Item No: 10

Meeting Date: Wednesday 8th May 2019

Glasgow City
Integration Joint Board

Report By:	**Susanne Millar, Chief Officer Strategy & Operations / Chief Social Work Officer**
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HOMELESSNESS SERVICE SAVINGS 2019-20	

Purpose of Report:	The purpose of this report is to advise the IJB how the Homelessness Service savings approved by the IJB on 27 March 2019 are most able to be achieved in keeping with strategic direction; the impact of these savings; the proposals to mitigate risk and manage service impact; and to seek IJB agreement to implement the application of these proposals.

Background/Engagement:	Considerable work is ongoing to modernise purchased homelessness services provided by the 3rd and Independent sectors. The expectation is, rightly, to minimise the time spent in homelessness services and assist move-on to mainstream tenancies/other appropriate services with support where required.

Recommendations:	The Integration Joint Board is asked to: a) Note the contents of this report; b) Approve the identified savings; c) Approve that the service efficiencies identified will be redirected to support the planned Glasgow Alliance to End Homelessness ('the Alliance') to deliver innovation and service redesign; and d) Note a full EQIA will be completed if the Homelessness Saving Plan is approved by the IJB and will be submitted for quality assurance approval. In addition a detailed decommissioning plan will be in place, which will involve individual impact assessments and subsequent risk mitigation plans.

Relevance to Integration Joint Board Strategic Plan:

This report reflects GCHSCP Homelessness Service strategic priorities aimed at improving outcomes for people experiencing or at risk of homelessness. This report details the action required in order to deliver the identified savings target within homelessness provision approved by the IJB in March.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:	The proposals contained within this report reflect key national and local policy drivers in relation to improving outcomes for people at risk of or experiencing homelessness. These are models that promote the supporting of people within their own tenancies rather than in homelessness services and will contribute to the delivery of the 9 national wellbeing indicators.

Personnel:	There are no direct personnel implications for GCHSCP contained in this report.

Carers:	No Implications.

Provider Organisations:	There are significant budget and personnel implications for homelessness purchased service providers in relation to the identified savings proposed in this report. The purpose of bringing forward this report at this stage with an implementation timeframe from 1st October is in order to provide a maximum reasonable timeframe in order to enable provider organisations to minimise the impact on their affected workforces and absorb such impact through natural turnover processes wherever possible that happen routinely in all social care organisations.

Equalities:	The HSCP has decided to take the approach of developing an Interim EQIA to reflect the difficulty with meeting the acknowledged Quality Assurance standards in relation to individual service user engagement until after the savings proposals outlined in this report have been approved. A risk management approach in relation to service user engagement has necessarily been taken to acknowledge and respect the vulnerability and complex needs of the current service users and the potential impact that engagement around changes to service provision may have on these individuals if undertaken prior to approval to proceed with the proposals. Following advice from the Quality Assurance Team an Interim/1st Stage EQIA has been completed with a full EQIA, covering the service user engagement elements, to be completed as part of the planned decommissioning activity to be progressed subject to agreement of the proposals. This approach has been endorsed by the Quality Assurance Team and the full EQIA will be submitted for quality assurance once

complete and once mitigations for any negative impacts have been identified the EQIA will be published on the HSCP website.

It is acknowledged that the identified savings will impact significantly on existing homelessness services, however the proposals also reflect the shared desire to modernise services and support homeless people quickly into their own tenancies with support where needed. This will result in a more inclusive approach supporting people in mainstream tenancies within their communities rather than identifiable and often stigmatising homelessness provision.

Link to Interim/1st stage EQIA: https://glasgowcity.hscp.scot/publication/item-no-10-homelessess-service-savings-2019-20-interim-eqia

Fairer Scotland Compliance:	The shared aspirations to redefine how the city addresses homelessness supports the delivery of a Fairer Scotland.

Financial:	The financial implications of this report will result in a reduction in the available budget for homelessness purchased services of £2.6m. In addition to the above, further service efficiencies of £500,000 have been identified. It is proposed that the £500,000 be redirected to support the work of the Alliance to End Homelessness. The proposed implementation date would be from 1st October 2019 and any impact on savings delivery will be managed within the overall budget for the IJB.

Legal:	Support will be required from Legal Services in relation to contractual arrangements linked to the decommissioning of services and the further efficiencies identified.

Economic Impact:	There will be an impact on employment within the homelessness sector as funding is withdrawn from services.

Sustainability:	The proposals contained within this report are part of a wider service change agenda that will increasingly significantly change the way in which we address homelessness in the city.

Sustainable Procurement and Article 19:	N/A

Risk Implications:	It is recognised that there are risks associated with Implementing these saving proposals including a reduction in available purchased service bed spaces and reduction in capacity within day service provision and specialist outreach support services to better reflect service demand, with specific

	organisational risks for affected providers. This risk is mitigated by the planned timing of implementation and the planned move on for clients.

Implications for Glasgow City Council:	Delivering the proposed savings agenda will support the measures taken to address the financial challenges and priorities facing the Council.

Implications for NHS Greater Glasgow & Clyde:	The budget is required to be spent in line with the Strategic Plan and the approved directions.

Direction Required to Council, Health Board or Both	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

The purpose of this report is to advise the IJB how the Homelessness Service savings approved by the IJB on 27 March 2019 are most able to be achieved in keeping with strategic direction; the impact of these savings; the proposals to mitigate risk and manage service impact; and to seek IJB agreement to implement the application of these proposals.

2.   Background

2.1   Homelessness service provision is not a solution for addressing long-term housing need. People's experience of services should be short-term and the service models provided, should ensure that this is achieved. Whilst acknowledging the considerable skills, knowledge and contribution of staff in what are in some cases, long established Glasgow based services, it is accepted across the sector that current models are not all meeting people's needs, and, more importantly, that people are remaining in services for longer than necessary or desirable.

2.2   If the proposals identified in this paper are approved, the people currently residing in services identified in this report will have appropriate move-on plans created for them. These will primarily consist of Housing First tenancies with intensive support, mainstream tenancies with support if required, or appropriate supports secured via alternative care group resources.

2.3   Glasgow IJB and HSCP (as well as Glasgow City Council) have fully endorsed the implementation of a Rapid Rehousing approach, including the Housing First model and our experience in the decommissioning of Clyde Place has demonstrated the significant positive impact this can have for service users. The Scottish Government and other funding bodies are supporting the introduction and development of these new models and approaches by funding a consortium of 3rd Sector organisations in the city to deliver Housing First services. These initiatives will help support and further develop progress achieved to date by GCHSCP in managing the transformational change agenda for Homelessness Services in the city. They will also assist in the transition from traditional services to more flexible, responsive and person-centred approaches.

3.   Service Impact

3.1   A desktop service review programme has been completed for all of the services detailed below, this identified efficiencies and services for decommissioning.

3.2   A number of factors were taken into account in considering the proposals as outlined in this report. These included, strategic relevance, accommodation types and their physical condition, service models and types, impact and outcomes achieved and the potential or otherwise, to support people move on from homelessness services into mainstream tenancies or other mainstream or specialist services where longer-term support was required. In addition, service demand, turnover and sustainability were also taken into account.

3.3   In considering outcomes for service users, the following issues influenced the desktop review:

- Primary consideration was given to the needs of service users in accommodation-based services and whether improved outcomes could be achieved by supporting individuals into their own tenancies, by accelerating section 5 requests and linking in tenancy sustainment support either through Flexible Housing Outreach Support Services, Housing First or rapid rehousing approaches.
- Assessed needs of current service users - linked more appropriately to mainstream/specialist care team in other adult care groups.
- Reduce dependency on homelessness provision that cannot appropriately meet long-term support needs.

3.4   In relation to property, consideration was given to:

- Lease arrangements and possible break points - linked to appropriateness of service design etc.
- Condition of the accommodation.
- Shared facilities/communal living environment in terms of support to independent living.
- Number of properties that are under-occupied e.g. double rooms with single occupancy.

3.5   Plans will be put in place for those affected by project closures, to assess needs and identify suitable alternative services. Those using services and people with lived experience will be fully involved in this change process. It is proposed that implementation of this decommissioning will commence immediately following decision by the IJB, until 1 October 2019, to allow sufficient time for effective, planned decommissioning.

3.6   A crucial element of any proposals to alter the nature of service provision is completion of an Equality Impact Assessment (EQIA) to identify impacts and mitigating actions. Part of this process is submission of the completed EQIA for Quality Assurance.

3.7   The HSCP has decided to take the approach of developing an Interim/1st Stage EQIA to reflect the difficulty with meeting the acknowledged Quality Assurance standards in relation to individual service user engagement until after the savings proposals outlined in this report have been approved. Service users likely to be affected by

these proposals are vulnerable and have complex needs and the HSCP has a duty of care towards them. It is felt that to undertake engagement with these service users around possible changes to their service provision before the proposals have been approved for progression exposes them to an unacceptable and unnecessary level of risk.

3.8 The 1st stage EQIA has been shared with Quality Assurance and strengthened following initial feedback. The risk management approach outlined above has been adopted following advice from the Quality Assurance Team, who have endorsed the approach. The Interim/1st Stage EQIA has been acknowledged as being as comprehensive as possible at this stage given the issue around engagement referred to above. A full EQIA, covering the service user engagement elements, will be completed as part of the planned decommissioning activity to be progressed subject to agreement of the proposals by the Board. A detailed decommissioning plan will be in place, which will involve individual impact assessments and subsequent risk mitigation plans.

3.9 The full EQIA will be submitted for quality assurance once complete and once mitigations for any negative impacts have been identified the EQIA will be published to the HSCP website.

3.10 The services impacted by the identified savings and service efficiencies are attached at Appendix 1. Individual face to face meetings have taken place with the providers impacted by these recommendations.

3.11 These meetings have highlighted concern for some provider organisations about a number of issues including proportionality, lack of consultation and impact on staff. Our correspondence to providers has always been clear about the need to achieve savings in homelessness services. The aspiration has been to manage this collaboratively. However, length of time to fully and inclusively develop the Alliance, the scale of financial challenge to the HSCP and budget processes for this financial year have all combined to preclude this. In relation to the proportionality argument the recommended savings required to be identified using the rationale outlined at 3.2 rather than applying a simplistic static percentage target across all services.

4.   Recommendations

4.1   The Integration Joint Board is asked to:

a) Note the contents of this Report;
b) Approve the identified savings;
c) Approve that the service efficiencies identified will be redirected to support the planned Glasgow Alliance to End Homelessness ('the Alliance') to deliver innovation and service redesign; and
d) Note a full EQIA will be completed if the Homelessness Saving Plan is approved by the IJB and will be submitted for quality assurance approval.   In addition a detailed decommissioning plan will be in place, which will involve individual impact assessments and subsequent risk mitigation plans.

DIRECTION FROM THE GLASGOW CITY INTEGRATION JOINT BOARD

1	Reference number	080519-10-a
2	Date direction issued by Integration Joint Board	8 May 2019
3	Date from which direction takes effect	8 May 2019
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)	No
6	Functions covered by direction	Purchased Homelessness Services, residential and community/outreach provision
7	Full text of direction	IJB directs Glasgow City Council to fully implement the Homelessness Savings Plan as outlined in this report by 1st October 2019.
8	Budget allocated by Integration Joint Board to carry out direction	Delivery of the direction is within existing 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	31st October 2019

Provider	Service	Contract value	Total Savings
Simon Community	Simon Community Tollcross	Funding Withdrawal	£272,831
Simon Community	Simon Community Newlands resettlement and MH outreach	Funding Withdrawal	£554,743
Aspire	Aspire Purdon Street	Funding Withdrawal	£287,772
Aspire	Aspire Copland Rd	Funding Withdrawal/redirection	£200,000
Scottish Christian Alliance	Scottish Christian Alliance The Arch Project	Funding Withdrawal	£142,318
SAMH	SAMH Rathlin	Funding Withdrawal	£355,065
Mungo	Mungo Foundation Fairstart	Funding Withdrawal	£221,868
Penumbra	Penumbra MH supported living outreach	Funding Withdrawal	£411,611
CSG	CSG – Mediation Service	Funding Withdrawal	£100,000
Ypeople	PRS	Service efficiencies	£100,000
Talbot	Eskdale	Service efficiencies	£60,000
SAMH	SAMH Community Directions	Service efficiencies	£300,000
Marie Trust	Marie Trust	Service efficiencies	£100,000
Talbot	Belmont	Funding withdrawal	£256,341