production of service, pathways and commissioning led by Local Authorities with health partners, people with lived experience and registered housing providers. Local Authorities, housing providers, community-related support and health and social care system to co-design pathways for people to move on from accommodation.	Segment of £3.8m Trailblazer funds and potential re-provision of existing resource with LAs and VCS. Volunteering and local community support drawn on for reconnection support.	Completion of Trailblazer programme, March 2019

Modular Housing	Commission build of modular housing as a pilot programme, built through use of shipping containers, pre-fabricated or repurposed static housing. Work with Housing Providers to ascertain support levels to be delivered by registered providers. For a pilot programme, the requirement is for units within a small radius of the city centre. Maximum of 15-20 units per site. Working alongside the faith sector and business, this type of housing can also be ring-fenced for people with no recourse to public funds.	LAs, BN and Faith Sector • Help to source available land in suitable locations in GM (preferably land available for 2 years or more and near to required local services). BN and Faith • Fund capital costs of build (given defined costs required at beginning of project). BN • Help with in kind services related to construction e.g. surveyance, build and interior design, legal advice. BN and Faith • Provide access to positive activities/community for residents (this could be access to the arts, gardening and sports etc.), either through networks or funding. BN and Faith • Provide access to employment, education and volunteering opportunities for residents, enabling them to move on to stable and decent livelihoods. Best practices exists in Churches, Cornerstone, QED Ealing, Y-Cube etc.	Completion of first units by Summer 2018 Build time is 14 weeks total
Emergency accommodation for cold weather months. Designed to MHP minimum standards, including support for people to be able to move on. Initially serving central areas, while other accommodation options are designed for the longer term.	Truly short stay with direct access to housing pathways and options provided e.g. Housing First, Supported Housing, Social Letting Agency and facilitate access to the private rented sector. Audit 2017 activity and build on what worked and fix what did not for next Winter. Voluntary and Community sector case management to provide extra capacity and move on support.	Asks LAs - Local Authorities to co-ordinate space for cold weather provision in partnership with agencies such as Greater Together Manchester, Manchester Homelessness Partnership and local voluntary sector. RHPs, LAs and where appropriate in low support needs BN, Voluntary and Faith sector, GMFRS - Help provide space, support and volunteer staffing overnight.	Process to be resolved for Winter 2018 by September 2018

To be opened and fully accessible when the weather drops below 0 for one night only. This should be communicated well in advance to all agencies and stuck to once commitment made. To include varied provision for people with specific support needs or protected characteristics. For example, those with medium to high support needs, women, young people (under 25s), LGBT, people with no recourse to public funds.	Extra emergency bed capacity should enable Local Authorities to open up more temporary accommodation spaces to allow more people to move from the streets. Staffed by LA staff, healthcare professionals, housing providers, benefits advisers and peer support (where appropriate). Individuals provided access to financial support schemes such as Big Change, Rochdale Bond, Salford cashless deposit and certificate of guarantorship, where required for move on.	GMCA – coordinate sources of CA public sector funding and GM controlled public sector spaces. BN and Faith – facilitate Homelessness Action Network (HAN) requirement for goods and donations to fund accommodation. Best practice exits currently through Greater Together Manchester church night shelters, Boaz Trust night shelter for people with no recourse to public funds and MCC partnership approach.	
Indoor provision of food and support.	Daytime Focus on the need for daytime provision outside of local authorities where this already exists and support current provision. Ensure support is available for day centre provision across Greater Manchester (forums, training, sharing best practice etc.). Evenings and Weekends Enable the provision of food and support during evenings and weekends where there is need, from a dignified and whole person approach. Establishes an out-of-hours base for connection in to housing related support.	Ensure support remains for Greater Manchester Day Centre Forum. Develop Manchester Homelessness Partership emergency provision action group best practice. Coffee4Craig and Centrepoint model in city centre, Not Just Soup restaurant group, Real Junk Food 'homeless friendly' restaurants. LAs – find appropriate locations for the stable provision of such services, source voluntary sector provision of services where appropriate. Voluntary and Faith sector, work with LAs on the above and provide (funded) support, volunteer and staff management.	Full provision needs mapped and implementation begun by March 2019

		BN – Work with above on appropriate locations and sourcing of food and volunteers.	
Improved access to mental and physical as well as primary healthcare.	People rough sleeping or within Housing First and SIB provision to be assisted as much as possible to access health services in suitable locations by the GM Health and Social Care Partnership to services. Ideally waiting times should be less than 3 months for NHS services. Mental health at crisis point requires a full spectrum response, we will look to create the places and people to enable this to take place. Includes expansion of health outreach on the streets, drop in centres, day services, at indoor provision, emergency and unsupported temporary accommodation. Multi-disciplinary street outreach to take place, including substance misuse services and GMP support (where appropriate).	Urban Village Homeless Healthcare team, GMP city centre team with CGL, Bolton single homeless street health project, The Brick Clinic in a Box and The Wellspring are all examples of this practice taking place already. Asks GMHSCP - will provide resources to ensure continued delivery of their commitments. Health Partners — consider access needs of people experiencing homelessness when delivering, designing or commissioning services. BN and Faith — Help to voluntarily support services where needed highlighted by services. BN - Help to fund services where funding gaps are highlighted.	March 2019

Develop a bespoke approach for both EA migrants and failed asylum seekers (those with no recourse to public funds (NRPF)).	Requires a model which cannot necessarily rely on housing benefit to support population of rough sleepers whom we have a collective duty of care and responsibility to work with. Recognition that destitute asylum seekers are more often than not hidden homeless and not sleeping on the streets. Need for training within public sector around legislation and support requirements for people with NRPF. GM Immigration Aid Unit to advise.	LAs – Continue reconnection funding and employment support for EA migrants through Manchester's Booth Centre. BN – Open up entry level jobs for people with low levels of English. BN and Faith – work with existing hosting schemes and look into modular housing and subsidy schemes to expand services where appropriate. RHPs – Assess available spaces for people with NRPF and link to rent guarantee/subsidy schemes. Link to GM Social Lettings Agency. Faith, Education and Public Sector Agencies – Expand provision of ESOL classes. Classes are often oversubscribed, we are looking to other sectors to expand provision of English classes teacher training.	Bespoke approach developed by end of 2018
		Crisis rent guarantees, highly successful for people with NRPF who have jobs or work prospects (recognised this is a minority of people with NRPF). Boaz Trust community network of spare rooms.	
Social Impact Bond (SIB) Programme (Brief in Annex 3)	Housing and support programme for minimum 200 entrenched rough sleepers. Support from the streets to housing, health and substance misuse related support.	£1.8 million over 3 years from MHCLG backed SIB. RHPs – Those not involved in SIB partnership should offer extra accommodation capacity.	Outcomes for 200 rough sleepers seen by early 2020

DePaul Nightstop	Utilises community model to provide respite care for people under 25 at risk of rough sleeping. Model has been successful nationwide for 30 years, now expanding across Greater Manchester. Service includes referral and support hub, volunteer training scheme and family mediation.	Already fully funded from philanthropic sources and managed by DePaul. Asks BN, Faith, Voluntary Sectors and LAs – Promote among workforce and encourage volunteers for various elements of the scheme.	In operation. Target for 50 volunteers by end of 2018
	3 Recov	ery	
Theme	How delivery will be undertaken	Resource Implications and Best Practice	Timescale
This stage allows the individual to explore what constitutes home for them and rebuild these elements with support. This needs to provide individuals with the space and time to recover and must incorporate understanding of multiple complex needs. Recovery accommodation should apply Psychologically Informed Environments (PIE) principles and include access to counselling/mental health support as well as the skills and components of wellbeing described below.	This will be achieved in the form of either specific supported accommodation or activities to support recovery; through outreach in to accommodation, supporting existing community and voluntary organisations to develop their capacity or specific provision such as a Recovery College model. This will require distinct young people accommodation, women's provision, working people's provision, as well as family provision. All should embed learning from Psychologically Informed Environments (PIE). PIE training should be made available to authorities and services where required.	LAs - Additional or reprovision of existing resources will be required. Encourage use of PIE design guides in recommissioning and building. BN, Faith and Funders - Funding and locations to be identified by LAs and VCS with support from business network. Large scale funders to be connected to voluntary sector organisations to develop new and existing provision. Exemplar models in GM are SSG Kashmir House, DePaul's Safe Stop and Homes of Hope, which incl. innovative funding models.	Reprovision of existing funding by LAs taking place throughout 2018 SSG supported accommodation opened by end of 2017 in Manchester Specific young person's provision opened by 2020

Access to life skills training, relationship development, tenancy support, financial management, the arts, creative courses and physical activity, whilst providing steps to volunteering and work experience. Link to five ways to wellbeing (as recognised by the Gov Office for Science). Connect. Be active. Take notice. Keep learning. Give.	Community and voluntary sector partners undertaking best practice to be supported to continue through The Mayor's Fund, recommissioning public income streams, large scale funders and Business Network support. Specific provision for a Recovery College model to be developed in at least one location in Greater Manchester, with capacity to undertake outreach in to a variety of accommodation. Link to Social Bite café model, Change Please and Business Network employment/experience opportunities. Provides sustainable funding model and space to promote work created (confidence development).	BN and Voluntary Sector - Business cases to be developed for specific provision and targeted financial and in kind support. BN – Forge links with private employers, public sector agencies and education institutions for employment and education pathways. These asks are key to build pathways to sustained recovery. Voluntary – measure impact of models and provide evidence for best practice hub. Faith – Work with voluntary sector on establishing gaps in need geographically. Best practice exists in organisations including, but not limited to: St Mungo's Recovery College, London, Mustard Tree, Booth Centre, (incl. Streetwise Opera, Edge Theatre etc.), Back on Track, The Men's Room, Manchester. Petrus, Rochdale, Emmaus Communities, 360 Kids, Toronto.	
Map and audit existing Supported Housing across Greater Manchester.	Required to fully understand where gaps in current service provision lie and where alternative offers of support and models could fill them.	Research project to be undertaken with policy support partner through GM Trailblazer.	Underway

Census of people within and buildings used for Unsupported Temporary Accommodation across Greater Manchester. Establishment of Temporary Accommodation Boards (TABs) in each GM borough.	Required to fully understand the extent of the use of UTA across Greater Manchester, both through Local Authority, service and self referrals. UTA is recognised in this action plan as a root cause of street homelessness due to difficulty accessing provision with welfare reform, inadequate and substandard provision. This point in the housing journey should instead become an opportunity for recovery and stability. Longer term actions including landlord licensing and alternative housing models, will need to be developed through working with Temporary Accommodation Boards. These recommendations will be actioned and embedded in to both the 10 year homelessness reduction and prevention strategy and the GM Housing Strategy.	Justlife recognised as national best practice in highlighting the use of UTA, providing often the only support available to vulnerable residents and mapping use of UTA nationally. <i>Asks</i> GMCA and BN – Fund research in to this area for next 12 months. LAs and agencies referring to UTA – Cooperation with research and TABs. Faith – Through Faith and Homelessness Summit develop ideas for providing community-based support in areas with high use of UTA.	Project completion by March 2019
Understanding and upscaling existing health service provision	This will lead to the creation or testing of new models of service provision and upscaling of models of best practice in the GM health sector's approach to ending street homelessness. Identification of existing practice that can be upscaled based on local need in identified priority areas; e.g. outreach, access to primary care, hospital discharge, commissioning for complex needs. Continue to explore opportunities for improving access to health services where gaps and issues are identified e.g. mental health, A&E prevention.	Current health service provision mapped. Gaps and best practice identified GMHSCP and Voluntary Sector – Map current pathways, to address resource as well as service gaps. Manage workstreams with some staff resource committed to GM homelessness and housing needs team. Best Practice Bolton single homeless health outreach, The Brick 'clinic in a box', Urban Village Medical Practice.	Completed

4 Reconnection			
Theme	How delivery will be undertaken	Resource Implications and Best Practice	Timescale
Access to affordable accommodation across Greater Manchester which prioritises people who have been or are at risk of rough sleeping. Priority status for rough sleepers and people in temporary accommodation on social housing waiting lists and for wider access to housing.	This is to include prioritised access to Registered Housing Provider owned accommodation, unblocking routes to the private rented sector and integration with Greater Manchester Housing Strategy to provide increased access to social housing and the Private Rented Sector in the longer term. Work with property sector to develop and embed new solutions to accessing genuinely affordable housing.	RHPs - SIB and Registered Housing Providers pledges. BN and CA - Explore different models of funding to expand access to accommodation, e.g. Clearing House, Real Lettings (funded through public sector investment as to reinvest any profits), developer backed initiatives on local authority land etc. Provide access to backed schemes such as Rochdale Bond, Salford cashless deposit/certificate of guarantorship and Crisis rent guarantee. 360 Kids, Toronto, uses benefactor donations to subside rent for under 25s and act as guarantors for the property, creating their own socially rented accommodation.	Ideas formulated and at testing stage by March 2019

Repurposing empty properties.	Work with the property sector to source and renovate empty properties. Utilise LandAid offers of support. Could be ring-fenced as 'working' provision, for those newly entering employment after accessing the benefits system. Buildings should be utilised for community based support as well as accommodation.	BN and Faith – Work with LandAid to run an 'empty property campaign'. Charity partnership will launch and run campaign across the property sector. BN, Faith and Public Sector – Help to find and fund renovation of properties and provide employment opportunities alongside. The Bond Board in Rochdale carries this method out with a number of properties let out through their social lettings agency.	Campaign launched in Summer 2018
A commitment to Housing First as a key element of our approach.	Proven model for people with multiple and complex needs. We do however recognise this approach does not work for every individual. Bespoke, evidence-led approach required for under 25s, small scale to begin with.	Funded through Central Government and recommissioning through Health. Will provide 509 properties over 3 years through mix of social housing, social lettings agency sourced accommodation and private rented sector. Canadian Observatory on Homelessness report evidences HF can work as part of suite of housing options for younger people. Research pilot will be undertaken in partnership with experienced providers to determine compatibility of approach with under 25s in Greater Manchester.	Project to begin in early 2018 Youth element to begin research by mid-2018

Employment, Work Experience and Volunteering Opportunities	Work with local and national employers, public sector agencies, cultural and education sectors to provide apprenticeships, appropriate work and volunteering opportunities and the support needed to accept and continue them. Employers offering opportunities will be required to sign up to a Memorandum of Understanding relating to the support needed alongside employment. Just as the St Mungo's Clearing House in London ring-fences accommodation for people with experience of or are currently homeless, we are proposing an online resource to ring-fence employment and work-related opportunities for people experiencing or with experience of homelessness. The resource and pathway will be co-produced with people with lived experience, business, the voluntary sector and accommodation providers.	Business Network – open employment opportunities and support the steps to enabling people to access and sustain them. For example: mentoring, mental health support, initial help with transport costs etc. BN and RHPs - establish employment and education pathways with accommodation providers. Build on best practice from MHP Business Support Group, Business in the Community and models in companies such as Pret a Manger.	Asks to go out to employers in first call to Business Network in early 2018
Peer support and be-friending service	Builds a sense of community and allows greater chance of tenancies being sustained and lives rebuilt as a result. Build on learning from Inspiring Change peer mentoring programme. Create befriending system.	Integrate peer mentoring into accommodation provision, with particular incentive to rebuild community support. Redesign Age UK 'combatting loneliness' model created by Reason Digital to connect people to one another safely and securely.	Service set up by March 2019
		Faith and BN – to advertise and create support groups through their networks.	

5 Delivery Support							
Theme	How delivery will be undertaken	Resource Implications and Best Practice	Timescale				
A commitment to build on existing provision and local practice.	Work with Local Authorities to establish existing provision and where gaps can be filled by working at Greater Manchester level.	Homelessness Action Network to be vehicle for finding and expanding/delivering best practice. Work through co-production to design new schemes according to need. Asks GMCA – Support the development of best practice hub online through Trailblazer programme. BN - Convene offers of support unavailable to LAs (full business network proposal in Appendix).	HAN to be fully operational by March 2019				
Personalised plans, key workers and where appropriate an allocated personal budget based on individuals needs and personal housing plan.	Develop visible pathways for individuals to follow and own their progress through support services online. Potential to trial personal budgeting under pilot project, building on learning from Inspiring Change programme. Homelessness Reduction Act personal pathways developed at Local Authority level.	Asks GMCA – Support development through Trailblazer programme. BN - Support to design and develop digital element.	To come in to line as HRA becomes embedded in LAs				

Expand existing online information hub for rough sleepers, frontline workers and members of the public through the Homelessness Action Network.	Online hub to ensure; Action Network is mapped and updated, required community support can be advertised and directed where needed, best practice can be displayed and communications function so Action Network members are able to connect freely.	Asks GMCA - Trailblazer funding to support development of website and provide access to promotional space throughout the city region to direct public action through online resource. National best practice exists in the form of Manchester-based streetsupport.net	In full operation by March 2019
Roll-out of GM-Think database.	M think was for the person to have their story, in their words, as well skills, needs and goals, in one place. GM-Think is a tool which helps focus on person centred working, not another resource created by services for services. It is owned by the person, the responsibility of the partner agencies, for a Greater Manchester that adapts for the most vulnerable. Information collected through Count Me In, SIB and individual LAs, held in one database. International expertise and best practice will be drawn on through the Institute for Global Homelessness and World Habitat, to ensure the success and evaluation of the project.	Asks GMCA - Licence expansion funded through Trailblazer for 2 years. BN and Faith – Provision and training of volunteers for data collection through Count Me In. Best practice exists in CHAIN database, London. World Habitat Registry Week, EU. Homeless Management Information System, Chicago.	In full operation by March 2019
Development of Homelessness Champions.	Staff within public and private sector trained as main point of contact and representative for the Action Network.	Trailblazer programme funding with training and communications delivered through Action Network. All – Nominate staff to be main point of contact and communication outlet.	In full operation by March 2019

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Nationwide 'Transforming the Private Rented' Sector Project.	Nationwide's pilot project will enable the city region to trial projects to address and tackle the underlying issues surrounding the PRS. This work will be integrated in to the Greater Manchester Housing Strategy and 10 year strategy to enable long term change.	Will bring £1 million to the region, including already recruited project staff. This project and the attached funds will be managed by a project board Chaired by Fay Selvan CEO of the Big Life Group and includes representatives from the GMCA, Shelter, CLES etc.	Project takes place over 3 years from late 2017
Building and Social Housing Federation (BSHF) and Institute for Global Homelessness (IGH) Ending Street Homelessness campaigns.	Both campaigns will support delivery of the commitment to end street homelessness by 2020. This includes membership of international network of cities working towards the same aim, with training, data monitoring, impact measurement and international lobbying opportunities.	Support, training and practice sharing provided through World Habitat and IGH as part of being accepted on to scheme. Experts such as Dame Louise Casey, Rosanne Haggerty and Martin McGreevy OBE involved.	To be launched in March 2018 and completed by end of 2020
EU Social Challenges Platform.	Online platform for social enterprises, as citizens, across Europe to help organisations and cities tackle the issues of our time. Opportunity to develop new solutions for use by the Action Network, especially engaging digital and community sectors.	Managed by Impact Hub GM and GMCA Homelessness Team.	Launches early 2018

Mayor's Homelessness Fund.	Develop charitable status of GM Mayoral Homelessness Fund to widen funding opportunities for voluntary organisations. Raise funds for use by the voluntary and community sector. Provides support through quickly accessible grants programme and micro loans.	Requires series of successful fundraising initiatives including clear asks to the private sector. Examples of sustainable fundraising should be expanded; e.g. This Is The Place book sales and StreetSmart restaurant programme. Asks BN - Fundraising campaigns developed with local creative industries. BN - Support including PR, communications and digital fundraising advisors. All - Communication to workforce and community.	Obtained charitable status by early 2018
Voluntary and Community Sector Funding.	Requirement for new models of sustainable voluntary and community sector funding to fund individual wraparound support in recovery and reconnection elements in particular. Link to the Mayor's manifesto commitments to implement 5-10 year funding for the VCS. Requires voluntary/community sector to be involved as an equal partner in tackling homelessness and supporting individuals.	Work with trusts/foundations, LAs, public sector agencies and VCS on re-designing funding to a coherent, joined up approach across the city region underneath this vision and through the Action Network. Business and philanthropic support, voluntary hotel levy and devolved funding through public sector agencies, all need to play a part in whole person, place-based approach.	

Registered Housing Providers.	We recognise housing providers are a large part of supporting the existing homeless population and helping towards our commitments on homelessness. RHPs support in moving people from supported/unsupported temporary accommodation to stable housing is essential if we are to meet our goals.	Alongside their commitment to prioritising people rough sleeping and helping to develop models such as a Social Lettings Agency, housing providers have already committed financially to The Mayor's Fund and are supporting The Mayor's Team in making pledges for longer term interventions. This should continue.	
Business and Private Sector Contribution.	Mayor's Homelessness Business Network to be established. Need for clear financial and in kind asks for private sector contributions.	Business Network to convene offers of support and fulfill asks for the Homelessness Action Network at large (full business network plan in Appendix). Will require GMCA support initially.	Business Network to be established in February 2018
Faith Sector Contribution.	Faith and Homelessness Summit to take place, taking forward the faith sector's combined efforts in tackling homelessness.	Initial event to take place in March 2018 at a central location with 150-200 attendees. 10 further events will take place in each borough and be coordinated by the sector itself. Will require GMCA support initially.	Summit to take place in March 2018
Funders (Trusts and Foundations) Contribution.	Big Lottery to convene major donor's roundtable in March 2018, with forum then established. Long term view is to revision funding of homelessness services across the city region, working in partnership with the Homelessness Action Network to achieve the Greater Manchester city region ambition to end rough sleeping by 2020.	Organisations within the Action Network will work with funders to co-create approach to sustainably funding organisations tackling street homelessness for once and for all. Will require GMCA support to participate in forum and develop alternative funding models alongside funders and HAN.	Process to begin in March 2018

Greater Manchester Police.	We recognise that a sustainable solution will require the development of a consistent approach to sensitive enforcement by criminal justice agencies to support the ending of rough sleeping.	GMP – Training developed by Manchester Homelessness Partnership and delivered by people with lived experience to be rolled out across GM force (new and existing staff). GMP – To provide funding for training and inductions. GMP - Participate in multi-disciplinary street outreach teams. GMP and VCS – Booth Centre induction programme for new officers to be integrated at local borough level with individual centres.	
Hotel Voluntary Contributions.	Develop ask of the hospitality sector for a contribution to be donated sustainably to The Mayor's Fund.	Based on successful models in world cities including Amsterdam, Barcelona and New York City, whereby a percentage of each night's stay is collected and donated to city funds. Business Network – Find hotels to be first to implement initiative.	First hotels to implement by June 2018
Lobbying, Influencing and Campaigns.	National and local lobbying will form a key element of ensuring policies do not work against all of the above delivery and implementation or create a need for greater capacity. Co-ordinate the voice of the Greater Manchester Mayor, Mayors in other core cities, Local Authority leaders, local MPs, Business, Public Authorities, Housing Providers, the Voluntary Sector and the general public to influence the operating environment for homelessness.	Work with the Voluntary and Community Sector, Local Authorities, public sector agencies, people with lived experience of homelessness, Registered Housing Providers and business to challenge existing policy, rise to change and showcase new solutions. All – find, create and react to opportunities for utilising our collective voice.	



Annex 2 – GM Boroughs' Comparison Data

Table 1 – Official Rough Sleeper Counts in Greater Manchester

	2010	2011	2012	2013	2014	2015	2016	2017	Change
Bolton	2	1	1	1	4	8	8	17	750%
Bury	3	9	3	10	0	9	3	10	233%
Manchester	7	15	27	24	43	70	78	94	1243%
Oldham	1	0	1	2	0	2	3	2	100%
Rochdale	5	5	8	6	17	2	12	8	60%
Salford	4	11	10	7	14	16	26	49	1125%
Stockport	1	0	4	3	7	9	10	10	900%
Tameside	9	7	0	2	7	14	19	43	378%
Trafford	3	1	2	2	2	1	2	5	67%
Wigan	6	11	15	13	7	3	28	30	400%
GM Total	41	60	71	70	101	134	189	268	554%

Annex 3 - GMCA Homelessness Projects

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Project	Aim	Cohort Numbers	What the project Covers	What is not covered	Funding	Partners Involved
Entrenched Rough Sleepers (RS) SIB	To supported entrenched Rough Sleepers in • finding suitable accommodation • Positive solutions/support general well being (includes substance misuse and mental Health issues) • Entry in to education, training or employment	Outcomes for 200 RS's	Accommodation options such as supported, social and private rented, and an element of Housing First accommodation.	Rent – this will be covered by UC/Housing benefit or self-financed for applicants who maybe working.	£1.8 million MHCLG funding (outcome based)	GM LA's, GM Homes
Housing First	 To deliver a programme across GM targeted at people identified as having an issue of chronic homelessness due to the complexity of their needs. To identify and implement the wider system changes to prevent and tackle homelessness. 	450	Accommodation and wrap around support to help tenancy sustainment.	 Rent – this will be covered by UC/Housing benefit or self- financed for applicants who maybe working. Revenue funding beyond the 3 year pilot period. 	MHCLG Funding – £TBC	GM LA'S H&SCP NPS/CRC LCR, West Midlands Combined Authority
		Hor	melessness Trailblazer Programme			
Ethical Lettings Agency	A more consistent private rented sector offer, taking a Social Lettings Agency approach to the prevention of homelessness across GM.	TBC	 Development of a social lettings agency to access the private rented sector across GM. Development of a framework to allow access to the PRS. 	Rent – this will be covered by UC/Housing benefit or self-financed who maybe working.	Trailblazer Funding	TBC GMHPG
Homelessness Reduction Act (HRA)	A consistent approach to recording and monitoring of prevention activity across local authorities and partners.		 1 x ICT Case Management System across GM GM letter templates to implement the HRA including principles for Duty to Refer Roll out of HRA training across GM (next stage will be to partners) 	 Approach taken by each LA Staffing and service design 	Trailblazer Funding	GM LA's & Partners
Hub provision across GM	Deliver 3 Hubs based on No Second Night Out and increase access to preventative services locally.	3 Hubs over 2 yrs	 Provision of a wide range of services locally through the hub system through partnership working with LA's, Health etc Funding towards the cost of developing a hub model and service provision 	 Cost of rent will be covered by UC/Housing benefit or self- financed for applicants who maybe working Capital cost for the hub Revenue funding beyond the initial 2 years 	Trailblazer Funding	LA's, H&SCP, local services

