



## Item No: 9

Meeting Date: Wednesday 9<sup>th</sup> May 2018

### Glasgow City Integration Joint Board

**Report By:** Susanne Millar, Chief Officer Strategy and Operations /  
Chief Social Work Officer

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#### PROVISION OF EMERGENCY ACCOMMODATION FOR HOMELESSNESS

<b>Purpose of Report:</b>	The purpose of this report is to set out an ambitious proposal by the HSCP working jointly with a range of partners to upscale the implementation of a Housing First approach in Glasgow to respond more effectively to homelessness in the City, particularly for those people with multiple and complex needs, using this evidence based approach as an alternative to building new hostel provision as had been previously planned.
<b>Background/Engagement:</b>	Initial engagement by GCHSCP officers has involved Wheatley Group, Social Bite, Salvation Army, Scottish Government, Unison, affected workforces.
<b>Recommendations:</b>	<p>The Integration Joint Board is asked to:</p> <ul style="list-style-type: none"><li>a) note this report;</li><li>b) agree the proposal outlined in the paper to upscale the Housing First approach in Glasgow in line with the IJB's Homelessness Strategy;</li><li>c) direct the Council to progress the closure of Clyde Place and re-provisioning of Rodney Street; and</li><li>d) note the HSCP's preferred location for the Heroin Assisted Treatment (HAT) provision.</li></ul>

**Relevance to Integration Joint Board Strategic Plan:**

This proposal addresses the priorities of the Strategic Plan.

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

<b>Reference to National Health &amp; Wellbeing Outcome:</b>	This paper relates to all National Health and Wellbeing Outcomes except number 6 (unpaid care).
<b>Personnel:</b>	Staff currently in Clyde Place will be expected to move to another resource. This will be planned and managed in discussion and agreement with relevant trade unions and staff.
<b>Carers:</b>	No implications from this report.
<b>Provider Organisations:</b>	Discussions are underway with the specific provider impacted by this proposal and plans are in place to implement recommendations. The wider provider sector have supported the implementation of Housing First through the Homelessness Strategic Planning Group.
<b>Equalities:</b>	No implications.
<b>Financial:</b>	A detailed financial framework is being developed and initial work has identified £2.5m in recurring revenue costs and £1.1m in non-recurring revenue costs along with capital costs for the immediate moving to the unit estimated at £2m with a further £4m to provide a permanent solution. This has been shared with Glasgow City Council and Scottish Government and discussions on this are continuing.
<b>Legal:</b>	Discussions have been undertaken with legal services to facilitate and support the reconfiguration of the current contract with the provider. Consideration of any legal implications of developing HAT in Hunter Street facility.
<b>Economic Impact:</b>	No implications.
<b>Sustainability:</b>	No implications.
<b>Sustainable Procurement and Article 19:</b>	As Legal above.

<b>Risk Implications:</b>	A risk register is being developed as part of the project plan for Housing First.	
<b>Implications for Glasgow City Council:</b>	There is a significantly diminished ask of Glasgow City Council in relation to capital costs to replace Clyde Place, and Glasgow City Council will implement direction of IJB.	
<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	At the point the location for the HAT is confirmed by Glasgow City Council, a licence to run the HAT will be required to be progressed by NHS GGC.	
<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. Purpose

- 1.1 The purpose of this report is to set out an ambitious approach by the HSCP, working with a range of partners to upscale the implementation of a Housing First approach in Glasgow to respond more effectively to homelessness in the City, particularly for those people with multiple and complex needs, using this evidence based approach as an alternative to building new hostel provision as had been previously planned.

## 2. Background

- 2.1 Housing First, which sits within a context of 'rapid rehousing' is a well evidenced approach to tackling homelessness and shifts services from a tiered support approach to a default response to homelessness of housing first which minimises time spent in and the need for emergency accommodation. The evidence supporting rapid rehousing models including Housing First is overwhelming. It has international evidence backing it to be the most successful intervention for people sleeping rough and those with complex needs. It was also the core recommendation of the Scottish Parliament's cross-party [Local Government & Communities Report on Homelessness](#) which was published in February 2018. Housing First means rapidly rehousing multiply-excluded people in a community as the first, rather than last step. It is simple, but radical because it significantly challenges established practice.
- 2.2 In addition, the recent recommendations from the national Homelessness Rough Sleeping Action Group (HRSAG), accepted by the Housing Minister and First Minister, recommended that the Scottish Government set a clear national direction of travel to transition to a model of 'rapid rehousing' by default across Scotland, ensuring that the plans are developed and led locally to achieve this vision, with each local authority area expected to develop and cost a 5 year rapid re housing transition plan.

- 2.3 Within Glasgow, Turning Point Scotland have successfully been running a Housing First approach in Glasgow, although with small numbers. The Glasgow City IJB Homelessness Strategy (approved in September 2016) endorses the Housing First approach, and the HSCP have been working with partners on the potential to transition our existing emergency accommodation to a Housing First model. This work is ongoing, and is complex, not least in relation to the significant cultural shift required to support this approach and the complex financial framework needed to support this work.
- 2.4 However, there is an opportunity now presenting itself to add significant momentum to upscale Housing First in the city and intervene more effectively in the lives of those people with multiple and complex needs who are in emergency accommodation and/or at risk of rough sleeping.
- 2.5 IJB members will recall that in December 2016 we advised the IJB that Clyde Place, which is a 54 bedded emergency accommodation with support provided by the HSCP aimed at those most vulnerable, including those excluded from a range of temporary/emergency/supported accommodation, required to be re-provisioned due to the existing building being within a regeneration area (<https://glasgowcity.hscp.scot/publication/item-no13-tradeston-laurieston-impact-clyde-place-assessment-centre>).
- 2.6 Until now we have advocated that replacement provision would need to be by way of two x 25 bedded purpose built units with significant capital investment and at least one of the units located in the city centre given the population it serves. Initial work on replacement had identified 2 possible sites and initial groundworks were agreed and are ongoing. Capital costs are assumed at c£20m and the Council's Capital Board are sighted on this.
- 2.7 This report proposes that we seize the opportunity to cease any plans to build more hostel accommodation in the city, and instead pursue a Housing First model for a cohort of 54 people currently in emergency accommodation. This would, in very short order, remove this number of people with multiple and complex needs from homelessness in the city.

### **3. Proposal**

- 3.1 It is proposed that we reconfigure and extend one of the recently opened, new build emergency accommodation projects within the city where the building is owned by the Council, and where support is currently provided by the third sector, to a service that facilitates that populations' move, though a Housing First approach into their own tenancies, with individual, person centred support packages. The support would be provided by the third sector organisation currently providing the building based support.
- 3.2 This would allow the HSCP staff from Clyde Place to move to the purpose built accommodation (with some adaptation to the building) and continue to provide support and services to the Clyde Place population, allowing the closure of Clyde Place without the need to build any new hostels.

3.3 Some initial work has been undertaken to explore this option and we have identified that the temporary homelessness resource at Rodney Street could be vacated to allow a re-location of the Clyde Place service, with the existing service provision reconfigured to a Housing First model. This is a purpose built emergency accommodation with the building owned by the City Council, and support currently provided by Salvation Army. The following work has already been undertaken:

- Initial discussions with Salvation Army have demonstrated a willingness by this organisation to reconfigure their support to a Housing First model, and an initial staffing model and training plan for their staff has been developed, based on this organisation's experience of operating a Housing First approach in Cardiff. In addition, some initial exploration of the building at Rodney Street has identified the necessary minor building works that would be required to convert this to emergency provision for the most vulnerable client group
- Rodney Street is currently a 30 bedded unit and Clyde Place has 54 places – a desktop assessment of the 84 clients has been undertaken to facilitate the proper targeting of a Housing First approach and the remaining 30 bedded emergency hostel accommodation is provided for those who require it
- Discussions have taken place with Social Bite, a homelessness charity which has recently secured commitment from Wheatley Group to provide up to 200 tenancies for Housing First in Edinburgh and Glasgow with an investment from Social Bite for setting up these tenancies. Working in partnership with Social Bite we have agreement from that organisation that we can access 54 of these tenancies, which will involve Wheatley Group in this project, Social Bite are also in discussion with other RSLs in the city about their involvement.
- Discussions have taken place with Scottish Government to explore the possibility of financial support for this project from the Programme for Government monies
- An initial project plan and financial framework have been developed and has identified the need for £2.5m recurring revenue with £1.1m non-recurring revenue along with capital to extend Rodney Street for the immediate moving to the unit estimated at £2m with a further £4m to provide a permanent solution.

3.4 Assuming the additional revenue funding for this programme can be secured, this project can be implemented within tight timescales, given there is clear evidence to support the efficacy of the Housing First approach and the need to inject some real challenge and innovation in this work and to move away from traditional responses. The broad timescales are set out below:

<b>TASK</b>	<b>TIMESCALE</b>
Complete Project Plan, including financial framework	Mid May 2018
Complete assessments of clients and identify different groups	End of May 2018
Identification of tenancies	Mid June 2018
Complete proposal of works required for Rodney Street	End of May 2018
Complete staffing model for SA Housing First Model; allow staff training and finalisation of team	Mid June 2018
Moratorium on new referrals to Rodney Street and Clyde Place.	June 2018
Movement of Clients into HF tenancies	August 2018 – 4 weeks with 5-6 clients moved and settled each week
Rodney Street client group moved in	Early September 2018
Clyde Place closed	End of September 2018

- 3.5 It is intended that the overwhelming majority of the staff group currently in Clyde Place would move almost in their entirety to Rodney Street, although the numbers vary between Clyde Place and Rodney Street capacity. This would be to ensure that staffing numbers are appropriate in the newly configured Rodney Street. It may be that some staff need to be moved to other emergency accommodation in the city. This would be subject to discussion and agreement with Trade Unions.
- 3.6 The early planning on this proposal has also assumed the need for a small project team to undertake the assessments of need and work with the Salvation Army to settle clients in their own tenancies and ensure success of the model.
- 3.7 Further consideration is required on the mechanisms to ensure that this project work links to the ongoing plans for the city to move to Housing First as our first response for people with multiple and complex needs and indeed to the emerging thinking of a rapid rehousing response for all those people who are homeless. This would be undertaken by the Homelessness Strategic Planning Group.
- 3.8 The original planning around the re provisioning of Clyde Place was connected to the wider work on our response to people with multiple and complex needs in the city and particularly those in the city centre. There was a specific connection to the work on a Safer Drug Consumption Facility (SDCF) and Heroin Assisted Treatment (HAT). Given that we are proposing to radically change our response to the need to re-provision Clyde Place and we no longer need a very central, city centre location for a new hostel, this frees up a site for the SDCF and HAT. As part of the original Clyde Place replacement programme, we had undertaken some site investigation work at Hunter Street which is a Council family owned property from where a number of HSCP services are operated and targeted at our complex needs client

groups. The intention had been to use this site to build a new hostel, and with the Housing First approach, this site could conceivably now be freed up for the SCDF and HAT. Initial discussions with the team engaged in the SCDF/HAT work is that this location would meet the requirements previously agreed, and some initial consideration has concluded that in the first instance this site could provide the location for HAT to become operational, as agreed by the IJB whilst the necessary legal agreements to operate a SDCF continue to be sought.

#### **4. Recommendations**

4.1 The Integration Joint Board is asked to:

- a) note this report;
- b) agree the proposal outlined in the paper to upscale the Housing First approach in Glasgow in line with the IJB's Homelessness Strategy;
- c) direct the Council to progress the closure of Clyde Place and re-provisioning of Rodney Street; and
- d) note the HSCP's preferred location for the Heroin Assisted Treatment (HAT) provision.

## DIRECTION FROM THE GLASGOW CITY INTEGRATION JOINT BOARD

1	Reference number	090518-9-a
2	Date direction issued by Integration Joint Board	9 May 2018
3	Date from which direction takes effect	9 May 2018
4	Direction to:	Glasgow City Council only
5	Does this direction supersede, amend or cancel a previous direction – if yes, include the reference number(s)	Yes (reference number: 091216-13-a)
6	Functions covered by direction	Emergency Homeless Accommodation
7	Full text of direction	Glasgow City Council are directed to progress the closure of Clyde Place and re-provisioning of Rodney Street as outlined in this report.
8	Budget allocated by Integration Joint Board to carry out direction	Confirmation of funding is awaited.
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	May 2019