

Rough Sleeping Initiative: Memorandum of Understanding

GLA

Agreed: 09/03/2020

Signatories

SIGNED for and on behalf of

SIGNED for and on behalf of

The Secretary of State for the Ministry
of Housing, Communities and Local
Government

GLA

Name Catherine Bennion

Name

Rickardo Hyatt

Position

Deputy Director for Homelessness and
Rough Sleeping Delivery

Position

Interim Deputy Executive
Director, Housing and
Land

Signature



Signature



Date

09/03/2020

Date

05/03/2020

1. Purpose of the Memorandum of Understanding

1. This Memorandum of Understanding (MoU) has been drafted to set out the principles and practices that will apply to the working relationship between MHCLG and GLA with regard to delivering Rough Sleeping Initiative (RSI) funded services.
2. This new fund, to cover the 2020/21 financial year, combines the RSI and Rapid Rehousing Pathway (RRP) into a single, streamlined funding programme. The fund is designed to support the establishment or enhancement of coordinated local services, based around the Rapid Rehousing Pathway model, for rough sleepers or those at risk of sleeping rough, with the aim of reducing and, ultimately, ending rough sleeping in England.
3. The MoU sets out the monitoring arrangements and responsibilities, accountability, governance structures and financial arrangements of the project.
4. This MoU guides future relationships and is subject to review where appropriate to ensure that it continues to reflect activity on the ground.
5. While this document is not a legal or binding agreement, all parties are committed to honoring it. The agreement will need to be updated to take account of any possible future changes in the wider relationship between the parties involved.
6. The document outlines the actions which are necessary to provide Government and local partners with assurance that decisions over funding are proper, transparent, and that they deliver value for money. In performing their respective roles, the parties will continue to ensure that they act in a manner that is lawful, transparent, evidence based, consistent and proportionate.
7. The funding allocated as part of the RSI should in no way be used to fund support activities or provisions that would be deemed unlawful. If you are unsure if your intended use of funding will be within your legal powers you should seek clarity with your lawyers. If this will change the amount of funding you require this should be discussed before signing the MoU.

2. Funding Composition and Payment Mechanism

8. Funding for this project will be provided by MHCLG directly to GLA via a Section 31 Grant Determination.

9. Total funding for the financial year 2020/21 is £6,617,785.05 to be paid in 2020. Total funding is comprised of £0 capital funding and £6,617,785.05 revenue.
10. This allocation will be split into two payments, both to be paid in 2020. The first tranche will be confirmed immediately upon signature of this MoU and paid as soon as possible afterwards.
11. The first tranche of funding will be dependent on:
 - a) GLA delivering 33% of the 2019/20 outcomes by the end of March 2020 on Route into Renting.
 - b) 150 referrals being made to the PRS TST service by the end of March 2020.
12. The second tranche of funding will be paid in October and is dependent on:
 - a) Whether the agreed actions upon which the first payment was made have been completed. The agreed actions will be covered in the delivery plan. All interventions must be mobilized before we pay the second tranche of funding.
 - b) GLA to develop a performance assessment mechanism for all RSI interventions that demonstrates their impact on the levels of rough sleeping.
13. This funding is for the sole purpose of delivering RSI funded services in GLA and the areas associated with the submitted proposal.
14. It is GLA's responsibility to provide assurance to their MHCLG account manager that funding is accounted for and is only applied to activity agreed in the delivery plan.

3. Governance, Monitoring and Reporting

Governance

15. MHCLG's Principal Accounting Officer is accountable to Ministers and Parliament and the Department will therefore require GLA to provide performance reporting of projects funded through the programme.
16. In MHCLG the funding set out in this MoU will be managed at a strategic level by either an RSI or HAST adviser or a policy official.
17. For GLA the rough sleeping coordinator, or equivalent lead officer, will have oversight of the programmes listed in this MoU.
18. Where GLA identifies significant risks or issues of financial or delivery under-performance those must be escalated to the Head of Rough Sleeping Delivery in MHCLG for resolution.
19. GLA and MHCLG will hold regular monitoring meetings to discuss progress and performance across the programme in this MoU.

Monitoring and Reporting

20. GLA will appoint an account manager who will be responsible for providing monitoring and performance reports which will include:
 - A summary of progress made on each funded intervention in this MoU.
 - High level outcomes for each funded intervention.
21. GLA and MHCLG, during the delivery of the RSI, will conduct an evaluation (detail to be agreed) to inform transformation and enable learning to be shared elsewhere. GLA will supply data and participate in this evaluation.

4. Interventions

22. The types of interventions we are supporting through the RSI 2020/21 fund and have supported through the RSI and RRP to date, can be classified in four different groups which support the establishment of a coordinated pathway. We expect all local authorities to adhere to the following principles and practice when delivering these interventions. They are:

- a) Street-based response. Assertive outreach that performs a function intercepting and engaging with those who are sleeping rough in order to direct them into services away from the street. This is the crucial first stage in getting people into a pathway of services and while there is no one model for delivering such provision, the following features are advised:
 - I. An unrelenting commitment and focus on ending homelessness and ability to bring in support from other local services to achieve this.
 - II. Outreach shifts that correspond with patterns of rough sleeping in a local area; these should be dynamic and respond to seasonal and other changes including early morning and/or night time coverage.
 - III. A personalised approach focussed on client need, including in particular those who are the most difficult to engage, rather than being driven by institutional restrictions. Teams should work flexibly to find solutions and be focussed on achieving outcomes for individuals.
 - IV. The ability to gather data from the street and use it to influence the operation of all other services downstream.
- b) First stage accommodation. The first line of accommodation providing a safe space away from the street, mitigating the risks individuals face when sleeping rough. There are various models of shelter provision and rapid assessment hubs and they will need to be tailored to local need. The approach we have piloted through the RRP is the Somewhere Safe to Stay approach, for more detail see the [RRP prospectus](#).
- c) Housing support and housing-led solutions. Options for the supply of longer-term accommodation options. These tend to be most appropriate for clients with lower and medium needs. They work best when combined with appropriate floating support, particularly for more complex clients. Services can include:
 - I. Local Lettings Agencies which work to make the most efficient use of local rental accommodation, brokering relationships with landlords and managing properties if necessary. They can also include flexible funds to enable clients to access accommodation and provide reassurance to landlords, such as rent deposits. Crucially they unlock

housing supply that would otherwise be out of reach for this cohort. See the [RRP prospectus](#) for further details.

- II. Supported lettings tenancy sustainment support, which can include floating support workers and flexible personalised budget funds to support clients to overcome challenges they face in sustaining their tenancy. See the RRP prospectus for further details.
- III. Housing-led solutions for rough sleepers, or those at risk of sleeping rough, with more complex needs who require intensive on-going support to recover from multiple need such as mental ill health or substance and alcohol misuse and an environment that is flexible enough to promote this recovery.

d) Specialist Support workers. Relevant at all stages of an individuals' journey through services, specialist workers are skilled at getting the necessary support to those who are most vulnerable and have the most complex needs. This may be through having expertise in a specific work area such as substance misuse or that they play a role in co-ordinating the resources available locally. Such roles may take the form of:

- I. Rough Sleeping Co-ordinators who work to ensure services are interlinked, that data is accurate, reporting information is collected, blockers in an overall system are identified, changes are made as necessary during service delivery and that case plans are in place for identified individuals.
- II. Rough sleeping navigators who work with a small caseload of individuals with the most complex needs to support them through services. See the RRP prospectus for further details.
- III. Other specialist roles focussed on issues such as drug and alcohol misuse, mental ill-health and prison leavers.

23. Across all these groups of interventions we expect local authorities to embed preventative action for those at risk of sleeping rough, not just for rough sleepers. This could include liaison and diversion approaches from hospitals and prisons and work with accommodation providers to reduce short notice eviction.

24. We also expect local authorities to work proactively and flexibly with other local authority areas seeking to reconnect rough sleepers who do not have a local connection where they are sleeping rough, and do have a local connection to the area to which they are being referred.

5. Non-UK Nationals

25. Regarding the provision of support to Non-UK nationals we expect local authorities to be aware of the legal restrictions that can apply when offering assistance to this group, depending on their immigration status (for example, the restrictions contained in Schedule 3 to the Immigration and Asylum Act 2002).

6. Data Protection

26. MHCLG and GLA will co-operate with one another to enable each party to fulfil its statutory obligations under the General Data Protection Regulation (EU) (2016/679) as amended, superseded or replaced from time to time.
27. Nothing in this MoU is intended to, or shall be deemed to, establish any partnership or joint venture between the parties, constitute either party as the agent of the other party, nor authorise either of the parties to make or enter into any commitments for or on behalf of the other party.

7. Delivery Plan

Rough Sleeping Initiative Delivery Plan

Lead Local Authority GLA

Outputs <i>(Please detail expected milestones and deliverables required to make each element operational)</i>	Cost <i>(Not applicable to all outputs)</i>	Delivery Date <i>(not applicable to all outputs)</i>	Comments <i>(as appropriate)</i>
Revenue <i>(e.g. training, staffing)</i>	Capital <i>(e.g. equipment purchase)</i>		

Delivery plan for existing services

Intervention 1: Equipping Shelters Project	Recruitment for Navigators commences			01/02/20	
	Navigators recruited	£100,000	N/A	1/4/2020	
	Personal budgets spent	£50,000	N/A	1/10/2020-31/3/2021	
	Catalyst Team recruited	£300,000	N/A	1/4/2020	Already mobilised
Intervention 2: Rapid Response	Staffing recruited	£600,000	N/A	1/4/2020	Already mobilised
Intervention 3: Routes Home	Staffing and bed spaces	£220,000	N/A		Already mobilised
Intervention 4: Floating Hubs and Staging Posts	Floating hub (core cost) – At least 1 hub per month	£751,089	N/A	01/04/2020	Service already mobilised
	Floating hub building support fund for boroughs (H&S certificates etc)	£40,000	N/A	01/04/2020	No additional mobilisation required
	Pound Lane Staging Post (23 beds, low to medium support needs)	£503,074	N/A	01/04/2020	Service already mobilised
	Great Guildford Street (28 beds, high support needs)	£734,865	N/A	01/04/2020	Service already mobilised
Intervention 5: EASL	2 x FTE Senior MH Practitioners (Top Band 7) including out of hours payments	£131,948.05	N/A	01/04/2020	Service already mobilised
	Service manager and admin and other costs (training, office costs, travel costs etc)	£55,181	N/A	01/04/2020	Service already mobilised
Intervention 6: Route to Renting	Staffing (1 x Team Leader and 4 x Move On Worker)	£107,294	N/A	01/04/2020	Service already mobilised
	All other costs (client costs including rent deposits, staff expenses, office costs etc)	£74,196	N/A	01/04/2020	Service already mobilised
Intervention 7: PRS TST	Tenancy Sustainment Team North	£233,891	N/A	01/04/2020	Service already mobilised
	Tenancy Sustainment Team South	£183,612	N/A	01/04/2020	Service already mobilised
	Clearing House (referrals and administration)	£59,941	N/A	01/04/2020	Service already mobilised

Intervention 8: GLA Staffing	Senior Project Officer	£55,000	N/A	01/04/2020	Staff member already in post

Delivery plan for new services

Intervention 1: NLOS	Consultation and market testing		N/A	01/12/19	
	Service advertised for tender		N/A	01/03/20	
	Tender closes		N/A	14/05/20	
	Decision		N/A	07/06/20	
	Award		N/A	14/06/20	
	Contract signed		N/A	01/07/20	
	Implementation (inc. recruitment and works)		N/A	01/07/20 - 01/10/20	
	Delivery begins	£1,000,000	N/A	01/10/20	Delivery will be as soon as possible, but contract start will be no later than this date.

Intervention 2: Detox and Rehab Fund	Provision for Analyst	£50,000	N/A	31/03/2020	Funding in 2019/20 to support development of project
	GLA staffing	£55,000	N/A	01/04/2020	
	Co-design model with councils and providers	N/A	N/A	30/04/2020	
	Mobilisation	N/A	N/A	30/06/2020	Signing agreements, recruitment
	Commissioning staff in place (1 FTE)	£50,000	N/A	01/07/2020	Up to £50K of MHCLG funding + up to £50k of GLA funding
	Community and hospital residential detox and rehab placements	£300,000	N/A	01/07/2020	£300k of MHCLG funding + £200k of GLA funding

Intervention 3: HMOs	Sanctuary Housing – Forest Hill, 6 beds	£150,000	N/A	April 2020	Service opens
	Sanctuary Housing – Brent, 6 beds	£150,000	N/A	April 2020	Service opens
	Sanctuary Housing – Islington, 7 beds	£150,000	N/A	April 2020	Service opens
	Look Ahead - Southwark, 12 beds	£300,000	N/A	April 2020	Service opens

Intervention 4: Peer-led outreach	Management and admin Incl Specialist Project Manager, Service Manager, Volunteer coordinators and Project admin	£71,618		1/04/2020	
	Grow Buddies x 4	£98,968	N/A	1/06/2020	
	Volunteer expenses	£9,742	N/A		
	Customer expenses/Personalisation	£3,000	N/A		

Office costs, Clinical Psychologist costs and central overheads	£29,366	N/A	1/04/2020	
Total service cost for all 4 boroughs	Total: £212,964	N/A	1/04/2020	Service commences