

**Integration Joint Board**

**Report By:** Chief Officer, Planning, Strategy and Commissioning, and CSWO

**Contact:** Eric Steel, Head of Homelessness Services

**Tel:** 0141 287 4028

**HOMELESSNESS – REVIEW AND REFORM OF COMPLEX NEEDS**

<b>Purpose of Report:</b>	The purpose of this report is to update the Integration Board on the transformational change programme relating to Homelessness Services.
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<b>Recommendations:</b>	<p>The Board is asked to:</p> <ul style="list-style-type: none"> <li>• Note the content of the report and the progress to date.</li> <li>• Agree that the Chief Officer progresses the activity and arrangements outlined in section 4.2</li> <li>• Instruct the Chief Officer to report on progress to the IJB by the end of the year.</li> </ul>
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**Implications for IJB:**

<b>Financial:</b>	Welfare Reform particularly Universal Credit and unsubsidised housing benefit remain a financial pressure. Purchased Services are being redesigned and there will be savings as approved by the IJB on 21st March.
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<b>Personnel:</b>	Staffing implications completed for Phase 1. Relocation/redeployment in relation to Phase 2.
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<b>Legal:</b>	Redesign of purchased services will require input in relation to procurement.
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<b>Risk Implications:</b>	Meeting statutory homelessness duties during period of change and risk to Council reputation.
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<b>Sustainability:</b>	None
<b>Economic Impact:</b>	None
<b>Sustainability:</b>	None
<b>Sustainable Procurement and Article 19:</b>	None
<b>Equalities:</b>	EQIA being prepared in relation to co-production/redesign. Will be completed end of April 2016.
<b>Implications for Glasgow City Council:</b>	The Council will require to approve awards of contract following tender completion, and manage changes to staff deployment in consequence of the impact on Hamish Allan Centre.
<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	Further work scheduled in relation to future delivery of specialist homelessness health services underpinned by proposed updated health needs assessment.

## 1. Introduction and Purpose

1.1 The purpose of this report is to update the IJB on a range of issues relating to Homelessness Services.

1.2 Homelessness Services face a range of pressures which include:

- Shortage of permanent and temporary accommodation contributing to the Council's failure to accommodate individuals in need, a statutory duty, and the voluntary intervention of the Scottish Housing Regulator.
- Financial pressures arising from the above and on-going requirement to use unsubsidised bed and breakfast. These financial pressures are compounded by Welfare reforms and its potential impact on individual claimants (universal credit) and supported accommodation providers.
- The existence of a substantially unchanged resource led, rather than needs led, system including outdated models of provision requiring whole system change to deliver person-centred services.

## 2. Background & Phase 1

- 2.1 Homelessness Services has been the subject of a multi-agency strategic review in the context of the Council's transformational change programme with progress routinely reported to the Health and Social Care Policy Development Committee through 2014/15.
- 2.2 In this period of review the following has been delivered:
- Roll out of and extension of housing options across the city thereby extending a multi-agency focus on early intervention and prevention with a corresponding fall in the number of applications for statutory homelessness assistance.
  - Creation of strategic partnership with Wheatley Group/Glasgow West of Scotland Housing Forum/GHN, mirroring the housing options model, to secure increased numbers of permanent and temporary lets which will improve access for homeless households reducing the burden on SWS in terms of temporary accommodation and in particular spend on bed and breakfast.
  - A new 5 year strategy for homelessness in Glasgow City developed in consultation with all stakeholders and signed off by the newly-constituted Homelessness Strategy Group. The strategy reflects the ambition to shift to earlier intervention, needs led not resource led approach, and a separation of housing and support.
  - A 'Proof of Concept' partnership with voluntary sector providers aimed at improving outcomes for homeless individuals with complex needs who face multiple barriers in achieving a level of stability and who are overly represented in prison/accident emergency admissions, rough sleeping and chaotic substance misuse/persistent offending etc.
  - Integration of the homelessness function within the Health and Social Care Partnership including the following:
    - Disaggregation of the SWS Homelessness Persons Team with the transfer of QSW/Care management resources to each of the 3 localities (April 15).
    - Creation of Grade 8 team leaders in each of the 3 localities to lead and develop homelessness services and to drive the integration of the function within local communities.
    - Decentralisation of management and governance of community casework service to each locality from 1/4/15 and line management of the out of hours homeless function to Social Work Standby under line management of Grade 9 (September 2015).

- Single strategic leadership of health and social care homelessness services through appointment of a joint head of homelessness for Glasgow City in October 2015.

### **3. Reform of Homelessness Casework Services**

- 3.1 Early in 2015 industrial action commenced within Community Casework Teams culminating in a 17 week strike over the period of April – July 2015.
- 3.2 The reform of Community Casework Services required to be accelerated in the context of the above industrial action and this formed the basis of the dispute resolution agreement and staff returned to work on the basis that they would be assessed in order to take up a new role at a higher grade all linked to the wider strategy for homelessness and our drive towards a needs-led, person centred approach.
- 3.3 The reform was predicated on the transformational change principles and essentially deleted all grade 5 posts, created a reduced number of grade 6 posts and improved management spans of control.

Front-line staff are now operating at similar level to Social Care Workers across SWS and are required to deliver improved practice in assessment, support planning, case management and review than was historically the case.

- 3.4 Implementation of this reform is now largely delivered with the following outturn position:
- 68 staff assessed as competent at Grade 6
  - All surplus grade 5 staff redeployed or have left through voluntary severance (16 in total)
  - Redeployment of surplus grade 6 staff underway.
- 3.5 Post the agreement on the final number of grade 6 posts city-wide (54), the Council agreed with local and national government to the intake of the Syrian refugees as part of the international humanitarian commitment and the vulnerable persons relocation programme. This has created an additional pressure both short and long term on the homelessness service. It has been agreed that a small surplus of grade 6 staff post current redeployment be retained within the service to meet current and future needs of Syrian refugees. This is fully costed against our contract with the Government/Home office and would be minimally cost neutral assuming income from national government in our revised contract.
- 3.6 A training and organisational development plan is being rolled out through 2016 to support all front line homelessness staff to deliver the new role. The launch was on

3<sup>rd</sup> February introduced by the Chief Officer (operations) and is being coordinated and driven by locality managers.

#### **4. Homelessness Reform – Phase 2**

4.1 Phase 2 of the homelessness transformational change programme is now underway following approval by Executive Committee on 4<sup>th</sup> February. See Appendix 1.

4.2 Phase 2 includes:

- Redesign of purchased services – a co-production approach with providers to deliver new models of accommodation/support, improved outcomes for service users and financial efficiencies.
- A collaboration with providers in an innovative approach to meet the needs of individuals with complex needs who face multiple exclusion as part of the wider developing HSCP strategy for vulnerable adults with substance misuse, offending and homelessness profile.
- A partnership with community-based housing association to provide a high standard short-stay accommodation and support service for families who are homeless which will be relocated from the Hamish Allan Centre to Thenu HA accommodation in the Calton area. Families will relocate in May 2016 allowing out-dated accommodation to be decommissioned.
- The longer term decommissioning of the Hamish Allan Centre and alternative arrangements through the remodelling of out of hours support/service to homeless households reflecting both investment in community based casework services with expected improvement in assessment/case management plus the evolving collaboration with providers for individuals with more complex needs. This work will be developed alongside a wider strategy across Criminal Justice, Addictions and Mental Health, linked to the wider OOH review.

#### **5. Phase 2 – Current Position**

5.1 Through the Homelessness Strategic Planning Group a broad consensus on the transformational changes required which improve outcomes and realise savings has been achieved particularly with voluntary and independent service providers.

5.2 In line with the decisions of the Council's Executive Committee joint commissioning and tendering activity is currently underway in relation to the following:

- 16/17 Housing Support, complex needs, bed and breakfast and private rented sector leasing scheme
- 17/18 Emergency Accommodation, Resettlement /supported living and supported accommodation services.

- 5.3 The City Ambition Network (CAN) has been successfully evaluated and will inform the tender for the new city centre complex needs provision. This new model will provide a range of health, well-being and social care supports for the city's vulnerable adults coordinated by the voluntary sector. It will also interface with the new HSCP out of hours model for statutory homelessness assistance. The new commissioned service will be expected to be a significant component of the reformed integrated out of hours provision in place from April 2017.
- 5.4 The Housing Access Board has approved a capacity plan for homelessness which will deliver increased permanent lets per annum for the next 3 years commencing April 2016 plus some additional temporary flats. Registered Social Landlords across the city have developed Local Letting Plans to meet this demand. Securing this additional capacity will have a significant impact on HSCP homelessness service and will provide assurance to the Scottish Housing Regulator in the context of the Council's improvement plan.

## **6. Summary**

- 6.1 The HSCP and its partners remain committed to transformational change in relation to homelessness within Glasgow.
- 6.2 The strategic review has driven changes and a programme of work is in place to continue this momentum.
- 6.3 Existing partnerships i.e. Housing Options and Housing Access continue to focus on the prevention and alleviation of homelessness with the latter key to improving the overall accommodation capacity for homeless households.
- 6.4 Partnerships with voluntary sector providers have been significantly strengthened through co-production work and will be key to the redesign of support services for homeless individuals and households within a reduced budget.
- 6.5 A significant focus of joint planning is to more effectively meet the needs of individuals with multiple and complex needs. This is the group whom we are unable to sustain consistently in accommodation hence the involvement of the Scottish Housing Regulator.
- 6.6 The focus on individuals with multiple and complex needs will require the HSCP in due course to consider the role and function of the specialist NHS homelessness health and asylum team as part of the wider transformation change programme.

## **7. Recommendations**

- 7.1 The Board is asked to:
- Note the content of the report and the progress to date.
  - Agree that the Chief Officer progresses the activity and arrangements outlined in section 4.2

- Instruct the Chief Officer to report on progress to the IJB by the end of the year.



**Glasgow City Council**

**Executive Committee**

**Report by Councillor Matt Kerr, Executive Member for Families, Health and Social Care**

**Item 11**

**4th February 2016**

**Contact: David Williams Ext: 78853**

**THE REVIEW AND REFORM OF HOMELESSNESS PROVISION FOR INDIVIDUALS WITH COMPLEX NEEDS**

**Purpose of Report:**

To outline a transformational change programme in the provision of homelessness support to individuals with complex and often long term needs.

**Recommendations:**

Executive Committee is asked to:

- Approve the Leader of the Council's continued discussions with the Scottish Government regarding the contribution of funding to support this transformation programme.
- Approve a co-production approach to joint commissioning with homelessness and B&B providers leading to re-tendering of existing services and a new tender for B&B to be completed and implemented from 1<sup>st</sup> April 2017.
- Instruct the Executive Director, Social Care Services to request that Access enter into and conclude lease negotiations with Thenu regarding the potential relocation of the homeless families' provision and other staff groups related to asylum/refugee services from the Hamish Allan Centre.
- Note the activity in relation to city-centre services and instruct the Executive Director, Social Care Services to update Committee on progress by the end of February 2016.

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes  No  consulted: Yes  No



## **1. Background**

- 1.1 Individuals with long term complex needs within Glasgow who most often habituate the homelessness system make up a significant entrenched and often intractable group who more often than not circulate in the system for a number of years.
- 1.2 They are the group of individuals, of all ages, who in previous years would have been long term residents in the city's large homelessness hostels gradually closed over the last 15 -20 years. Their itinerant presentation is often linked to long term drug and/or alcohol misuse; criminal histories and mental health issues.
- 1.3 In the Glasgow of 2015, establishments such as the Bellgrove Hotel house such individuals in usually unsatisfactory conditions and in circumstances where nothing more than very basic needs will be getting met.
- 1.4 Very significant numbers of individuals with complex needs are also provided with support within accommodation where support is provided by specifically commissioned services from usually the voluntary sector.
- 1.5 This group of individuals with multiple and complex needs are not a homogenous group but in the main face significant barriers in achieving an improved quality of life.
- 1.6 This paper sets out a transformational programme of reform to deliver a set of governing principles and changed provision which reflect the city's commitment to the most vulnerable homeless people.
- 1.7 In the early part of the summer of 2015, the Cabinet Secretary initiated a meeting with the then Leader of the Council regarding the need to develop a strategy plan to address specifically this client group. A commitment to work jointly with the Council on this issue with an offer of some Scottish Government financial support was made and accepted. Such financial support is central to the delivery of this transformational change programme.

## **2. Direction of Travel**

- 2.1 This will involve a continuity of approach for the city's most vulnerable homeless households/individuals and integrity/consistency with the strategic review that has been carried out and reported routinely to Health and Social Care Policy Development Committee since the intervention of the Scottish Housing Regulator in January 2014 and the development of an Improvement Plan by Social Work Services.
- 2.2 As a matter of principle, established within the expectations set out for Health and Social Care Integration, all key stakeholders should contribute to the transformation programme within a joint commissioning framework. This is essential in improving pathways and outcomes for individuals with multiple and complex needs. This will include the Wheatley Group and other RSL partners,

existing and potential new voluntary and independent sector providers, and service users themselves.

- 2.3 Currently Social Work Services have available contemporary desktop analysis of the user group profile. Whilst this provides a helpful profile particularly in demographics we need to obtain greater qualitative data through a peer-led enquiry approach and resources have been identified to take this forward. This approach will focus on finding out from individuals what their 'life-story' has been. In doing so, this will establish what factors, including the fundamental issue of trust, will be important in developing alternatives in a completely personalised way.
- 2.4 This work is already underway and should be complete by the end of the year. Following on from this more in depth review of the needs of individuals with complex and multiple needs we will firm up proposals on replacement type services. Essentially a range of support options require to be in place that such individuals can 'buy into' in a way that they are unable to presently and the absence of which leads too many to environments such as the Bellgrove.

### **3. A transformed mixed economy of provision**

The following models of support will be subject to further evaluation by Social Work Services with business cases developed for the options considered appropriate to be brought forward as appropriate for Executive Committee consideration by the end of the financial year.

1. A proof of concept has been established within the city centre which should, post-evaluation, become the city's singular response for the group of service users enabling the reconfiguring of emergency provision and joining up a multi-agency package focussed on individual needs. It is anticipated that the City Ambition Network (CAN), a partnership between Social Work Services, City Mission, Marie Trust, The Simon Community and the Robertson Trust will be the future 24/7 safety net for individuals who are homeless and have complex needs and will a) provide short terms interventions /support and b) link individuals to appropriate services.
2. The withdrawal of the Aberlour Rehabilitation Service from the Thenue-owned accommodation in the Calton has provided an opportunity for Social Work Services to relocate the homeless families' flatted accommodation historically based at the Hamish Allan Centre. This would provide modern community-based temporary accommodation for vulnerable homeless families and children. There is also office accommodation within the premises that would enable the relocation of for instance, the asylum and refugees' settlement team which would facilitate a very positive statement of welcome from the city to this client group. These developments will enable the decommissioning of the Hamish Allan Centre which is no longer considered fit for purpose.
3. Phase 2 of the Council's strategic review of homelessness has a significant focus on the services which are purchased from the voluntary and

independent sector to support homeless households. Social work Services has adopted a co-production approach with providers to develop new joint commissioning arrangements which will deliver improved outcomes and financial efficiencies over the next 2 financial years. This approach is in line with the requirements set out in the arrangements for the delivery of Health and Social Care Integration. Elements of this approach will include the following:

- The provision of additional 'wet' facilities along the Fordneuk or Fullerton designs (run by Loretto) in partnership with RSLs. This would be in addition to the new emergency accommodation already commissioned and underway within the city. A key feature of the services provided here would include a modern 'wet' provision for individuals with entrenched alcohol addiction.
- An exploration of models of service linked to the individual and group 'Housing First' approach, developed already in Glasgow by the charity, Turning Point Scotland and in Finland. Evidence has demonstrated that individuals with complex and multiple needs can successfully be taken out of the homelessness system by providing tenancy accommodation meeting immediate need, working towards providing support when the individual is able to accept it. These models of service challenge traditional thinking and culture which usually requires individuals to be stable before accommodation is provided. This is a truly person centred approach, often having to accept the individual's right not to participate in society as fully as others. Furthermore, this type of provision and engagement with individuals would be primarily through the third sector where individuals are more likely to engage.
- Shared tenancies – shared tenancies should be a part of the continuum of provision (including peer landlord models). This provides unrelated adults with the opportunity to share the responsibility for a tenancy commensurate with their abilities and in partnership with a housing provider. Local providers are already engaged in service planning.
- A strategic commissioned partnership with a handful of small scale bed and breakfast providers committed to developing a positive outcomes approach for residents. This would involve a Tendered procurement exercise which would see bed and breakfast usage as short term and more aligned with the continuum of provision with clients placed more efficiently and supported/moved on to appropriate services through the CAN partnership.
- A re-Tendered network of support provision from within the voluntary and independent sectors with a focus on delivering positive outcomes for homeless individuals with additional needs resulting in secured permanent and sustainable accommodation outwith the homeless

system. It is expected that new contract arrangements can be put in place commencing in the early part of 2017/18 financial year.

- Central to the entirety of this transformational reform programme will be broader partnerships between homelessness, criminal justice and addiction services all of which can be better organised through the integration of health and social care and the harmonising of planning across Community Justice Authority, the Alcohol and Drug Partnership and the Homelessness Strategy Group. Good examples of joint planning and joint service delivery across addictions, homelessness and criminal justice is evident in the Low Moss PSP and the Assertive Outreach Pilot.

#### 4. Policy and Resource Implications

##### Resource Implications:

*Financial:* Social Work Services current spend in relation to the purchase of services is c£24m. It is anticipated that an efficiency gain of £1m will be achieved in the last quarter of 2016/17 following a re-tender and the re-provisioning of resource within the B&B network and the Hamish Allan Centre. This activity will be carried out in relation to the 'Transforming the Council' programme of reform.

*Legal:* Legal services will be involved in all aspects of this transformation programme as it progresses.

*Personnel:* Council employees will require to be redeployed to other locations with the closure of Hamish Allan Centre. Social Work Services will work with the trade unions in this regard.

*Procurement:* All tendering and re-tendering activity linked to this transformation programme will be carried out within the European Procurement guidance.

**Council Strategic Plan:** A Council that looks after its vulnerable people and makes best use of its resources  
Specify which theme(s) and outcome(s) the proposal supports

##### Equality Impacts:

*EQIA carried out:* An EQIA is in the process of being carried out and will be completed by the end of the financial year

*Outcome:* n/a

**Sustainability Impacts:**

*Environmental:* There are no anticipated environmental impacts

*Social:* Proposals relating to shared tenancies and Housing First models require substantial numbers of tenancies being made available from within the RSL network across all communities that will lead to greater levels of inclusion of the city's most vulnerable people within local communities.

*Economic:* More effective whole system responses to homelessness should have beneficial impacts on the local and citywide economy albeit this is indefinable at this stage

**5. Recommendations**

5.1 Executive Committee is asked to:

- Approve the Leader of the Council's continued discussions with the Scottish Government regarding the contribution of funding to support this transformation programme.
- Approve a co-production approach to joint commissioning with homelessness and B&B providers leading to re-tendering of existing services and a new tender for B&B to be completed and implemented from 1<sup>st</sup> April 2017.
- Instruct the Executive Director, Social Care Services to request that Access enter into and conclude lease negotiations with Thenu regarding the potential relocation of the homeless families provision and other staff groups related to asylum/refugee services from the Hamish Allan Centre.
- Note the activity in relation to city-centre services and instruct the Executive Director, Social Care Services to update Committee on progress by the end of February 2016.