



## SHEFFIELD CITY COUNCIL Cabinet Report

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**Report of:** Executive Director Communities

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**Cabinet Portfolio:** Communities

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**Date:** 19/2/2014

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**Subject:** Gateway Protection Programme

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**Author of Report:** Belinda Gallup

### Summary:

In 2004 Sheffield was the first local authority to welcome Gateway refugees when the programme was launched in the U.K.

In 2011 Sheffield City Council was awarded funding by the Home Office, on behalf of our delivery partnership which comprises Hull City Council and the Refugee Council, to deliver a refugee resettlement programme in Sheffield and Hull from 2011 – 2014. This programme will end in August 2014 and the Home Office have requested that the three national providers of current Gateway programmes submit costs to deliver a further programme to run from 1/4/14 to end no later than 31/3/2016.

Authority is now being sought for the Council to enter into new agreements with the Home Office, subject to agreement on costs, to continue delivery of the Gateway Protection Programme, GPP, and for the Council to continue to receive the grant funding from the Home Office for the delivery of the programme and to continue the sub-contracting arrangements it has in place with Hull City Council and the Refugee Council for the services they deliver.

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### Reasons for Recommendations:

The Council has managed a successful programme delivery partnership with Hull City Council and the Refugee Council since 2011. As well as overall management of the programme, the Council has also managed the provision of housing and associated tenancy support for the Gateway refugees. The local authority VCF partnership provides excellent quality and value for money services and delivering a further programme going forward will ensure the continuity of the current delivery partnership as well as providing the best housing and resettlement services for new refugees arriving in the city.

**Recommendations:**

Subject to the Home Office agreeing the costs submitted it is recommended that:-

- i) the Council enters into two funding agreements with the Home Office to deliver the Gateway Protection Programme for the period from 1/4/14 – 31/3/16;
- ii) the Council enters into funding agreements with the Refugee Council and Hull City Council for the elements of the programme that they deliver on terms which reflect the Council's agreement with the Home Office;
- iii) authority is delegated to the Executive Director Communities in consultation with the Director of Finance to instruct the Director of Legal and Governance to finalise terms and complete the necessary documentation.

**Background Papers:** Equality Impact Assessment

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**Category of Report:** OPEN

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## Statutory and Council Policy Checklist

<b>Financial Implications</b>
YES/NO      Cleared by: Mark Wassell
<b>Legal Implications</b>
YES/NO      Cleared by: Andrea Simpson
<b>Equality of Opportunity Implications</b>
YES/NO      Cleared by: Phil Reid
<b>Tackling Health Inequalities Implications</b>
YES/NO
<b>Human rights Implications</b>
YES/NO:
<b>Environmental and Sustainability implications</b>
YES/NO
<b>Economic impact</b>
YES/NO
<b>Community safety implications</b>
YES/NO
<b>Human resources implications</b>
YES/NO Cleared by Chris Prime
<b>Property implications</b>
YES/NO
<b>Area(s) affected</b>
<b>Relevant Cabinet Portfolio Leader</b>
<b>Relevant Scrutiny Committee if decision called in</b>
<b>Is the item a matter which is reserved for approval by the City Council?</b>
NO
<b>Press release</b>
NO

## **Communities and Inclusion**

### **Gateway Protection Programme**

#### **1.0 SUMMARY**

- 1.1 In 2004 Sheffield was the first local authority to welcome Gateway refugees when the programme was launched in the U.K. Since 2011 Sheffield has managed a Yorkshire and Humber resettlement delivery partnership, involving Hull City Council and Refugee Council.
- 1.2 Each city will resettle 90 refugees each year of the programme with all costs being met for the first 12 months following arrival in the resettlement city. The programme is funded by the Home Office and European Refugee Fund. This programme will end in August 2014 and the Home Office have requested that the three national providers of current Gateway programmes submit costs to deliver a further programme to run from 1/4/14 and to end no later than 31/3/16.
- 1.3 Authority is now being sought for the Council to enter into two further funding agreements for an extension of the programme, to run from 1/4/14 – 31/3/16 and, subject to satisfactory funding arrangements, for the Council to continue receiving the grant funding from the Home Office for the delivery of the programme and enter into sub-agreements with Hull City Council and the Refugee Council, on terms which reflect the Council's agreements with the Home Office, for the services that they deliver.
- 1.4 The new arrangements will be in place to cover 180 refugees arriving between 1 April 2014 – 31 March 2015. The Grant Agreements for the new programme are expected to replicate the existing Grant Agreements. The GPP is funded via a direct grant agreement with the Home Office and a separate Grant Agreement with the Home Office as Responsible Authority for the European Refugee Fund in the UK, which taken together fund 100% of the activity. The delivery partners will continue to support refugees who arrived prior to August 2013 with funding received as part of the current Grant Agreements and refugees arriving between 1/4/14 – 31/3/15 will be funded under the new Grant Agreements and be supported until 31/3/16.

#### **2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE**

- 2.1 Sheffield was the first City of Sanctuary and as a city is proud to welcome asylum seekers and refugees into its neighbourhoods. Continued involvement with the GPP supports this commitment and is a clear signal that Sheffield intends to be a place of safety for those fleeing persecution.
- 2.2 As the first local authority to participate in the programme many other local authorities have looked to Sheffield to give guidance and share experiences of the success of the programme in the city. Refugees have settled well into local communities and integrated well into neighbourhoods, sharing different cultures and becoming active citizens

alongside their neighbours.

### **3.0 OUTCOME AND SUSTAINABILITY**

- 3.1 The GPP is fully funded by the Home Office for the first 12 months after the refugees arrive, including housing, healthcare, education and casework support.
- 3.2 During the course of the first 12 months the refugees are supported to become fully independent and tailored support offered by both Sheffield City Council and Refugee Council staff is tapered to reduce over the course of the year. If, at the end of the 12 months, households need more support referrals are made onto appropriate support agencies.
- 3.3 The programme will continue to be delivered in tandem with the Ethnic Minority and Traveller Achievement Service and NHS Sheffield, who have separate arrangements and funding agreements for the provision of education for children and health care. Regular stakeholder meetings will be convened where planning for arrivals and ongoing support for the refugees who have already been resettled will be discussed.
- 3.4 Many of the refugees resettled have gone onto form community groups and join the Gateway Community Forum as they have become more established and integrated into life in the city. Some of the refugees who arrived as children have gone onto university and a number of refugees have secured paid employment or are undertaking volunteering work, including befriending and supporting newer cohorts of Gateway refugees.

### **4.0 MAIN BODY OF THE REPORT**

- 4.1 The GPP is the UK refugee resettlement programme run by the Home Office in conjunction with the United Nations High Commission for Refugees (UNHCR ) The GPP resettles refugees who are not able to return to their country of origin or remain long term in their host country. The Cabinet Member for Communities agreed on 7/10/11 for the Council to enter into a funding agreement with the Home Office to deliver the resettlement programme from 2011 – 2014.
- 4.2 The current programme involves the two local authorities securing housing and providing tenancy support for the resettled refugees whilst the Refugee Council provides the reception and integration support for the refugees for the first 12 months after their arrival in the UK. The programme is wholly financed by central government and European monies for the first 12 months after refugees arrive in a locality.
- 4.3 The Home Office have indicated that they intend to tender for a longer term programme during 2014 / 2015 which will require the submission of tenders from organisations and partnerships wanting to deliver programmes from 2015 onwards. Discussions will be held with our current delivery partners, Hull City Council and Refugee Council with a view to seeking approval to submit a bid to deliver a longer term programme after the end of the extension in 2016.

4.4 The new grant agreements will start in 1/4/14 and will end no later than 31/3/16. Sheffield and Hull will be required to resettle 90 refugees in each city during the period 1/4/14 – 31/3/15. The terms of the new Grant Agreements will replicate those of the current Agreements and will relate to the housing and support for the refugees arriving during the 12 month period ending on 31/3/15. The delivery partners will resettle the 14/15 intake of refugees using the funding allocated for 13/14 programme. This would then be topped up with the extension funding when required during the year, as the 13/14 funding is exhausted.

4.5 Legal implications

The Council will enter into legal agreements to secure funding and delivery.

4.6 Equality implications

An EIA has been carried out and is attached. The main impacts identified are that the extension of the Gateway programme will have a positive equality impact primarily on BME communities as all refugees being resettled will be from a BME background. The Gateway programme offers the resettled refugees the only chance of a durable solution to their protracted refugee status. Refugees will also have other protected characteristics which may be relevant to their resettlement needs and this would be addressed as part of the individualised support that they receive, for example, some of the refugees who are resettled may have suffered persecution on the basis of their sexuality or religion. If the programme is not extended this may have a negative impact on the refugees awaiting resettlement. However, it would not impact on those who are currently involved in the programme as their resettlement support is guaranteed under the current programme arrangements.

4.7 Financial implications

4.7.1 The costs of managing the GPP are fully met by the Home Office and European Refugee Fund for the first 12 months, with no net cost to the Council budget. The maximum amount payable from the Home Office will be £1, 584, 129, this is broken down below.

4.7.2 Breakdown of maximum level of funding available for term of extension for activity within Housing Solutions

	Direct Costs	7% indirects	Total payment
Sheffield City Council	£411,623	£28,814	£440,436
Hull City Council	£451,129	£31, 579	£482,708
Refugee Council	£649,783	£45,485	£695,268
	<b>£1,512,535</b>	<b>£105,878</b>	<b>£1,618,413</b>

4.7.3 The submitted costs and the funding agreements will be based on outputs of 90 refugees arriving in each city over the course of the 12 month period

from 1/4/14 – 31/3/15. Each refugee will be provided with housing and integration support. The budgets are based on fixed costs, e.g. salaries and variable costs, e.g. accommodation set up costs. If the number of refugees resettled is less than 90 within the 12 month period the Home Office would still retain liability to meet the fixed costs within the Grant Agreement and the variable costs would be reduced, pro rata, according to the actual number of refugees resettled, and the actual costs incurred for their housing and support.

4.7.4 If additional costs are identified prior to arrival separate funding agreements will be made with the Home Office, as per the current programme.

4.7.5 Built into the funding agreements are 7% indirect costs which will be retained to fund any unforeseen expenditure during the course of the programme. If additional, unexpected costs arise, over and above the level of the 7% indirect costs, discussions will be had with the Home Office to either identify additional funding for the programme or to vire underspend on other aspects of the Gateway programme areas to meet any unplanned costs. Historical and current management of the budget has given us confidence that there will be significant areas of underspend which can be used to meet any unplanned expenditure in the future programme.

4.7.6 EMTAS receive additional funding from the Home Office, equivalent to 1.6fte workers and £10,000 towards management costs. In addition, an amount of £4,500 is payable for each child aged 5 – 18 and an amount of £2, 250 for each child aged 3 or 4. This is used to support the admissions process, for home school liaison and to provide classroom support for the children.

4.7.7 Separate funding agreements are made between the Home Office and NHS Sheffield, which fund the initial patient registration and health screening process which takes place centrally at Mulberry Practice. Additionally, once the refugees are registered with their local general practice a sum of £50 per refugee is paid to the practice to facilitate this registration.

4.7.8 At the end of the extension period both the funding and the activity will cease. There will be no ongoing commitment on the Council to continue any of the work prescribed in the Grant Agreements.

#### 4.8 HR implications

4.8.1 The Grant funding pays salaries / part salaries for the following posts:-

Post	Grade	fte
Service Manager	11	0.3
Team Manager	8	0.75
Monitoring Officer	5	0.6 ( fully funded)
Senior BSO	4	0.5 ( fully funded)

Gateway Finance	6	0.2
Property Inspector	Kier secondee	1.0
Handy person	Kier secondee	1.0

4.8.2 If the Council does not enter into the funding agreements with the Home Office the Council's Achieving change / MER procedure would be used to address the shortfall in funding against the number of posts and the structure within the Service.

4.8.3 The secondment arrangements for the KIER operatives end on 31/8/14 and these staff would return to KIER at the end of the current Grant Agreement.

## **5.0 ALTERNATIVE OPTIONS CONSIDERED**

5.1 If the Council did not enter into the funding agreements with the Home Office for this extension the Home Office have confirmed that they would not have enough time to identify another partner in the city to provide the housing and to contract with for the resettlement programme in Yorkshire and the Humber. This would mean that the national programme may not achieve its quota to resettle 750 refugees in 14/15.

5.2 The current delivery partners have both committed to continuing the existing arrangements for the period of the extension.

## **6.0 REASONS FOR RECOMMENDATIONS**

6.1 The Council has managed a successful programme delivery partnership with Hull City Council and the Refugee Council since 2011. As well as overall management of the programme, the Council has also managed the provision of housing and associated tenancy support for the Gateway refugees. The local authority VCF partnership provides excellent quality and value for money services and delivering a further programme going forward will ensure the continuity of the current delivery partnership as well as providing the best housing and resettlement services for new refugees arriving in the city

## **7.0 REASONS FOR EXEMPTION**

7.1 Not applicable.

## **8.0 RECOMMENDATIONS**

8.1 Subject to the Home Office agreeing the costs submitted it is recommended that:-

- i) the Council enters into two funding agreements with the Home Office to deliver the Gateway Protection Programme for the period from 1/4/14 – 31/3/16;
- ii) the Council enters into funding agreements with the Refugee Council and Hull City Council for the elements of the programme that they deliver on terms which reflect the



- iii) Council's agreement with the Home Office;  
authority is delegated to the Executive Director Communities  
in consultation with the Director of Finance to instruct the  
Director of Legal and Governance to finalise terms and  
complete the necessary documentation.

Belinda Gallup  
Service Manager Housing Solutions  
13/1/14

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