



Item No. 14

Meeting Date Wednesday 13th June 2018

Glasgow City Integration Joint Board Finance and Audit Committee

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HOMELESS SERVICES – UPDATE ON CURRENT DEVELOPMENTS

Purpose of Report:	The report updates the IJB Finance and Audit Committee on the publication of an interim report 'Ending Rough Sleeping in Scotland' by the Homelessness and Rough Sleeping Action Group, and outlines the main findings contained within the recent Scottish Housing Regulator(SHR) Report, published at the end of March 2018 entitled 'Housing People who are Homeless in Glasgow), the recommendations for the Health and Social Care Partnership Homelessness Service and Housing Association partners, and the Draft Action Plan submitted to the SHR in response to their report (Appendix A).
Background/Engagement:	All Housing Access Board partners are involved in discussions about rough sleeping in Glasgow, and have been presented with the findings of the SHR report.
Recommendations:	The IJB Finance and Audit Committee is asked to: a) note the content of this report; b) note the content of the SHR Report; and c) note the draft action plan submitted to SHR at Appendix A.

Relevance to Integration Joint Board Strategic Plan:

The proposals and actions outlined in this report address the priorities of the Strategic plan.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:	This paper relates to all National Health and Wellbeing outcomes except No 6 (unpaid care).
Personnel:	No direct effect other than a change of management of community homelessness teams to ensure appropriate cohesion, oversight and co-ordination of operational performance.
Carers:	No Implications.
Provider Organisations:	No Implications.
Equalities:	Positive impact in terms of intention to provide both temporary and settled accommodation to people more quickly.
Financial:	None
Legal:	No issues.
Economic Impact:	No issues.
Sustainability:	No issues.
Sustainable Procurement and Article 19:	N/A
Risk Implications:	Continued risk to individuals if housing need is not timeously assessed and provided for and wider reputational issues for the HSCP if the improvement plan is not delivered.
Implications for Glasgow City Council:	N/A
Implications for NHS Greater Glasgow & Clyde:	None

1. Purpose of Report

- 1.1 Homelessness Services is continuing to progress the actions agreed in the Homelessness Strategy 2015-2020, and ongoing update reports have been provided to the IJB:

15th March 2017 (Homelessness Services – Transformational Change – Update and Next Steps) - <https://glasgowcity.hscp.scot/publication/item-no8-homelessness-services-transformational-change>

20th September 2017 (Homelessness Strategy – Progress and Update) - <https://glasgowcity.hscp.scot/publication/item-no-29-homelessness-strategy-progress-and-update>

- 1.2 This report advises of two significant developments which have implications for the direction and priorities of the service through the remaining two years of the Homelessness Strategy.
- 1.3 The report updates the IJB Finance and Audit Committee on the publication of an interim report 'Ending Rough Sleeping in Scotland' by the Homelessness and Rough Sleeping Action Group, and outlines the main findings contained within the recent Scottish Housing Regulator (SHR) Report, published at the end of March 2018 entitled 'Housing People who are Homeless in Glasgow', the recommendations for the Health and Social Care Partnership Homelessness Service and Housing Association partners, and the Draft Action Plan submitted to the SHR in response to their report (Appendix A).
- 1.4 Glasgow City HSCP has also concentrated on delivering the outcomes from the GCC/SHR Improvement Plan 2014/17. This plan focussed on SWS Strategic Review of Purchased and Provided Homelessness Services, increased focus on Homelessness Prevention activity, increased access to temporary and settled accommodation across the social housing sector, monitor and review provision of emergency accommodation, develop capacity across the Private Rented Sector and improve monitoring and tracking arrangements.

2. Interim report by Homeless and Rough Sleeping Action Group and the implications for Glasgow City HSCP

- 2.1 Glasgow City HSCP is well represented (Susanne Millar, Chief Officer Chief Strategy and Operations, Lorraine McGrath, Chief Executive Officer Simon Community and Margaret Ann Brunjes, Director at Glasgow Homelessness Network) and fully involved in shaping the Scottish Government Homeless and Rough Sleeping Action Group (HARSAG). This group has contributed to the development of recommendations included in the final interim report, published on 7th March 2018 - <https://beta.gov.scot/publications/ending-rough-sleeping-in-scotland-interim-report/>
- 2.2 The HSCP Commissioning have undertaken recent development work with the Simon Community to ensure regular head count audits are identifying new and existing rough sleepers. The last head count (March 2018) indicated 17 known rough sleepers, (previous head count identified 24 individuals). All are

predominately within the city centre. Information about these individuals is being shared with partner agencies and other homelessness services.

- 2.3 The Glasgow Begging Short Life Working Group has also carried out some activity in identifying those who are begging with accommodation and those who are begging and sleeping rough. The vast majority have accommodation.
- 2.4 The City Ambition Network (CAN) has identified and engaged with a number of rough sleepers offering accommodation and as we progress the Housing First approach priority will also be given to those identified as rough sleeping.
- 2.5 The Simon Community RSVP Service have established daily contact with rough sleepers and information is shared with A&E Services at Glasgow Royal Infirmary and an A&E Consultant is also part of the Begging Short Life Working Group.
- 2.6 A number of remedial actions were taken by the HSCP to expand the TA system which did ameliorate the issue to some extent. However, we were conscious of the interconnected and systemic nature of the Homelessness Service and its fundamental dependency on the broader Housing System operating in the city. This is particularly relevant to the unique and complex Social Housing Sector, which shares the legal duties with respect to homelessness, and where settled accommodation for Homeless Households tends to be located.
- 2.7 Towards the end of 2015, the HSCP initiated a Housing Access Project to simultaneously; analyse and collect all the available data about the Homelessness Referral (Section 5) Housing Process; establish an organisational structure for the HSCP to improve engagement with the 68 Housing Associations (HAs) operating in Glasgow at both a strategic and operational level and, most importantly, to attempt to improve the service the city provides to homeless households.
- 2.8 In June 2017, the SHR proposed that they undertake a detailed inspection of the 'customer journey' from the point of the homeless application up to the date of entry to a tenancy. They undertook this Inspection in October/November 2017, involving our 4 main Homelessness Teams and 10 HAs from across the city with a sample of 385 homeless households.
- 2.9 The SHR published their report on 29th March 2018.
<https://www.scottishhousingregulator.gov.uk/publications/housing-people-who-are-homeless-glasgow>

3. Main Findings of the SHR Report

- The Council is not housing enough people who are homeless quickly enough. In 2016/17 it housed around half of those it had a duty to house. Some people are housed quickly; this works best when all partners have a clear focus on moving people who are homeless into a home quickly.
- The Council's target of securing 3,000 homes for people who are homeless each year is too low for the number of people it assesses that it has a duty to house. It is not referring enough people to RSLs to meet the level of need

from people who are homeless. Many people who are homeless have to wait a long time in temporary accommodation.

- The Council and its partners have made some important improvements to the process they use to find homes for people, and they are working together more effectively.
- The Council aims for a person-centred, needs-led approach to identifying solutions for people who are homeless. This is positive, particularly for people with multiple and complex needs. However, a full and detailed assessment is not necessary for everyone; many people who approach the Council need little help other than getting a home.
- The Council's phased approach to assessing the housing needs of people who are homeless results in duplication of work and unnecessary delay in referring people who are homeless to RSLs.
- The Council loses contact with around a quarter of people who are homeless while they wait for a home. The length and complexity of the process in Glasgow is a significant factor in this.
- Some RSLs in Glasgow are making a good contribution to housing people who are homeless; some could do more. The proportion of available homes let to people who are homeless by RSLs operating in Glasgow ranged from 8% to 47 %.
- Some RSLs in Glasgow refused referrals because the person had former tenant arrears. This is not a good reason to refuse to house a person referred by the Council under section 5 of the Housing (Scotland) Act 2001 and the Council does not always challenge this.'

From the perspective of the operation of the HSCP Homelessness Service these findings were not, in general, unexpected. Since April 2016, within the Housing Access Board, a changing analysis had been developing around the primary importance of demand within the Section 5 Process both in terms of volume and rapidity. This had been identified as our main area for improvement and fits with the changing national focus through the Homelessness and Rough Sleeping Action group (HRSAG) of Rapid Rehousing and Housing First.

4. Main Recommendations in the SHR Report

4.1 The Council should:

- Set a clear primary objective to move people who are homeless quickly in to settled accommodation.
- Review the targets it sets for housing people who are homeless to ensure they are consistent with the number of people it has a duty to secure a home for.
- Streamline its approach to assessment and referral, especially for those who need only limited or no assistance beyond getting a home.

- Ensure that it keeps in contact with people who are homeless while they wait for a home to help minimise the number of people with whom it loses contact.
- Work with RSLs to build its knowledge and understanding of the type and location of homes in the city to ensure that referrals are targeted to appropriate RSLs.

4.2 RSLs should:

- Always comply with Scottish Ministers' Guidance on providing accommodation to people who are homeless.
- Ensure their governing bodies oversee the RSL's performance to assure themselves they are maximising their contribution to housing people who are homeless.'

5. HSCP Response to the SHR Report and the Next Steps

5.1 The HSCP are required to submit an action plan for improvement. The Draft Action Plan is attached as Appendix A and it was submitted on 11th May 2018. It is intended to share this with our Housing Access Board (HAB) partners in a spirit of joint working and shared ownership. The majority of the actions relate to the HSCP and they include:

- The need to ensure a systematic and consistent approach across our 4 main Homelessness Teams in the delivery of the service
- That we increase the volume of our Section 5 referrals from c.3000 households p.a. to c.4000 households p.a.
- We clarify, streamline and accelerate our rehousing processes, with a particular focus on the majority of homeless households who are non-complex, to minimise their time in homelessness and to reduce lost contacts
- Work through the Local Letting Communities to minimise supply side blockages and generalise good practice in relation to any pre-tenancy processes or issues in relation to former tenant arrears.

6. Recommendations

6.1 IJB Finance and Audit Committee are asked to:

- a) note the content of this report;
- b) note the content of the SHR Report; and
- c) note the draft action plan submitted to SHR at Appendix A.

SHR Action Plan Draft April 2018

Recommendations	Main Action	Lead, Key People and / or Partners	Timescale for Completion	Outcome / Evidence
<p>1. Ensure operational performance and consistency across Homelessness Teams City wide</p>	<p>Realign management responsibility for Homelessness Teams within Adult Services. Realign locality performance accountability framework to reflect management arrangements. Ensure process review is embedded in realignment</p>	<p>SM / AMR / JMcb/JK</p>	<p>End July 2018</p>	<p>Consistency across teams ensured and appropriate targets met. This will be aligned to new performance accountability framework</p>
<p>2. The Council should set a target incorporated in the Glasgow Local Lettings Plan (2018/19) for housing people who are homeless which is consistent with the number of people it has a duty to secure homes for.</p>	<p>Homelessness Teams to produce more Resettlement Plans to match full duty acceptances</p>	<p>HSCP JMcb, / JK / CHMs</p>	<p>Immediate & ongoing</p>	<p>Moving towards objective of c. 4000 Resettlement Plans per annum</p>
<p>3. Set a clear primary objective to move people who are homeless quickly in to settled accommodation by setting, communicating and monitoring clear targets for timescales on completing assessments. Effectively manage performance in Homelessness Teams</p>	<p>Produce Resettlements Plans rapidly to meet target and Incorporate into the End-to-End process. Minimise time between assessment decision and Prospects Interview / RP production</p>	<p>CHMs SCHWs</p>	<p>Immediate & ongoing</p>	<p>Resettlement Plans produced within a defined timescale following duty being accepted. Agreed timescale to be determined</p>

Recommendations	Main Action	Lead, Key People and / or Partners	Timescale for Completion	Outcome / Evidence
<p>4. Streamline the approach to assessment and referral for those who need only limited or no assistance beyond getting a home.</p>	<p>In all cases the ultimate aim should be to move Homeless Households who are able to sustain permanent accommodation as quickly as possible. Combine the work involved in homeless assessments, Prospects Interviews and the production of Resettlement Plans to ensure that the information necessary for a referral is gathered at the earliest opportunity</p>	<p>HCLT (Vanguard) JMcb/JK</p>	<p>Subject to the completion of the Vanguard process End of June 2018</p>	<p>Resettlement Plans produced within a defined timescale of duty being accepted.</p>
<p>5. Review the appropriateness of “tenancy ready” assessments.</p>	<p>Establish clear definition of NTR (or complex case) and identify appropriate actions with robust review process and timescales for housing</p>	<p>HCLT (Vanguard) JMcb/JK/WK</p>	<p>End September 2018</p>	<p>Define how NTR (or complex cases) are managed and reviewed. Establish and develop a new culture in line with Commissioning and Third Sector partners. This will be underpinned through the promotion of a Rapid Rehousing/Housing First approach</p>

Recommendations	Main Action	Lead, Key People and / or Partners	Timescale for Completion	Outcome / Evidence
<p>6. Build on the analytical work being done by the HAT to better understand and remove failure points in the referral process.</p>	<p>Review data capture and analysis with timescales for reporting</p>	<p>HAT AF</p>	<p>End July 2018 and ongoing</p>	<p>Collect, collate and report on key aspects of performance. This will be influenced by new Performance accountability framework</p>
<p>7. Ensure that staff have up to date knowledge of the RSLs operating in their areas, where homes are available and ensure that a Resettlement Plan contains only that information which is necessary to secure the person an appropriate home.</p>	<p>Ensure CHTL's, SCWs use 'Area Profiles', visit all local HAs. Continue to develop locality planning through Housing Access structures. Attend Housing Knowledge and Resettlement Plan training regularly</p>	<p>CHMs</p>	<p>End August 2018 and ongoing</p>	<p>SCWs develop local housing knowledge to produce appropriate Resettlement Plans to match supply</p>
<p>8. Provide people who are homeless with a copy of their Resettlement Plan.</p>	<p>Issue Resettlements Plans to homeless households when signed</p>	<p>SCHWs</p>	<p>End June 2018</p>	<p>All homeless households receive a copy of their Resettlement Plan</p>
<p>9. Reduce the length and complexity of the homelessness process to minimise lost contacts.</p>	<p>SCWs (named care manager) will keep in contact with each homeless household until their case is concluded</p>	<p>HCLT</p>	<p>End October 2018</p>	<p>SCWs to maintain contact until the conclusion of the homelessness journey for each homeless household. To incorporate other service care managers</p>

Recommendations	Main Action	Lead, Key People and / or Partners	Timescale for Completion	Outcome / Evidence
10. The Council and RSLs should agree the purpose and timescale for pre-tenancy interviews to assist people who are homeless to move into a home quickly.	Jointly devise a process based on best practice. Include information sharing arrangements. Incorporate into the End-to-End process	LLCs	End October 2018	Consistent process in place and adhered to city-wide
11. RSLs and the Council should agree an approach to requiring people to pay rent in advance at the start of a tenancy for people who are homeless that ensures clarity for the person who is homeless and minimises the potential for delay.	Jointly agree an approach that ensures offers of housing are not impacted by rent in advance for homeless households	LLCs	End October 2018	Consistent process in place and adhered to City wide. Will be monitored through Housing Access Board
12. The Council should consistently apply its policy on when it has discharged its duty to secure a home to help it maximise the availability of temporary accommodation	Embed a process that Identifies cases and records, monitors, reviews and report adherence to the policy	CHMs and Legal Services	End October 2018	Rigorously apply the Duty Discharge process

The SHR stated in its report that it will engage with individual RSLs as required in relation to housing people who are homeless. It expects all RSLs in Glasgow to have regard to its recommendations. In addition we will discuss these at the Housing Access Board and in future Local Letting Community meetings across the city.

1. RSLs should comply with the timescale for informing the HAT whether they are accepting or rejecting a referral.
2. RSLs should comply with Scottish Ministers' Guidance on good reason. The Council should challenge RSLs who refuse to accept referrals because of former tenant arrears or rent in advance.
3. The Council and RSLs should agree the purpose and timescale for pre-tenancy interviews to assist people who are homeless to move into a home quickly.
4. An RSL governing body should have oversight of the RSL's performance against agreed targets, and assure itself that it is maximising the RSL's contribution to housing people who are homeless.