



# Item No. 8

Meeting Date **Wednesday 15<sup>th</sup> March 2017**

## Glasgow City Integration Joint Board

**Report By:** **Susanne Millar, Chief Officer, Planning, Strategy & Commissioning / Chief Social Work Officer**

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### HOMELESSNESS SERVICES – TRANSFORMATIONAL CHANGE – UPDATE AND NEXT STEPS

<b>Purpose of Report:</b>	To update the Integration Joint Board on the transformational change programme relating to Homelessness Services.
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<b>Recommendations:</b>	<p>The Integration Joint Board is asked to:</p> <ul style="list-style-type: none"> <li>a) note the content of the report; and</li> <li>b) invite exploration by the Council and Health Board of what further actions are required to achieve an effective ‘corporacy’ of approach within the city to tackle homelessness.</li> </ul>
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#### Relevance to Integration Joint Board Strategic Plan:

Contributes to the realisation of the strategy for homelessness services as outlined in page 42 of the plan, with particular focus on the long term outcome for homelessness services of having a sustainable and holistic, person centred and needs led response to homelessness in place.

#### Implications for Health and Social Care Partnership:

<b>Reference to National Health &amp; Wellbeing Outcome:</b>	<p>Contributes to:</p> <p><b>Outcome 2:</b> People, including those with disabilities or long term conditions, or who are frail, are able to live, as far as reasonably practicable, independently and at home or in a homely setting in their community</p> <p><b>Outcome 9.</b> Resources are used effectively and efficiently in the provision of health and social care services</p>
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<b>Personnel:</b>	There are no specific personnel implications from this report albeit further transformation proposals requiring future IJB consideration, for instance in relation to Hamish Allan Centre (HAC) will impact on HSCP staff.
<b>Carers:</b>	No specific impact on carers.
<b>Provider Organisations:</b>	<ul style="list-style-type: none"> <li>• 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</li> <li>• Establishment of a partnership with community-based housing association to provide a high standard short-stay accommodation and support service for families who are homeless</li> </ul>
<b>Equalities:</b>	An EQIA was completed on the Homelessness Strategy, identifying no significant negative impacts on any individuals with protected characteristics under the Equality Act 2010.
<b>Financial:</b>	There are no specific financial implications to this report
<b>Legal:</b>	There are no specific legal implications to this report
<b>Economic Impact:</b>	None
<b>Sustainability:</b>	None
<b>Sustainable Procurement and Article 19:</b>	None
<b>Risk Implications:</b>	Meeting statutory homelessness duties during period of change and risk to Council reputation.
<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 as a 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.

<b>Direction Required to Council, Health Board or Both</b>	Direction to:	
	1. No Direction Required	
	2. Glasgow City Council	
	3. NHS Greater Glasgow & Clyde	
	4. Glasgow City Council and NHS Greater Glasgow & Clyde	✓

## 1. Introduction and Purpose

1.1 The purpose of this report is to update the Integration Joint Board 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 of Strategic Review

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 the first phase 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 a strategic partnership with Wheatley Group/Glasgow West of Scotland Housing Forum/Glasgow Homelessness Network, mirroring the Housing Options model, to secure increased numbers of permanent and temporary lets.
- 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/emergency admissions, rough sleeping and chaotic substance misuse/persistent offending.
- Integration of the homelessness function within the Health and Social Care Partnership, including the creation of 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. Transformational Change – Phase 2**

3.1 Phase 2 of the homelessness transformational change programme was approved by the Council's Executive Committee on 4<sup>th</sup> February 2016 and focused initially on the following:

- 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 a community-based housing association to provide a high standard short-stay accommodation and support service for families who are homeless which has been relocated from the Hamish Allan Centre to Thenue Housing Association accommodation in the Calton area. This service is now established and operating well
- 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 is being developed alongside strategies spanning Criminal Justice, Addictions and Mental Health and linked to the wider Out of Hours review.

### **4. Update on Progress**

- 4.1 Co-Production and joint service planning with the voluntary and independent sector is firmly established within homelessness services and this momentum will be further enhanced with the formation of a 'Strategic Alliance' during 2017. This approach has been approved by the Integration Joint Board and will be the model for future commissioning arrangements across all care groups.
- 4.2 In addition to the strategic approach to commissioning, our co-production and joint service planning approach has already delivered a significant reform of outreach housing support services with new contracts in place from April 17. Outreach

support will be delivered to a new specification more closely aligned with Community homelessness services.

- 4.3 Further, this strengthened partnership approach with the third and independent sector has been instrumental in attracting external funding to the city. This includes:
- Big Society Capital – Capital investment up to potentially £12m to support the transition from out-dated group living models to housing first – a central plank of the City's 5 year homelessness strategy.
  - Oak Foundation – 3 year revenue funding of £0.5m to upscale The City Ambition Network (CAN). This funding will result in intensive support to 50 vulnerable adults identified through the Winter Shelter and the street team, development of housing first solutions for rough sleepers, and piloting of the City Centre multi-agency hub.
- 4.4 The HSCP has also deployed homelessness emergency services officers (ESO's) within this year's winter night shelter which is run by Glasgow City Mission. The initial feedback from the organisers has been very positive with the partnership contributing effectively to the service and improving responses to those attending the shelter. This pilot will inform the development of a City Centre multi-agency hub which will offer a range of interventions and support for the City Centre homelessness population and in turn enable the full decommissioning of the Hamish Allan Centre. The multi-agency hub will be piloted by the CAN initiative in partnership with the HSCP with a view to addressing the wider needs of adults with multiple and complex needs ensuring a broad focus on underlying mental health, addiction and wider needs e.g. criminal justice and homelessness.
- 4.5 Housing Options continues to contribute significantly to the overall reduction in the number of individuals and households requiring statutory assistance. The recent independent evaluation has reinforced the importance of partnership working between the HSCP/ Glasgow City Council / NHS Greater Glasgow and Clyde and the housing association sector. It is essential that all partners remain committed to the prevention of homelessness through finding solutions for those in housing crisis.
- 4.6 The Scottish Housing Regulator (SHR) remains involved on a voluntary basis because of the occasional statutory failure to accommodate individuals at the point of need. This voluntary intervention has been in place for approximately 3 years. There is a continuing risk that SHR may move to statutory intervention. SHR liaise formally with Glasgow City Council/HSCP on a quarterly basis and a broad improvement plan has been put in place which meets the requirements of the regulator and is reviewed regularly to track progress.
- 4.7 After approximately 3 years of voluntary intervention, the Regulator is well apprised of the challenges facing Glasgow City Council/HSCP and the myriad of issues which underpin the occasional statutory failure to accommodate individuals. Their focus is very clearly now on the relationship between HSCP and the housing association sector and in particular on the performance of housing associations against their targets.
- 4.8 A new approach to accessing permanent and temporary accommodation for homeless households was introduced 2 years ago under the direction of a Housing Access Board – a partnership of Glasgow City Council/HSCP/Wheatley Group/Glasgow and West of Scotland Forum of Housing Associations (GWSF) and

the voluntary sector through Glasgow Homelessness Network. Regrettably, this new approach has yet to deliver the capacity plan agreed at the outset and the number of permanent lets and temporary lets has not increased despite the homelessness service generating high demand through Section 5 process/resettlement plans.

Total Tenancies Agreed via Homeless Referral Process (section 5):

2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17 (Apr-Dec)
3,032	2,713	2,436	2,202	2,167	1,742	1,375

Appendix 1 highlights implications for homeless services and services users as a result of a lower than expected rate of resettlement into permanent tenancies, with high numbers of households having to spend longer in temporary and emergency accommodation. At the end of December 2016 around 1,000 households had a resettlement plan agreed and were awaiting rehousing.

- 4.9 Homeless services continues to focus on prevention of homelessness through housing options and improved throughput for households making homeless applications. The service is prioritising delivery of good quality resettlement plans to secure appropriate sustainable lets for individual homeless households along with improved processes around acceptance or refusal of offers of let and use of temporary / emergency accommodation.
- 4.10 Housing associations have responded positively to the housing access approach however some let targets are not being achieved. A greater impetus from the housing association sector over 2017/18 to improve speed of acceptance of referrals from homeless services and give greater priority to these referrals within allocation processes will assist in reduction in numbers of live homeless cases, including longstanding cases awaiting resettlement. Meeting let targets and in some areas offering flexibility around targets where there is particular demand for smaller or larger properties held by some associations will support homeless services to work through the current period of backlog and move towards a position of greater stability where new applications are moved quickly through the system, and resources can be more focussed on provision of support and assistance for more complex cases.
- 4.11 HSCP homelessness management is working collaboratively with peers in Newcastle City Council as part of the wider relationship between the 2 authorities. Part of this collaboration will focus on the broad development of 'Housing First' – a strategic priority for both authorities including real potential for 'shadowing' in the context of external capital funding from Big Society Capital.
- 4.12 Another area of particular interest currently being explored is learning from Newcastle City's 'Active Inclusion Network' which reflects a corporate approach to tackling homelessness, including all the underlying issues such as welfare reform, lack of housing, education/training/employment etc. as well as health and social care needs. This approach recognises all of the inter-related issues impacting on homelessness and provides coherence and leadership across a range of initiatives,

services and works within the statutory, third and independent sector, involving service users.

## 5. Summary and Next Steps

5.1 The HSCP has driven an ambitious programme of reform to improve outcomes for homeless households in Glasgow with notable progress evident in the following areas:

- Reform of front line services and integration of the health and social care elements of homelessness services.
- Roll-out of Housing Options and improvements in prevention of homelessness.
- Strategic consensus amongst stakeholders including those with lived experience in developing person centred services which promote ordinary living solutions.
- Co-production and joint service planning with the Voluntary and Independent sector delivering new models and financial efficiencies.
- Renewed focus on homeless adults with multiple and complex needs and new approaches developed with voluntary and independent sector partners.
- A 5 year strategy, underpinned by a commitment to evidence- based practice, for developing a set of services and approaches which promote transformational change, person- centeredness and ordinary living to those affected by homelessness. This vision and commitment, allied with a co-production ethos with partners, has been instrumental in leveraging in capital and revenue resources to support the homelessness service.

5.2 Whilst progress and positive change is very evident, the Integration Joint Board should note two areas of concern which continue to impact on the HSCP and its partner's ability to completely transform homelessness within the city.

- Glasgow City Council/HSCP are fully dependent upon the housing association sector for the social housing capacity to move individuals quickly through the homelessness system, to reduce bottlenecks in temporary/supported accommodation and to reduce expenditure on bed & breakfast. Despite a new approach there has been no tangible progress with consequential human and financial impacts to date.
- There remains a lack of 'corporacy' regarding the homelessness issue in the city and the IJB should consider experience from Newcastle City Council whose approach is predicated on the principle that homelessness is everyone's business. The Active Inclusion Network involves a broad range of cross cutting themes with a mix of political and officer leadership with a focus on all related issues. Consequently there is a wider corporate 'accountability' for employers, health, housing, voluntary sector, social care etc. This is in stark contrast to the current situation in Glasgow where the HSCP is often seen as the single agency responsible for tackling homelessness, despite obvious limitations on its reach, such as the HSCP having no accommodation of its own.

## **6. Recommendations**

6.1 The Integration Joint Board is asked to:

- a) note the content of the report; and
- b) invite exploration by the Council and Health Board of what further actions are required to achieve an effective 'corporacy' of approach within the city to tackle homelessness.





## DIRECTION FROM THE GLASGOW CITY INTEGRATION JOINT BOARD

1	Reference number	150317-8-a
2	Date direction issued by Integration Joint Board	15 <sup>th</sup> March 2017
3	Date from which direction takes effect	15 <sup>th</sup> March 2017
4	Direction to:	Glasgow City Council and NHS Greater Glasgow and Clyde jointly
5	Does this direction supersede, amend or cancel a previous direction – if yes, include the reference number(s)	No
6	Functions covered by direction	Homelessness services
7	Full text of direction	Glasgow City Council and NHS Greater Glasgow and Clyde are directed to explore what further actions are required to improve 'corporacy' of approach within the City to tackle homelessness, in line with the approach adopted by Newcastle City Council
8	Budget allocated by Integration Joint Board to carry out direction	As advised by the Chief Officer: Finance and Resources
9	Performance monitoring arrangements	In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership.
10	Date direction will be reviewed	March 2018

**APPENDIX 1**

Households in temporary / emergency accommodation  
2015/16 – 2016/17 to end December

Calculations based on SHR ARC Guidance (cases closed over period)

<b>ARC indicator</b>	<b>2015/16</b>	<b>2016/17 (April – December)</b>
Total households occupying temporary / emergency accommodation on one or more occasion	4,785	3,536
Total number of days for all household stays	555,620	490,512
Average length of stay in TFF (days)	230	282
Average length of stay in B&B (days)	35	40
Overall average length of stay (all temporary/emergency accommodation) (days)	116	138