Glasgow City
Integration Joint Board

Item No: 16

Meeting Date: Wednesday 7th November 2018

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HOMELESNESSS SERVICES UPDATE: PROGRESS ON CITY CENTRE HUB AND RESPONSE TO SCOTTISH HOUSING REGULATOR INSPECTION

Purpose of Report:	This report updates the Integration Joint Board on the Scottish Housing Regulator (SHR) Report and the draft Action Plan submitted to the SHR in response to their report (Appendix A). The Report also updates on the development and establishment of a multi agency Hub within the City.

Background/Engagement:	Glasgow City HSCP is committed to improved service responsiveness for vulnerable adults with multiple and complex needs. Following the Homelessness Strategic Review, priority was given to improving service responses for homelessness households and vulnerable individuals. Following the IJB report dated 20th June 2018 a preferred site for the Multi Agency Hub has been identified within the city centre. This report updates the Integration Joint Board on the progress being made with the Multi Agency Hub together with an update on the Scottish Housing Regulator report and associated action plan.

Recommendations:	The Integration Joint Board is asked to: a) note the contents of the report.

Relevance to Integration Joint Board Strategic Plan:

Supports the principles of prevention and early intervention as outlined in the Strategic Plan, and the city priority of tackling homelessness.	

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:	Outcome 4: Health and Social Care services are centred on helping to maintain or improve the quality of life of people who use those services Outcome 5: Health and Social Care services contribute to reducing health inequalities Outcome 7: People using Health and Social Care services are safe from harm Outcome 9: Resources are used effectively and efficiently in the provision of Health and Social Care services

Personnel:	Staff Partnership and Trade Union engagement is established and will be progressed to address any impact upon staff.

Carers:	None anticipated at this point.

Provider Organisations:	As outlined within the Report. 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.

Equalities:	An EQIA was completed on the Homelessness Strategy, identifying no significant negative impacts on any individuals with protected characteristics under the Equality Act 2010.

Financial:	There are no specific financial implications to this report

Legal:	There are no specific legal implications to this report

Economic Impact:	None

Sustainability:	None

Sustainable Procurement and Article 19:	None

Risk Implications:	None

Implications for Glasgow City Council:	None

Implications for NHS Greater Glasgow & Clyde:	None

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

1.1   The HSCP Homelessness Services continues to progress actions as agreed in the Homelessness Strategy 2015 – 2020 and there have been previous reports to the IJB in relation to these services.

1.2   This report provides an update on two key areas within the Strategy – the development and establishment of a multi agency hub for the City and the Scottish Housing Regulator Report and associated Action Plan.

2.   Background

2.1   The Integration Joint Board has previously approved proposals to radically reform the approach to addressing Homelessness and these are co-ordinated through the Homelessness Strategic Planning Group.

2.2   Glasgow HSCP Homelessness Services continue to operate using a co-produced approach with Third Sector partners, external stakeholders and service users through lived experience. A proposal for a city centre based Homelessness Multi-Agency Hub was identified to build on the positive examples of partnership working between the Glasgow HSCP and the Third Sector. The Hub provides an opportunity to offer a co-located environment for key Third Sector partners and health and social care in-reach from the Glasgow HSCP.

2.3   The HSCP is also continuing to work closely with the Scottish Housing Regulator to identify key improvements and consolidate existing practice through an improvement plan following the recent SHR Inspection Report recommendations.

3.   Progress and Update

3.1   **Multi Agency Hub**

Following the IJB report dated 20th June 2018 a preferred site for the Multi Agency Hub has been identified within the city centre. This site is within close proximity to other Third Sector providers. Assistance from the Robertson Trust in the form of a project management team has facilitated delivery of initial planning requirements

reflecting the outline as detailed within the initial service specification. Discussions are now underway to reach agreement on the draft floor plan. This floor plan will enable the site to be flexible in nature that can respond to the evolving requirements of multiple service responses. A treatment room will remain an absolute priority requirement ensuring relevant health screening is made available.

3.1.1   Glasgow HSCP continues to engage with key Third Sector Partners to scope out the requirements to deliver a comprehensive multi-disciplinary, rapid response service for homeless adults presenting with multiple and complex needs. Developing discussions have taken place with key Third Sector partners that outline a variety of interventions from advocacy and legal advice through to pathways into treatment and care. Discussions have focused on what will be seen as core interventions and what may be planned sessions.

3.1.2   It is intended that co-production is at the core of how the planning and delivery of the Hub model is developed. Along with the multi-agency response, service user engagement will be crucial as to how the space is designed and the environment and approach is developed.

3.1.3   The Hub concept continues to be supported with an external funding commitment from the Robertson Trust. Additional discussions have also taken place between Glasgow HSCP and the Simon Community to determine the exact share of the annual rental costs. As financial commitments and planning agreement is only now near completion it should be noted that the original expected operational delivery date has moved back. It is envisaged that the Hub will be operational by the end of the first quarter of 2019. To cover service provision for vulnerable homeless people over the delay in opening the HUB we have established "places of safety" within our homeless residential units. Service user's needs in particular can be directed to places of safety and our Out Of Hours Social Care staff based in South Portland Street will outreach to them to arrange accommodation. We can also come to arrangements with our partners in Glasgow City Mission, Crimea Street and partners across the Winter Night Shelter to make provisions in the intervening times.

3.1.4   The Hub will continue to be subject to monitoring and evaluation. Discussions are now underway to develop a steering group that will promote an agreed terms of reference ensuring an outcome performance and data gathering framework is developed in preparation for the planned launch. It is intended that additional scrutiny on the delivery and progress of the Hub will be routed through the Glasgow HSCP Homelessness Strategic Planning Group.

3.2   Scottish Housing Regulator Report (SHR) and Action Plan

3.2.1   Since the paper submitted to the IJB on 13th June 2018, outlining the main findings in the SHR Report and Action Plan, a number of actions have been undertaken as part of our response to the issues identified by the SHR.

3.2.2   At the end of June 2018 both strategic and operational management for the three Community Homelessness Teams (CHTs) and the Asylum and Refugee Support Team (ARST) were centralised under one Service Manager to provide a specific focus on the management of these Homelessness Teams and the drive for

improvement outlined in the Action Plan submitted to the SHR by the HSCP in May 2018.

3.2.3   In August 2018 all three CHTs adopted a standardised and consistent process on how they manage the flow of Homelessness Applications through the Teams. The purpose of this change is to ensure consistency across the city around the practice and processes in relation to the management of the c. 5,300 Homelessness Applications made each year in Glasgow.

3.2.4   In September 2018, a new Performance and Accountability Framework was implemented across the four teams to provide renewed clarity in relation to the key measures of performance, visibility within and between individual Team performance and sets clear measureable targets for the delivery of the increased rehousing outputs identified in the Action Plan.

3.2.5   In agreement with the relevant Trade Unions during September 2018, work has been initiated to render obsolete the notional 'case baskets' and move to the practice where each homeless household has an allocated worker from the beginning to the end of their homelessness. This will be done incrementally as part of a transition period which will be complete by the end of March 2019.

This will form part of reshaping of the 'end to end process' to allow the management of homelessness applications to be more responsive to our service users' needs, to minimise lost contacts and to ensure that periods in homelessness are as short as possible by moving to a Rapid Rehousing Approach.

3.2.6   In addition, work has begun, in conjunction with the Wheatley Group, to utilise 'System Thinking and the Vanguard Method' to critically examine each stage of our processes from the initial Housing Options enquiry through the Homelessness Application and the generation of the Section 5 Referral to the start of the new tenancy. This will allow us to identify areas of delay, duplication, unnecessary procedural layers and so on.

3.2.7   From October 2018, local CHT managers will assume responsibility for convening and servicing the network of Local Lettings Communities (LLCs) to ensure that the improved relationships with the city's Housing Associations, noted in the SHR Report, are maintained and augmented. Local visits by frontline homelessness workers to their Housing Officer counterparts in local Housing Associations has already commenced and forms part of a broader work stream to improve collaboration and housing knowledge at the frontline.

3.2.8   From October 2018 we are intending to add temporary additional capacity to frontline staffing to help meet the commitments made in the Action Plan and assist in the transition to a generalised Rapid Rehousing Approach over the next period.

4. Recommendations

4.1   The Integration Joint Board is asked to:

    a)   note the contents of this report

SHR Action Plan Update June 2018					
Recommendations	**Main Action**	**Lead, Key People and /or Partners**	**Timescale for Completion**	**Progress to date**	**Outcome / Evidence**
1. **Ensure operational performance and consistency across Homelessness Teams City wide**	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.	SM / AMR / JMcB/JK	End July 2018	New Homelessness management arrangements implemented from 24/6/18; new performance indicators and monthly reporting framework for CHTs/ARST being updated for further discussion with teams; fortnightly meeting schedule agreed to cover casework performance and wider operational management across the service.	Consistency across teams ensured and appropriate targets met. This will be aligned to new performance accountability framework.
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.**	Homelessness Teams to produce more Resettlement Plans to match full duty acceptances.	HSCP JMcB, / JK / CHMs	Immediate & ongoing	A target to achieve 4,000 resettlement plans has been set, reflected in the lets projection totalling 3,016 included in the Housing Access Local Letting Plan. The resettlement plan target is monitored through quarterly reports the GHSCP Integrated Joint Board (IJB), and will continue to be tracked on a monthly basis through the casework performance process, based on weekly reports provided by Section 5 Team.	Moving towards objective of 4000 Resettlement Plans per annum.

Recommendations	Main Action	Lead, Key People and /or Partners	Timescale for Completion	Progress to date	Outcome / Evidence
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**	Complete Homeless Application assessments and produce Resettlement Plans rapidly to meet target and incorporate into the End-to-End process. Minimise time between assessment decision and Prospects Interview / RP production.	CHMs SCHWs	Immediate & ongoing	An end to end performance template to track and monitor monthly performance by individual teams has been developed, to be used in conjunction with monthly casework performance meetings. Lead responsibilities have been agreed for the management of Housing Options, Case Management and Complex Cases within casework, to improve timescales and outcomes for homeless households.	Improvement in number of homeless assessment decisions made within 28 days. Resettlement Plans produced within a defined timescale following duty being accepted. Agreed timescale to be determined.
4. **Streamline the approach to assessment and referral for those who need only limited or no assistance beyond getting a home.**	In all cases the ultimate aim should be to move Homeless Households **who are able to sustain settled 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.	HCLT (Vanguard) JMcB/JK	Subject to the completion of the Vanguard process	The end to end performance template includes measures to monitor the number of assessment decisions in 28 days and the number of resettlement plans completed in 28 days post assessment decision. This will be subject to agreement on a definition for cases considered to have multiple and/or complex needs, and recommendations produced as a result of the Vanguard process, working in partnership with the Wheatley Group.	Performance improvement in key areas. Implementation of processes around the management of outcome pathways towards resettlement. Implementation of Vanguard recommendations.

Recommendations	Main Action	Lead, Key People and /or Partners	Timescale for Completion	Progress to date	Outcome / Evidence
5. **Review the appropriateness of "tenancy ready" assessments.**	Establish clear definition of NTR (or complex case) and identify appropriate actions with robust review process and timescales for housing.	HCLT (Vanguard) JMcB/JK/WK	End September 2018	The 'NTR' category is no longer used by casework teams, and these cases are now recorded as awaiting a resettlement plan. A process for management of cases where there are multiple and/or complex needs will be developed and Complex Case Review Meetings will be implemented. A process to improve pathways into purchased/ provided emergency placements, and onwards to CAN/ Housing First, has been implemented.	Process around management and review of complex cases developed. Processes implemented around the management of outcome pathways for cases where there are multiple and/or complex needs. Establish a revised approach across GHSCP and Third Sector partners, underpinned by the promotion of a Rapid Rehousing/ Housing First approach.
6. **Build on the analytical work being done by the HAT to better understand and remove failure points in the referral process**	Review data capture and analysis with timescales for reporting.	HAT AF	End July 2018 and ongoing	A new data report is being developed to enable teams to more closely monitor case progress through stages of initial decision, resettlement plan to plan approval, and from plan to offer. This information will inform the monthly casework reporting framework.	Collect, collate and report on key aspects of performance. This will be influenced by new performance accountability framework.

Recommendations	Main Action	Lead, Key People and /or Partners	Timescale for Completion	Progress to date	Outcome / Evidence
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.**	Ensure CHMs, 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.	CHMs	End August 2018 and ongoing	It has been agreed that Community Homelessness Managers will take up lead responsibilities in relation to Local Letting Communities, with further discussion required regarding specific roles within the structure and development of programme for staff training and visiting locality RSLs, working with RSL partners.	Improved engagement processes with locality RSLs. Improved support to ensure that locality Community Homeless Teams have contemporary knowledge on stock and turnover on an ongoing basis to assist in provision of an improved resettlement process.
8. **Provide people who are homeless with a copy of their Resettlement Plan.**	Issue Resettlement Plans to homeless households when signed.	SCHWs	End July 2018	It has been agreed that provision of a written plan will be standard practice across teams, and discussion is ongoing regarding the necessary processes to be put in place to enable implementation.	All homeless households receive a copy of their Resettlement Plan.
9. **Reduce the length and complexity of the homelessness process to minimise lost contacts.**	SCWs (named care manager) will keep in contact with each homeless household until their case is concluded.	HCLT	End October 2018	Each casework team will undertake a desktop exercise to ensure that individual homeless applications have a defined named case holder throughout the application journey. The timescale for this work, and the process around links with other care teams, will be agreed at the casework performance meetings.	SCWs to maintain contact until the conclusion of the homelessness journey for each homeless household. To incorporate other service care managers.

Recommendations	Main Action	Lead, Key People and /or Partners	Timescale for Completion	Progress to date	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	Discussions around pre tenancy interviews by RSLs will be taken forward by the lead Community Homelessness Managers for each LLC, supported by the Service Manager (Casework) who will report back on progress and outcomes to the Housing Access Board.	Consistent process in place and adhered to city-wide. Will be monitored through Housing Access Board.
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	Discussions with RSLs requesting rent payments in advance will be taken forward by the lead Community Homelessness Managers for each LLC, supported by the Service Manager (Casework) who will report back on progress and outcomes to the Housing Access Board.	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	An updated guidance note will be provided for teams covering the process from refusal to Duty Discharge. It has been agreed that the iWorld system will be updated to enable cases going through the Duty Discharge process to be more easily monitored and reported on monthly.	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.**