Glasgow Health & Social Care Partnership

Homelessness Strategy

2015 - 2020

Contents

1.   **Foreword**

I am pleased to introduce our new Homelessness Strategy. This has been developed following the review of our Homelessness Services in 2014 and has been informed by a range of stakeholders. The strategy sets out an ambitious transformational reform programme for homelessness services in the City.

We have made progress in addressing homelessness in recent years, however, homelessness continues to affect too many people's lives here in Glasgow.

We know that homelessness has an impact beyond the inability to secure and sustain accommodation. Homelessness impacts upon a person's health, financial and social well-being. For this reason, no one organisation or agency can tackle homelessness in isolation. Now more than ever agencies require to work together to address the problems that the City faces in dealing with homelessness. I am confident that the partnerships we have developed in recent years will continue to grow and take on new challenges as we seek to implement this strategy.

I am confident that the transformational change identified within this strategy will deliver improved access to support and accommodation for people affected by homelessness. These improvements in turn will make a real impact in the lives of the people of Glasgow who need access to our support.

I would like to thank everyone who has contributed to its development and I look forward to working together to ensure that we deliver on the commitments set out in our strategy.

Matt Kerr
Executive Member for Families, Health & Social Care

2. Introduction

Tackling homelessness is a key priority for Glasgow City Council, Greater Glasgow and Clyde NHS, and our partner agencies across the public, voluntary and private sectors. We have made some progress in addressing homelessness since our last strategy; however, we continue to face significant challenges in the City. For this reason a strategic review of homelessness services delivered by the Council was undertaken during 2014. The review: examined the extent of homelessness within the City; identified those at greatest risk of homelessness; highlighted current challenges, emerging risks and service blockages; and brought forward a series of recommendations on how we address these challenges.

The Council has the statutory duty for the prevention and alleviation of homelessness in Glasgow. This responsibility is discharged by the Health and Social Care Partnership. However, the circumstances, systems and issues that result in people becoming homeless are complex. Thus responses to homelessness and its prevention require to be the focus, in part, of all agencies who have contact with vulnerable households and plans to address homelessness should be reflected in strategies and service plans in order that agencies have a focus on the actions that they can take to address homelessness within the City.

3. Developing the Strategy

3.1 This Homelessness Strategy sets out how the Health and Social Care Partnership intends to work with its partners to improve homelessness services for some of the most vulnerable people in our City.

3.2 Our Homelessness Strategy is based upon two simple principles: firstly, that we prevent homelessness where we possibly can, by providing access to good quality advice, assistance and support. Secondly, where people do become homeless we work with them to access emergency, temporary and settled accommodation and support which meets their needs.

3.4 This Homelessness Strategy has been informed by the Strategic Review of Homelessness Services which took place during 2014. In particular the evidence base developed during the review and the need for transformational change identified during the review provides the framework for this strategy.

3.4.1 Engaging Service Users and other stakeholders

Listening to the views of the people who have been affected by homelessness and people who use our services is critical to understanding how we can reform and improve our services. Engaging with service providers and members of our community who have used our services has added much to this strategy – gaining an insight, through the Shared Solutions Sessions, facilitated by Glasgow Homelessness Network, into the diverse range of experiences of our services and ways to improve service responses.

Whilst it hasn't been possible to directly engage with all the agencies that provide services to people affected by homelessness, we have attempted to work with representative bodies through established structures to gain as wide a perspective as possible on the challenges facing the City. A range of methods have been used:

- A series of stakeholder engagement events with practitioners and community members.

- Presentations and round table discussions at existing forums and planning groups.

- A formal written consultation period.

A paper drawing together stakeholder's experiences and views on the way forward have been collated.

3.4.2 Our Guiding Principles

The Principles that will underpin our work going forward are:

- People affected by homelessness have a right to access accommodation suitable to their needs;

- The partners will work to ensure that people entitled to access emergency and settled accommodation will do so;

- That we will intervene early to prevent homelessness when we can, as homelessness is more likely to occur after other problems or traumas in people's lives;

- A secure home is the best base for people to address wider needs and to build and live their lives;

- People with lived experience of homelessness have a unique insight that is an asset to professionals working to tackle it;

- Addressing homelessness in the City requires programmes that are broad-based, comprehensive, collaborative, and integrated;

- Service models should be based on the understanding that, with the right support, most people are capable of sustaining housing in local communities;

- Our services and service developments should be informed by the views of the people who use them, and we will work to make this aspiration a reality;

- Person-centered practices that are sensitive to the different forms of inequality will better enable us to meet the needs of different groups;

- Measuring and understanding the causes and consequences of homelessness will inform our response to it;

- We will work together to ensure that we deliver the best possible outcomes for people affected by homelessness.

3.4.3 Our Vision

Through this strategy, the HSCP and its partners are committed to preventing homelessness in Glasgow wherever possible. Where homelessness does occur, we aim to ensure that people access personalised services that offer support to minimise its affects and access accommodation appropriate to their needs.

We will achieve this by working in partnership to deliver person centred, effective services that prevent homelessness, promote health and well-being, and promote clear pathways to independent living whilst maximising people's potential.

3.4.4 Progress since the last strategy

Since the last Homelessness Strategy (incorporated into the Local Housing Strategy 2011/12 to 2015/16) the Council and our partner agencies have made some progress in the way we deliver services to people affected by homelessness. These include:

- In October 2012 the Council met the Scottish Government's target to abolish the priority need test. The abolition of the priority need test was a significant extension to the rights of people affected by homelessness which means that all unintentionally homeless households are entitled to settled accommodation. This has placed additional demand on the supply of emergency and settled accommodation;

- Partners across housing, health and social work have developed the Housing Options Approach within the City. The model of Housing Options developed within Glasgow is focused on the delivery of a comprehensive front line advice and support service for any customer who makes a housing enquiry. Within the Homelessness Service the Housing Options approach involves a re-orientation of staffing resources away from traditional homelessness assessment/case-

working models towards Housing Options interviews and prevention activity. The Glasgow pilot model was distinctive given the strong commitment from housing, health, social work and voluntary sector partners. The approach has been positively evaluated and will inform the increased focus on homelessness prevention and development of the Community Homelessness Service within the City;

- The opening of the Chara Centre, in August 2012, has led to significant improvements in the quality of accommodation offered to homeless women. The service is able to offer a range of supports to the women residents, contributing to the delivery of a range of positive outcomes for service users;

- Access to money, debt and legal advice within the Homelessness Service has been improved through joint work with colleagues within the Council's Financial Inclusion Team and the GAIN Network to develop outreach services. The introduction of outreach provision has provided significant benefits for homeless service users and is a key element of the Council's Housing Options Programme;

- In partnership with colleagues within the Wheatley Group, a Family Mediation Service was developed during the Housing Options Pilot. Following a successful evaluation of the service the Council has identified funding for a service which will be operational in 2015;

- In February 2013 the Council commissioned Ypeople to deliver the Glasgow Key Fund. The service provides a Rent Deposit Guarantee Service as well as access to temporary accommodation in the private rented sector for homeless households;

- We have agreed Capital funding for the development of two new emergency access units within the City. Both projects are due to be opened by May 2016.

- In recent years our Council operated emergency and assessment accommodation services have consistently achieved very good and excellent grades for their overall quality of care and support and staffing.

4. National Context

4.1 Homelessness prevention has been a major aspect of the national housing agenda for over a decade, with a significant drive in recent years towards a Housing Options approach to achieving the abolition of priority need in Scotland. Since 2012, all households who are assessed as unintentionally homeless are entitled to settled accommodation and assistance irrespective of their personal circumstances and priority status. In addition, significant fiscal and demographic challenges require services to develop service delivery systems that maximise service user outcomes whilst removing duplication and maximising resources across the public, third and independent sectors.

4.2   The Housing (Scotland) Act 2010 introduced the Scottish Housing Charter. The Charter provides the basis for the Scottish Housing Regulator to assess and report on how well we are delivering homeless services to our communities.   The Charter enables the Regulator, service users and other stakeholders to identify areas of strong performance and areas requiring improvements.

4.3   The UK Government is in the process of delivering major changes to the welfare benefit system, aiming to make substantial savings. These changes will have significant implications for service users in terms of how benefits will be delivered, and will also mean that claimants may have significantly less money to live on. The impact on the Homelessness Service is likely to be increasingly significant, both in terms of the everyday financial challenges which will affect the ability of people to access or sustain accommodation, and the impacts on affordability of accommodation services provided by the Council to homeless people in need.

4.4   <u>Legal Duties</u>

An overview of the legislative framework is at appendix 1.

The Council has substantial legislative duties to people affected by homelessness. These duties are discharged through the HSCP. The extent of the legislative responsibilities to a household is determined by the outcome of a comprehensive needs assessment of any household making a homelessness application. In summary, the Council has a legal duty to:

- Provide advice and assistance and prevent and alleviate homelessness wherever possible;

- Make an assessment of a households circumstances when they seek assistance from the Council;

- Provide suitable emergency and temporary accommodation when required;

- Make a reasonable offer of settled accommodation where a household is deemed to be unintentionally homeless;

- Provide housing support to households if they are assessed as requiring it.

Through delivery of homelessness prevention, assessment, and support services, and provision of temporary and emergency accommodation services, the HSCP works to deliver outcomes in accordance with the standards set out in the Scottish Social Housing Charter, and to meet the requirements of the Care Inspectorate.

5. Local Context

5.1 Glasgow is an ambitious City with a track record of success in attracting world class events, investment and business. However, it is also one which still faces huge challenges in addressing the well documented de-industrialisation, poor health and social inequalities that exist within it. An element of the City's legacy is the extent and nature of homelessness. In responding to these challenges Glasgow has developed a culture of partnership and collaboration, striving to develop strategies and services that benefit Glasgow's people and its communities.

Glasgow is Scotland's largest City with a population of over half a million (593,245). The City's population is expected to continue to grow and to become more diverse as shown by the latest census and the ongoing commitment of the city to welcome asylum seekers.

Estimates of Glasgow's housing stock by tenure are published on an annual basis by Development and Regeneration Services (GCC - DRS). Estimates at April 2014 indicate that there are 296,273 properties in Glasgow. Of this 106,584 are social rented properties. There are approximately 60,000 properties in the Private Rented Sector. This means that Private Renting has grown by around 170% since 2001. Since 2008, however, the share of Owner Occupation has fallen, in tandem with the rapid increase of Private Renting – there are now approximately 129,224 owner occupied properties in Glasgow.

5.1.1 <u>The Glasgow and Clyde Valley City Deal</u>

The Glasgow and Clyde Valley City Deal is an agreement between the UK Government, the Scottish Government, and the 8 local authorities across Glasgow and Clyde Valley. The City Deal represents significant new investment into the City and will fund major infrastructure projects, drive innovation and growth through the support of key sectors such as life sciences, and address challenges in the region's labour market. These projects will allow a programme of work which will greatly add to the value of the local economy over the next 20 years.

5.1.2 The Council Strategic Plan 2012-17 was revised in 2015 to reflect emerging challenges. The refreshed plan sets out the Council's priorities plans to 2017. These are:

- Economic Growth

- A Sustainable City

- A City that looks after its Vulnerable People

- A learning City

- Making best use of our resources

The revised themes within the refreshed strategic plan will be cascaded through the Council's governance and performance management arrangements. This Homelessness Strategy reflects the priorities for the City.

5.1.3 One Glasgow

One Glasgow is a 'Total Place' approach that has been adopted by the Glasgow Community Planning Partnership (GCPP). One Glasgow adopts a joint approach to budget planning and financial challenges in the City. It comprises of agencies such as the Local Authority, Health Board, and other statutory and voluntary agencies pooling resources, focusing on specific shared priorities, eliminating duplication, and creating efficiencies.

Three priority themes have been identified by GCPP as part of developing this approach: -

- Children aged 0-8, specifically early intervention approaches for this group and their families
- Reducing offending, targeted at those aged 12-25 involved in anti-social behaviour or in the criminal justice system, including prison leavers
- Older people aged 65 and over, specifically those in single households to assist them to live in the community and minimise acute interventions and hospital admissions.

5.1.4 Glasgow Single Outcome Agreement

The Single Outcome Agreement sets out how local priorities and outcomes will contribute to meeting the Scottish Government's fifteen national outcomes. The Glasgow SOA sets three strategic priorities for the City based on Community Planning objectives of (i) Alcohol; (ii) Youth Unemployment; and (iii) Vulnerable People.

Working upstream of homelessness is critical to addressing levels of inequality and homelessness in the longer term. Therefore Community Planning Partners have a key role in undertaking actions which will have an impact on the scale of homelessness within the City. These actions include fostering good parenting, life skills development, education training and support for young people in transition; and purposeful employment for young people and adults. The Vulnerable People theme includes a workstream dealing with Homelessness and Housing Need. Key themes within this work stream are enhancing the role of community based resources in homelessness prevention and working with vulnerable people in transition.

5.1.5 Glasgow Health and Social Care Partnership

The Public Bodies (Joint Working) (Scotland) Act 2014 sets out the intention of the Scottish Government to progress integration of planning for, and delivery of, certain health and social care services within Local Authority and Health Board areas across Scotland.

The Act requires partners to jointly prepare an integration scheme for approval by Scottish Ministers. In Glasgow, a Shadow Joint Integration Board has been established and a final draft integration scheme has been approved for submission. In addition to the services required by the Act, the Board has used discretionary powers to add a range of services, including Social Care Services provided to Children and Families, Fostering and Adoption Services, Child Protection, Criminal Justice Services and Homelessness Services. Strategic Planning Groups have been established, including a group for Homelessness Services, and each group is contributing to the development of a draft overarching plan for Glasgow City Health and Social Care Partnership (GHSCP).

The main priorities for the GHSCP in the years to come are to improve the health and wellbeing of the City's population, and to reduce health and social care inequalities.

The Public Bodies (Joint Working) (Scotland) Act 2014 sets out nine national Health and Wellbeing Outcomes. We have set out at Appendix 2 how we will help to achieve these outcomes.

People affected by homelessness experience significantly poorer physical and mental health. Mortality rates are higher within the homeless population. Ill health can be both a cause of homelessness and can be exacerbated by housing crisis. The development of the Health and Social Care Partnership provides an opportunity to develop improved ways of delivering services and addressing the health inequalities that impact on people affected by homelessness.

The development of the GHSCP and integration of the management of Homelessness Community Casework Services to Health and Social Care Services will lead to improvements in the coordination of services to people with multiple needs and will lead to better outcomes.

5.1.6 Housing Options

A commitment to the delivery of holistic services that target early intervention and personal choice is a critical element of Scottish homelessness policy which focuses on prevention as a priority. In Glasgow we have worked to develop a Housing Options Approach that reflects the structural and strategic challenges facing the City – our approach has seen improvements in the interfaces between GGCNHS, housing associations, health and social care

services and the voluntary sector. We will continue to work with other partners and redesign our own services to focus on sustaining people in tenancies and preventing homelessness where possible.

6.   Trends in Homelessness

6.1   Glasgow City Council faces major challenges in preventing and alleviating homelessness. The Council receives the largest number of homeless applications per year in Scotland, disproportionate to the size of the population.

6.2   In 2014/15 Glasgow received 10,233 approaches for Housing Options advice, of which 6,297 progressed to a homeless application. This represents a reduction of 397 (6%) on the previous year when 6,694 homeless applications were received, and is attributed mainly to the impact of Housing Options, rather than changes to the underlying drivers of homelessness or overall reduction in demand on the service.

Homeless Applications: Household Types	2013/14		2014/15	
Single Person	4947	73.9%	4650	73.8%
Single Parent	1115	16.7%	985	15.6%
Couple	264	3.9%	236	3.7%
Couple with Children	309	4.6%	359	5.7%
Other	27	0.4%	31	0.5%
Other with Children	32	0.5%	36	0.6%
Total	**6694**	**100%**	**6297**	**100%**

6.2.1   The majority of applications continue to be from single person households. Within this group, single male applicants account for the majority of applications (3,438 in 2014/15 / 74% of all single person applications and 55% of all homelessness applications). Households with children (Single parent, couple or other) totalled 1,380 or 22% of all applications in 2014/15. The majority of single parent applicants are female (914 / 93% of all single parent applications in 2014/15).

6.2.2   Overall, there were 3,767 applications where the main applicant was male (60%) and 2,530 with a female main applicant (40%) in 2014/15. A total of 9,592 adults and children were recorded as part of households which had made homelessness applications. Of this number, 7,054 were adults (74.9%) and 2,538 were children (25.1%). At 31st March 2015 there were 1200 dependent children recorded as living in temporary accommodation.

Homeless Applications: Age Breakdown	2013/14		2014/15	
16-17 years	126	1.9%	131	2.1%
18-25 years	1564	23.4%	1537	24.4%
26-59 years	4839	72.3%	4490	71.3%
60+ years	165	2.5%	139	2.2%
Total	6694	100%	6297	100%

6.2.3   The majority of applications continue to be made by people aged 26-59 years, however, there is an over representation of numbers of people aged 18-25 years (15% of the population of Glasgow at 2011 Census but 24% of homelessness applications).

6.2.4   4,318 applications in 2014/15 (68%) were recorded as 'White Scottish'. Overall, 4,572 (72%) applications were recorded as 'White' ethnicity. Asian, Asian Scottish / British applications totalled 133 (2%), within which the largest group was 'Pakistani' at 74 applications (1.175%).   Black, Black Scottish/British applications totalled 125 (2%). Arab, Arab Scottish / British applications totalled 23 (0.36%). 1,064 applications (17%) were recorded as 'Other ethnic group', and 369 cases (6%) as 'Not known' or 'refused'.

6.2.5   5,027 applications in 2014/15 (80%) were recorded as 'British, EEA, pre EU expansion in 2004, Swiss', 83 (1%) from 'A8, A2 or joined the EU since then', 1,137 (18%) as 'Lawfully Present', and 50 (1%) as 'Not eligible'.   The 'Lawfully Present' group includes people who have received Leave to Remain. Of the 1,137 applications from those 'Lawfully Present', 848 who received Leave to Remain as part of the Glasgow Dispersal Programme made a homelessness application to the Council Asylum and Refugee Support Team in 2014/15 (13.5% of total applications), and increase from 448 applications (7%) in the previous year.

6.2.6   Looking at previous property type prior to making a homelessness application in 2014/15, the largest numbers off applicants previously stayed in the parental / family home or with relatives (1,260, 20%) or with friends/partners (1,090, 17%), indicating that friends or family being unable to continue to accommodate a household, or division of an existing household, are the most significant reasons for making an application.

6.2.7   Of those who had their own tenancy prior to making an application in 2014/15, 773 (12%) stated they had a private rented sector tenancy and 723 (11%) a Local Authority or RSL tenancy. 173 (3%) had owned or were in the process of buying their own home.

6.2.8   644 (10%) applicants were recorded as prison leavers in 2014/15. The number of prison leavers making homelessness applications each year over the last five years has fluctuated between 644 to 712 cases per annum but overall has not demonstrated a reduction. Prison leavers are also more likely to make repeat homelessness applications. A previous analysis of homeless

statistical returns indicate that prison leavers have poorer housing outcomes with a higher percentage of lost contact prior to settled accommodation being secured, with only 1 in 10 prisoners securing an offer of settled accommodation.

6.2.9   In 2014/15, 125 people stated that they had been in hospital prior to making a homeless application, 2 in armed services accommodation, and 2 in children's residential accommodation.   Of those who responded, 65 applicants stated that they, or a member of their household, had been looked after as a child by the Local Authority within the last five years. These figures reflect the successful approach taken by Children and Families Services to ensure that young care leavers access settled accommodation without recourse to homelessness services.

6.2.10 Analysis of the technical reasons for homelessness recorded over the last four years shows little variation in the spread of reasons for application. Of the reasons recorded for making an application, 'Asked to Leave' is consistently the highest category recorded, accounting for 1,478 households in 2014/15 (23% of all applications), indicating a sizeable number of people had been living with family or friends. 773 households (12%) are noted under discharge from prison, hospital, care or other institution, 644 (10%) as homelessness resulting from a non violent dispute or relationship breakdown, 505 (8%) as a result of a violent dispute in the household, and 305 (5%) fleeing non domestic violence. Numbers recorded for people who had their tenancy or mortgage terminated due to arrears are comparatively low at 248 (4%), with 357 cases (6%) where other action had been taken by their landlord resulting in termination of tenancy.

6.2.11 The following support needs were identified and recorded as part of the initial homelessness application assessment process in 2014/15[1]:

Support Needs Identified	2014/15	
Cases with no support needs identified	4,025	63.8%
Cases with 1 support need identified	1,298	20.6%
Cases with 2 support needs identified	620	9.8%
Cases with 3 or more support needs identified	368	5.8%

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[1] The support needs identified are based upon self-reporting by service users at the point which they made a homeless application. This may lead to an under reporting of support needs within the homeless population.

6.2.12 The range of support needs reported covers the following categories (multiple responses are included):

Mental Health Problem	799
Learning Disability	74
Physical Disability	221
Medical Condition	372
Drug or Alcohol Dependency	1,252
Basic Housing Management / Independent Living Skills	1,056

6.2.13 The root causes of homelessness are complex and varied, and can relate to both structural and individual factors. Homeless households often have multiple and complex needs and require a range of support services from different agencies, which need to work well together. This can include support with a range of issues including mental, physical, and sexual health, drug and alcohol dependency, behavioural problems, daily living skills, employability, and development of social networks.

6.2.14 A study commissioned by Glasgow Homelessness Network estimated that between 1,500 and 1,800 people approached homelessness services with needs that could be defined as complex during 2013/14. The majority of these people were single men aged between 25 and 59 years. They include people with drug or alcohol problems, poor mental health, and involvement in the criminal justice system, although, there is no commonly agreed definition of 'complex needs'. Repeat homelessness in Glasgow increased from 374 applications in 2013/14 (6%) to 633 applications in 2014/15 (10%), with initial analysis indicating that a number of these applications could be described as complex cases, demonstrating characteristics of multiple exclusion, including a high representation of prison leavers (221 in 2014/15, 35% of all repeat applications).

6.2.15 It is widely acknowledged that it is difficult to accurately capture the numbers of rough sleepers. During 2014/15, small numbers of applicants indicated that they were long term roofless (45 cases, 0.7%). 517 applicants (8%) reported that they had slept rough in the last three months, and 466 (7.4%) that they slept rough the night prior to making a homelessness application. However, research by Glasgow Homelessness Network indicates that this figure may be an under representation of the number of people who have slept rough in the City, and that many who sleep rough do not present to statutory homelessness services.

6.2.16 Again the profile of rough sleepers is of single, relatively young men. There is some evidence that the nature of rough sleeping within the City is related to the pressures on temporary and settled accommodation.

6.3 OUTCOMES

6.3.1 In 2014/15 6,133 cases were closed, compared to a total of 7,227 the year before, partly reflecting the overall drop in numbers of applications.

Outcomes for all cases closed	2013/14		2014/15	
Scottish Secure Tenancy	2383	*33.0%*	2381	*38.8%*
Private Rented Tenancy	209	*2.9%*	200	*3.3%*
Hostel (Interim Accommodation)	340	*4.7%*	422	*6.9%*
Bed & Breakfast	0	*0.0%*	0	*0.0%*
Returned to previous/ friends/ vol org.	386	*5.3%*	393	*6.4%*
Womens Refuge	8	*0.1%*	2	*0.0%*
Residential care/nursing home/shared supported	2	*0.0%*	2	*0.0%*
Other - Known	741	*10.3%*	426	*6.9%*
Other - Not Known	173	*2.4%*	101	*1.6%*
No duty owed to applicant	1825	*25.3%*	1305	*21.3%*
Contact lost before duty discharge	1160	*16.1%*	901	*14.7%*
All	7227	*100%*	6133	*100%*

6.3.2 The number of households which secured a Scottish Secured Tenancy (either through Section 5 or waiting list / other application routes) was similar across 2013/14 to 2014/15, although, as a percentage of closed applications, this has increased due to the reduced number of applications being received.

6.3.3 Numbers recorded as entering the private rented sector have stayed broadly similar (this does not include households which gained a private sector tenancy through the GCC Rent Deposit Scheme – as at 31st March 2015, there were 80 households accommodated with live bonds in a private sector rent deposit property, with a further 22 on the waiting list for similar accommodation through the GCC Key Fund project).

6.3.4 Numbers entering Interim Accommodation (supported homelessness projects funded by GCC, but recorded as 'hostel') have increased, indicating increased availability of places through improved throughput. Numbers recorded as 'Other Known' have reduced.

6.3.5 4,533 (74%) of the cases closed in 2014/15 related to single person households. 1,408 (31%) of these households had an outcome of Scottish Secure Tenancy, compared to 973 (61%) of all other households. Single people outcomes accounted for 416 of the 422 outcomes for 'Hostel / Interim accommodation', and 804 of the 901 cases where contact was lost before duty discharged. Outcomes for prison leavers are also less positive that

overall outcomes, with only 105 of 633 (16%) cases closed resulting in a Scottish Secure Tenancy, and 188 (30%) as lost contact before duty discharge.

6.3.6 [A fuller analysis of the extent nature and causes of homelessness in Glasgow](#).

7. Key Challenges

7.1 The Health and Social Care Partnership faces significant challenges in delivering homelessness services within the City. The current economic and fiscal climate, welfare reform agenda and pressures on the City's social housing stock are likely to continue to provide a difficult context to the delivery of homelessness services. The strategic review of homelessness undertaken in 2014 confirmed a number of key challenges and service pressures. These have informed the development and activities outlined within this strategy. These include:

7.1.1 <u>Pressure on the Supply of Settled and Temporary Accommodation</u>

Glasgow City Council has a statutory duty to secure settled accommodation for all unintentionally homeless households. As a stock transfer authority we are required to work with the Registered Social Landlords in our area to secure an adequate supply of settled accommodation in order to meet the needs of homeless households. The number of Scottish Secure Tenancies obtained through the Section 5 process has reduced, from 3,032 in 2010/11 to an estimated 2,144 in 2014/15. This represents a 29% reduction over a five year period. National statistics for Scotland indicate that in 2014/15 65% (16,667) of all homelessness applications which were closed resulted in an outcome of Local Authority or RSL tenancy (Section 5, waiting list or other) compared to 39% (2,381) in Glasgow.

There is an on-going shortfall of property for use as temporary furnished accommodation, with social sector provision totalling 1,454 units at 31st March 2015, against a capacity target of 1,850 units. A further 210 properties were in use on this date (144 private sector properties through the GCC Key Fund Temporary Accommodation Project and 66 through short term lease via City Property/other private rented sector).

There continues to be a backlog of live homelessness applications due to the difficulties in obtaining sufficient numbers of settled lets. At 31st March 2015 there were 3,127 open homelessness applications, of which 1,104 (35%) had been open for six months or more. The average time to discharge duty for those households where the Council has a duty to provide settled accommodation was 32 weeks in 2013/14 and 2014/15, compared to 28 weeks in 2012/13.

This failure to secure an adequate supply of settled accommodation places significant pressure on the availability of emergency and temporary accommodation and has led to the Council being unable, at times, to discharge its statutory duties. It is difficult to understate the hardship this causes for homeless households, and this situation led the Council to agree a voluntary intervention on the part of the Scottish Housing Regulator (SHR) in December 2013. The Council has agreed an Improvement Plan with the SHR, and continues to work positively with the SHR towards improvements in access to emergency and settled accommodation.

7.1.2 Use of Bed and Breakfast Accommodation

The use of bed and breakfast accommodation has been recognised as being unsuitable to accommodate homeless households, particularly families with children and pregnant women. The Council works to ensure that it does not breach The Unsuitable Accommodation Order, introduced by the Scottish Government in 2004, and amended in 2014.

The Council on average uses 100 places in bed and breakfast type establishments on a nightly basis. The Council has agreed a target of 90 places per evening. Whilst it is agreed that this is not the best use of available resources, this over reliance on bed and breakfast type accommodation is linked to the challenges the Council faces in securing an adequate supply of settled accommodation. The Council is providing additional emergency accommodation to help alleviate these pressures, improve the quality of provision for service users, and reduce the financial pressure on the service.

7.1.3 Welfare Reform

Changes to the welfare benefit system poses unprecedented challenges for the Council and our partners in the delivery of homelessness services. The range of measures being brought forward by the UK Government has seen reductions in household income and puts households reliant on benefits at increased risk of homelessness and poorer housing conditions. The reductions in household incomes is also likely to impact on people's physical and mental well-being and lead to increased pressures on health and social care services.

The potential effects of the Social Sector Size Criteria have been mitigated by increased levels of Discretionary Housing Payment, however, Homelessness Services have faced increased challenges in securing smaller sized settled accommodation due to housing associations using available stock to re-house affected tenants.

The introduction of the cap on the amount paid to people receiving welfare benefits has led to additional cost pressures on the services as families in temporary accommodation have been unable to meet the short-fall in rent payments.

The increase in sanctions is also having an impact on vulnerable households' income and is leading to an increase in destitution and use of foodbanks within the City. We have not, as yet, seen an increase in homeless presentations due to welfare reform, however, we will continue to monitor the situation.

We have worked with our colleagues within Revenue and Benefits Section, other Council Departments and wider stakeholders to maximise rental income and household income for our service users.

Going forward the introduction of Universal Credit and further reforms will place additional pressures on household incomes and the Council's ability to respond to homelessness as many elements of the service are funded though Housing Benefit. We will continue to attempt to mitigate the effects of welfare reform on service users and maximise income to the Council to meet operating costs.

7.1.4   Multiple Exclusion Homeless

Our review of Homelessness Services indicated that there was a group of service users with particularly complex needs whose lives are marked by transience, involvement in the criminal justice system, poor physical and mental health, and a general level of vulnerability. Their early life experiences can be punctuated by: trauma; neglect; Child Sexual Abuse; poor educational attainment; and involvement with social work services. Services also appear to struggle to engage and penetrate beyond the presenting challenges posed by this service user group. Despite considerable expenditure in this area, this group of service users have generally poorer outcomes across the range of health and wellbeing indicators than the general population. They are also likely to have poorer physical and mental well-being than suitably housed individuals with similar incomes.

An early priority is to work with our partners to develop a radically different approach to meeting the needs of this group of service users. Our aim is to implement a robust, holistic integrated system across health, housing, social care, independent and the voluntary sector to meet the distinct needs of this service user group. We aim to dramatically improve the outcomes for this service user group. Our approach will be informed by the Housing First Pilot within the City and the research commissioned by Glasgow Homelessness Network (Homelessness and Complex Needs in Glasgow, Glasgow Homelessness Network and the Oak Foundation, December 2014) and the need to have services that understand the impact of trauma that homelessness and life experiences cause.

7.1.5   Support to Homeless Households

A significant number of homeless applicants have support needs beyond access to settled accommodation. Support services are recognised as providing valuable help to those at risk of losing their home or to households who are aiming to exit homeless accommodation.

At times service users experience our services as fragmented and they tell us that they feel that they are 'bounced around' the 'homelessness system'. We need to improve the integration of services and coordination of support in order that people are supported holistically and care is joined-up.

As we increase the focus on integrated models of care and support, community based responses to homelessness prevention and tenancy sustainment activity, there is a need to ensure the cohesive delivery of support and that models of provision remain strategically relevant.

7.1.6 People Seeking Asylum

Glasgow has a proud tradition of welcoming and supporting people fleeing conflict and persecution in their own countries. The City has worked hard to ensure that refugees and asylum seekers access support and services that enhance their health, well-being and encourage the development of strong social networks and integration. We will continue to work with partners to ensure that Glasgow is a welcoming place for people fleeing violence and persecution.

We are likely to see an increase in the numbers of households seeking refuge within Glasgow over the coming years. This will place additional pressures on the supply of accommodation, support and health services. In the coming years the HSCP will work with partners to ensure that we are adequately resourced to continue to support people seeking asylum, refuge from war and persecution.

The law governing the rights and entitlements of people subject to immigration control and those who have no recourse to public funds is complex and evolving. People in these situations have limited rights to support or assistance are at high risk of homelessness and destitution. Decisions at UK Government level to restrict entitlement to welfare benefits for people whose claim for asylum has been refused and certain EU migrants are likely to increase pressure on the HSCP and undermine our attempts to end the need to sleep rough.

7.1.7 Access to the Private Rented Sector

The private rented sector in Glasgow has increased in size in recent years as a result of the trend in 'buy to let' investment strategies and, more recently, housing market conditions flowing from the credit crunch, where many would be first time buyers have been unable to access mortgage finance/secure the level of deposit required.

It is estimated that there are now between 57,000 and 60,000 PRS dwellings throughout Glasgow. Over 20% of the total housing stock is now PRS. One in

five households now live in the PRS, the Scottish average is 13%. The vast majority of landlords (81%) have one property in their portfolio.

The Private Rented Sector can offer homeless households alternatives to a tenancy in the Social Housing Sector which is under pressure as a result of the extent of demand. There remains a degree of uncertainty on the affordability of the sector due to Welfare Reforms. Housing management practices can at times be poorer than in the Social Housing Sector and concerns regarding security of tenure can also mean that people don't view the sector as a long term housing option.

The Scottish Government has recently consulted on a new tenancy regime for the Private Rented Sector. If enacted the new regime would see a strengthening of tenant's security of tenure.

In February 2010, Section 32a of the Housing (Scotland) Act 1987 was amended to give Councils the ability to discharge duty to homeless people by securing a private sector tenancy, however, currently the Council makes limited use of this power. The Council is committed to examining opportunities to expand its use of the sector to extend the choice available to service users and increase the supply of settled accommodation. The Council's approach will be informed by the outcomes from research on various aspects of the PRS, recently undertaken by Arniel Johnstone and published by DRS.

Affordability within the PRS in Glasgow is an increasing issue. The study into the PRS conducted by Arneil Johnston indicated that for the majority of property sizes and geographies the Local Housing Allowance Rates do not cover the costs of the average rents in the City.

8.   Part 2 - Our Homelessness Strategy

8.1   **Key Actions**

8.1.1   The Homelessness Strategy is intended to cover a three to five year period.

8.1.2   The purpose of the strategy is to:

- Set the outcomes to be delivered by the HSCP's Homelessness Services

- Set the priority actions to be taken forward during the period covered by the strategy to achieve the outcomes set out within the strategy

- Direct strategic and operational activity of the HSCP's Homelessness Services in the context of the identified challenges

- Highlight areas where our partner organisations will assist in achievement of these outcomes

8.1.3   This strategy sets out an ambitious agenda for ensuring that we deliver high quality services to people affected by homelessness that all stakeholders can agree on and help to deliver.

8.1.4   The strategy identifies a number of priority actions to be delivered by the Council or by the GHSCP either on its own or with other partners including statutory agencies, housing associations, voluntary and independent sector.

8.2   **Key Themes within this Strategy**

8.2.1   The objectives in this strategy aim to make real differences in people's lives by providing access to accommodation and support that addresses their housing crisis and allows people to maximise their full potential. We aim to work towards these objectives by focusing upon the following key themes:

- Preventing homelessness
  Working together with partners, creatively and flexibly, to offer advice and support to people to help them to sustain their accommodation and prevent homelessness where possible;

- Access to Accommodation
  We will work with our partners to ensure that people are able to access emergency and temporary accommodation when they need it, and that people are offered support to ensure they able to access and sustain settled accommodation;

- Improving Service User Outcomes
  The people who use homelessness services are some of the most vulnerable people in our City. Becoming homeless is traumatic and can impact significantly on an individual's physical and mental health; and well-being. However, homelessness can be prevented and its impact alleviated. Central to the transformational change set out within this strategy is a need to improve outcomes for service users;

- Personalised/Individual Responses
  Services will be responsive, accessible, holistic, personalised to meet the needs of the individual. They will be ambitious, and offer clear pathways to more independent living. Services will be welcoming and meet the social and cultural needs of our communities;

- Joint Working
  Through building on partnerships and joint working within the City, we will ensure that people access the right support at the right time. We will work to simplify access to services and have clear and simple routes into the services that people need. Working together across the statutory, voluntary and independent sector will help to maximise resources and find innovative ways of delivering services and improving outcomes for

service users. We will work within the HSCP to ensure effective joint working in order that people can access health and social care services.

8.2.2   There are two key outcomes for this Homelessness Strategy:

- Anyone who is at risk of homelessness is supported to remain in their accommodation whenever possible.

- When someone does become homeless we alleviate the impact and support them to find accommodation appropriate to their needs and consistent with our statutory duties.

Outcome 1: Preventing Homelessness

Homelessness can be prevented when people are able to access good quality advice and support at the right time and when agencies work well together.

The Health and Social Care Partnership will work with key stakeholders to continue to strengthen our focus on homelessness prevention so that we can support people to keep their accommodation when it is safe to do so.

The priority actions that we will put in place are as follows: The Health and Social Care Partnership will work with key stakeholders to continue to strengthen our focus on homelessness prevention so that we can support people to keep their accommodation when it is safe to do so.

Homelessness prevention is a corporate responsibility and the work of the HSCP will complement work being undertaken to support vulnerable people by the wider Community Planning Partners.

1A   Create a Community Homeless Service

The Council operates a Community Casework Service in each of the three strategic planning areas. In recognition of the need to improve the integration of our homelessness casework services Health and Social Care Services will re-design our three Community Casework Services. At the centre of our revised operating model will be the formation of an integrated Community Homeless Service alongside a qualified Social Work element in each of the three Health and Social Care Areas. The management of the service will be integrated into the three Health and Social Care Area Services. The integration of the management of the Community Homeless Service will improve operational inter-faces with health and social care groups and will lead to the better joint working and outcomes for vulnerable households. These improved operational inter-faces will also lead to improved support for service users with multiple needs.

Building on the Housing Options Programme the Community Homelessness Service will place a greater emphasis on homelessness prevention activities and early intervention through closer partnership/joint working. Key elements of the service will be to:

- Provide a first contact point for persons threatened with homelessness or requiring housing advice within each of the Health and Social Care Partnership localities;

- Ensure that a high quality and efficient Housing Options and Statutory Homeless Assessment Service is provided to meet the needs of service users who contact the Community Homelessness Service for assistance;

- Provide access to care assessment and management for service users with social care needs;

- Provide access to emergency and temporary accommodation for people who need it;

- Work collaboratively with Housing Support services to ensure proper supports are in place, which may prevent homelessness;

- Ensure robust inter-faces with relevant statutory, voluntary, private and other agencies in order to provide tailored solutions to service users identified health, housing and social care needs;

- Support service users to access appropriate re-housing solutions in order to prevent homelessness and/or meet any statutory homeless duties;

- Building on the Housing Options programme improve joint working with housing associations to ensure that tenants at risk of homelessness access support to help them sustain their tenancies;

- Ensure that people have access to health care appropriate to their needs as well as advice and information on healthy lifestyles.

1B   **Commission a Homelessness Prevention Mediation Service**

The main reason for people becoming homeless is friends or family being no longer willing to accommodate. Mediation, with its focus upon the rebuilding of relationships, has a role in preventing homelessness.

Having successfully piloted a Mediation Service during the Housing Options Pilot, the Council will commission a Homelessness Prevention Mediation Service.   The service will be an integral element of our Community Homelessness Service.

1C   **Strengthen the network of Specialist and Community based Money, Debt & Legal Advice Provision**

Glasgow has a network of Money, Debt and Legal Advice Services. These services play a critical role in helping people to avoid homelessness.

Through the City's Financial Inclusion Strategy and the Housing Options Programme we have improved joint working between voluntary sector advice providers, the Council and housing associations in the City.

As a result we have increased access to Money, Debt & Legal Advice Provision in recent years as part of the development of our approach to Housing Options and welfare reform.

The Council will work with the City's money, debt and legal advice agencies to continue to improve the housing and homelessness advice provision to households at risk of losing their tenancy. We will do this by redesigning provision to increase the level of assertive outreach to difficult to engage households and improving the connections between agencies in order that service user receive a holistic service.

1D Strengthen the focus on homelessness prevention across the Homelessness Service

Ensuring that people have access to the right advice and support is vital if they are to avoid becoming homeless.

The Council and its partners provide or commission a wide range of housing support type services. During the period of this strategy we will ensure that our services are aligned with our objective of strengthening our focus on homelessness prevention and tenancy sustainment. We will ensure that our approach to commissioning ensures that all services are aligned to our objective of preventing homelessness wherever possible.

We will work with Registered Social Landlords to strengthen joint working in order that vulnerable people who are at risk of losing their tenancy access information, advice and support to sustain their tenancies.

As we extend our use of the private rented sector to re-house homeless people and as the sector increases in size we will need to examine access routes to our housing support services in order that people can access support within the sector.

We will work to ensure that we improve joint working in order to ensure effective pathways for people leaving institutional settings.

1E Mitigate the effects of welfare reform

The welfare reform programme will have significant impact on household incomes and how we deliver homelessness services. The Citywide Strategic Welfare Reform Group is responsible for developing and coordinating the Council's response to mitigate the effects of the reforms on our most

vulnerable residents. Homelessness Services Operational Sub-Group has responsibility for coordinating responses to welfare reform within the service.

The NHS and other partners have taken steps in attempting to mitigate the impact on households of the welfare reforms. Activities including: raising staff awareness of the impacts of welfare reform; improving access to money and debt advice services; and other programmes have had an impact on the consequences of welfare reform.

Homelessness Services will continue to monitor the impact of the Government's reforms on the Homelessness Service and our service users. We will also take action to mitigate its effects wherever possible. We will work with Financial Services Financial Inclusion Team and other key partners to ensure that homeless service users have early access to advice, assistance and support to mitigate the worst effects of welfare reform wherever possible. We will continue to lobby to ensure that our temporary accommodation models are financially sustainable.

We will continue to put processes in place to ensure that the HSCP is able to ensure income maximisation for our service users within emergency and temporary accommodation. We will also work to ensure that we limit the loss of emergency and temporary accommodation rental income.

We will continue to work closely with the Council's Revenue and Benefits Section in order to respond to the emerging pressures flowing from Welfare Reform and exploit opportunities to support vulnerable service users.

1F   Work with Stakeholders to Strengthen Tenancy Sustainment Activity

In recent years housing associations and other key stakeholders have worked to improve tenancy sustainment rates within the social housing sector. This work has led to reductions in tenancy failure rates.

We will continue to work with housing associations to find ways to support tenancy sustainment activity. In particular we will look to ensure that we are linking with housing associations to ensure that service users access the advice and support to sustain the tenancies. To this end, we will examine/pilot innovative ways of deploying housing support resources in order that housing officers can easily refer tenants at risk of homelessness.

1G   Effective Provision for Prison Leavers

People leaving prison often find themselves homeless, at times, as a consequence of a lack of coordinated support. Research indicates that securing appropriate accommodation is a factor in people making a successful transition from prison. Significant work has been undertaken in recent years to improve partnership working to improve service pathways for people leaving

prison. We will build on the work of Barlinnie Throughcare Strategy Group to improve outcomes for prison leavers.

Outcome 2 Alleviate Homelessness where it does occur

At the point of homelessness no one should have to sleep rough, or remain in temporary accommodation for long periods of time away from their family and support networks. Service users should be offered access to effective support services that minimise the disruption caused by homelessness and reduce the risk of repeat homelessness.

When someone does become homeless we will alleviate the impact and support them to find accommodation appropriate to their needs and consistent with our statutory duties.

The priority actions that we will put in place are as follows: When someone does become homeless we alleviate the impact and support them to find accommodation appropriate to their needs and consistent with our statutory duties.

2A   Increase the supply of temporary & settled accommodation for homeless households

Our priority is to provide access to temporary and settled accommodation for homeless households in line with our statutory duties.

As a stock transfer authority we require the active support of the City's social landlords to ensure an adequate supply of temporary and settled accommodation to meet the needs of homeless households.

In order to address the issues of housing supply and homelessness on a holistic basis, a Housing Access Board has been established, led by the Health and Social Care Partnership, with representation from DRS, Glasgow Homelessness Network, Glasgow and West of Scotland Housing Forum and Wheatley Group. We have undertaken work to estimate overall City-wide demand for settled accommodation, which will be used to guide further work on household demand across localities, and assist discussions around possible provision by individual or groups of housing providers.

We will work with our partners to develop a Housing Access Team which will report to the Housing Access Board.

The Housing Access Team will be drawn from the key housing stakeholders in the City, and will develop a homelessness capacity planning system that

balances supply and demand in terms of homelessness and housing in each area of the City. The successful operation of the Housing Access Team will lead to an increase in the supply of settled accommodation for homeless households.

We will also continue to improve the management of the referrals to housing associations in order to ensure that the system works efficiently and that service users access the support they require to resettle into a new home.

2B   Improve outcomes for Multiply Excluded Homeless Service Users

There are currently a range of services from the public and voluntary sectors working to meet the needs of the City Centre homeless population.

Research and our own experience of service provision indicate that people with complex needs are often not well served by current arrangements. They are also much more likely to fall between the gaps in service provision. Services working with people who present with multiple health and social care needs require to be joined up in order that they secure the holistic support that service users require. There is also strong evidence that services working with rough sleepers that are psychologically informed can improve outcomes.

We have established a pilot City Centre Ambition Network with those voluntary sector providers who deliver City Centre based services. The service will deliver a coordinated and enhanced response to our most excluded service users who frequent the City Centre, some of whom have the greatest difficulty in sustaining accessing services and supports.

The key objective of the City-Centre partnership is to work with those most excluded services users in order that they can access a holistic package of support which addresses their health, housing and social care needs in order that they can move on from homelessness. We will ensure that the learning from this work informs the development of a sustainable revised service model for our most vulnerable service users who frequent the City Centre.

The development of the City Ambition Network will also inform our strategic commissioning strategy as we work with housing providers to extend accommodation options.

2C   Develop Two New Build Emergency Accommodation Units

Accessing emergency accommodation is a crucial element of the HSCP's Homeless Service.

Due to the pressures on the supply of settled accommodation the Council faces significant challenges meeting demand for emergency accommodation. This pressure leads to significant difficulties for people in need of emergency accommodation. Another consequence is our over reliance on Bed and

Breakfast accommodation. The actions we are taking with our partners will reduce the pressures on emergency accommodation.

As well as the actions in relation to access to settled accommodation at 2A, the Council has agreed to fund the development of two new purpose built emergency accommodation services. Both services are expected to be opened by early summer 2016. The opening of these units will lead to a significant improvement in the quality of emergency accommodation available.

We will continue to monitor demand for emergency accommodation and ensure an adequate supply to meet statutory responsibilities.

2D **Ensure that our Commissioned Services continue to be strategically relevant**

Glasgow City Council commissions a wide range of supported accommodation and floating housing support services. The provision includes: specialist supported accommodation for young people; supported accommodation for services users with specific health and social care needs including alcohol and drug problems; floating housing support services to help homeless service users manage the transition and settle into a new home.

As we continue to reform and modernise our Homeless Services we will review existing purchased service models to ensure they are aligned to our strategic priorities and meet service user demands for flexible, responsive services. In undertaking our review of our commissioned services we will work to involve services users and providers and other stakeholders through a co-production model.

2E **Access to the Private Rented Sector**

The Private Rented Sector in Glasgow continues to increase in size. It is playing an increasingly important role in meeting the housing needs of a diverse range of households including students, young workers, migrant workers, and people unable to access owner occupation due to changes in the mortgage market. The recent reforms to Local Housing Allowance and increasing rents within the sector means that affordability within the sector is an increasing problem.

To allow increased use of the private rented sector for re-housing homelessness households the Scottish Government amended the Housing (Scotland) Act 1987 in February 2010.

In the autumn of 2014 the Scottish Government consulted on the revised tenancy regime for the Private Rented Sector. One effect of the proposed reforms would be to strengthen security of tenure within the sector.

Given the pressures on the supply of social housing within the City, the Council has sought to increase the use of the private rented sector to increase re-housing options for homeless households. The HSCP commissions Ypeople to operate the Glasgow Key Fund. The Key Fund helps people who are either homeless or threatened with homelessness to find a solution to their housing needs through the private rented sector.

During the period of this strategy the Council will work to extend the choice available to homeless households within the private rented sector. Our work will be informed by the study into the sector which was published by Development and Regeneration Services in the winter of 2015.

2F   Ending the need to Sleep Rough

Rough sleeping is the most visible form of homelessness and arguably where people are most vulnerable. We can and should do more to ensure that people do not have to sleep rough in our City. We will work with partners to ensure that services work together to offer both accommodation and the right type of support, in order that people do not have to sleep rough. We will ensure that we have access to good quality healthcare for this vulnerable group of services users. This priority action is linked to our work to establish City Ambition Network and the establishment of the Housing Access Team.

2G   Ensure that the effects on access to employment, health and education are minimised

Homelessness households often have poorer health, education, and employment outcomes due to the effects of homelessness. This is can be related to the transient nature of homelessness, also contributory issues such as early childhood experiences. Access to good quality secure housing is a platform for health and well-being, educational attainment and employment.

The following actions will be put in place to minimise the impact of homelessness on health, education and employment outcomes:

Barriers to healthcare:

- Health services will continue to support tenancy sustainment programme through its continued support to the development of the Housing Options Approach.
- Within the HSCP we will continue to address health inequalities through proactive initiatives to mitigate the impact of welfare reform on the health of those at risk of homelessness and homeless people in the City.
- We will continue to prioritise and support strategies to reduce health inequalities to improve access to mainstream healthcare for marginalised groups including those experiencing homelessness.

- The HSCP homelessness service will identify the health promoting priorities and we will focus health improvement interventions to meet the needs of those at risk of homelessness and those experiencing homelessness.
- The HSCP Homelessness services will ensure that we have a focus on health and support needs within our assessment process to ensure we identify people's health care needs when they approach homelessness services for assistance and proactively signpost for appropriate support, care and treatment.
- We will continue to ensure effective interface between the HSCP homelessness service including specialist and mainstream health services and wider NHSGGC services.
- The HSCP homelessness service will work to ensure that services are trauma informed and delivered in a way that understands and delivers services which are sensitive to the effects of trauma through service redesign, the commissioning of services through to staff training programmes.
- As health and social care integration develops we will consider opportunities and review the need for further integration of homelessness and health services to improve the service to vulnerable households and homeless people.

Barriers to Education, Training and Employment:

- Enhance links with Jobs and Business Glasgow to maximise opportunities for service users to increase learning and employment opportunities and ensure a strategic focus on homelessness within employability agencies;
- Encourage commissioned and directly provided support services to enhance links with education, training and employment providers in order that service users can improve their learning and employment opportunities;
- Through the Community Planning Partnership challenge barriers to education and training opportunities;
- Enhance operational interfaces between Homelessness Services and education establishments in order to minimise the disruption to children's education when they are accommodated in temporary accommodation;
- Continue to work with Jobs and Business Glasgow to ensure that homeless applicants have access to employability services within the Community Homelessness Services;

2H   Ensure that service users inform the planning, development and delivery of services

People who use services have a unique and valuable insight into the effectiveness of those services. We are committed to ensuring that service users are involved in a meaningful way in the development and delivery of homelessness services. We will work with our partners to create systems and

processes to ensure that service users are routinely influencing the delivery and development of services.

2I   Ensure Effective Service Pathways

The Strategic Review of Homelessness indicated that systems and processes, accommodation options and a lack of joined up working across the sector is impinging on our ability to deliver quality services consistently. We will work with our partners within the Council, GGCNHS, voluntary, and independent sectors to develop clear and robust accommodation and support pathways for our service users. We will ensure that we have robust inter-faces with colleagues within addictions, mental health services, criminal justice services, Children and Families, the Home Office and asylum accommodation providers in order that we are able to coordinate effective accommodation, care and support packages for our most vulnerable service users. In particular we will ensure effective responses to services users leaving other care settings and institutions including prisons and those being granted leave to remain and becoming homeless as a result. We will also ensure that our directly provided services are of a high quality and are aligned to our strategic objectives.

Our wider reforms to the delivery of support services will also aim to enhance tenancy sustainment through improved joint working with housing associations and other key partners.

We will ensure that people fleeing domestic violence and traumatic experiences have access to support and accommodation.

2J   Examine Ways to Expand the Housing First Model

The Housing First Model is an innovative approach to working with particularly vulnerable households. The approach places an emphasis on supporting people in mainstream tenancies without them having to live within supported accommodation beforehand. There is increasing evidence that the approach can secure positive housing, health and well-being outcomes for service users who have previously found it difficult to access and sustain a mainstream tenancy.

Through our review of commissioned services we will work with partners to examine ways of extending the Housing First approach.

2K   Ensure Access to Training and Learning Development

We are committed to ensuring that our front-line staff have access to the appropriate training and development. The Strategic Review of Homelessness identified the need to ensure that our training programmes support our service reform programme. We will ensure that we resource our training programmes appropriately to ensure that staff have access to training that enables them to meet the demands of their roles. In particular we will

ensure that we build on the Housing Options Training programme. Staff will also have access to training and learning opportunities that ensure that our services are sensitive to the distinct needs of our service users including, young people, BME communities, people experiencing gender based violence.

2L   Self-Directed Support

Simon Community Scotland has recently been awarded funding to support up to 20 people a year in Glasgow with social care needs who are affected by homelessness to secure support through a self-directed care route. We will monitor the progress of this pilot programme.

2M   Information Sharing

The review of Homelessness Services highlighted the challenges in sharing information at a service and at an individual level.

As we seek to improve joint working between agencies we will find practical solutions which will better enable the sharing of information at a service and at an individual level, which will help ensure better allocation of services and resources, and enable more flexible and responsive services to be provided, particularly for people with chaotic lives or complex needs. In doing so we will continue to ensure that we protect people's rights under data protection legislation.

2N   Services to Refugees and new communities

Refugees have a diverse range of needs which are likely to include issues relating to the unsettling transition between asylum and mainstream systems as well as issues relating to language and orientation of systems and locations. They may also have distinct needs from the general population stemming from past trauma, torture or gender-based violence. They may also be unfamiliar with their rights and options and will need clear information and advice on how to navigate the system. Finding a home for refugees is an essential platform to integrating into the community and supporting themselves and their family.

We will continue to work with colleagues within partner agencies to ensure that we minimise the disruption to refugees who present to the HSCP as homeless and offer them accommodation and support appropriate to their needs. We will ensure that our services meet the diverse needs of the men, women and children who go through the asylum system. This includes recognising the factors which make individuals vulnerable but also recognises and maximises their assets and resilience.

People who have recently come to Glasgow from other countries will, at times present as homeless. This includes individuals arriving from other countries to work, study or join family members. Their rights to assistance under homeless legislation and other statute can be complex, we will work to ensure that we

support individuals in line with our statutory duty. This will, at times, require us to work in partnership to ensure the welfare of children and vulnerable adults is paramount.

9.   Governance

9.1   We will develop an implementation plan in order to monitor progress against the actions we have identified within our strategy. The implementation plan will include a series of outcome measures.

9.2   It is important that we are accountable to a range of stakeholders for progress against the actions that we have set out in this strategy and that the wide range of stakeholders continue to own the delivery of this strategy. We will utilise existing forums and governance structures to avoid duplication. These are:

- **Homelessness City-Wide Management Team Meeting -** This group of senior managers from across the HSCP's homelessness related services meets bi-monthly to review performance and coordinate service improvement. Operational responsibility for delivering the strategy will, in part, lie with this group of staff.

- **Homelessness Strategic Planning Group –** This group meets bi-monthly. This group has led development of this strategy and will have a key role in ensuring its implementation. We will take a progress report to the Homelessness Strategic Planning Group every six months. This will allow stakeholders to review progress and take account of emerging risks or policy developments.

- **The Council's Health & Social Care Policy Development Committee –** This Committee of Elected Members has responsibility for oversight of Homelessness Services. We will report to Committee on an annual basis on progress with the actions identified within the strategy.

- **The Joint Integration Board -** The Integration Joint Board is responsible for the strategic planning of the functions delegated to it and for ensuring the delivery of the functions conferred on it by the Public Bodies (Joint Working) (Scotland) Act 2014. We will report to the Joint Board on progress with the actions identified within the strategy.

- **Service Users –** We will ensure that service users are consulted on progress with the implementation of the strategy, as well as publishing all reports and implementation plans associated with the strategy on the Council's website. We will ensure that we meet with a range of service users to hear their views of how well we are doing and what we should be doing differently.

10. Resources

10.1 The financial resources available to prevent and alleviate homelessness are limited. Over the period of this strategy it is likely that the monies made available by the Council will reduce due to significant budgetary pressures. This will result in the need to find new ways of working and seek to find alternatives ways of funding services were possible.

10.2 Resources for tackling and alleviating homelessness come from a range of sources including the Revenue Support Grant and rental income from temporary accommodation. The bulk of rental income is through Housing Benefit.

Appendix 1 Key Legislative Framework for the Provision of Homelessness Services

Part II of the Housing (Scotland) Act 1987 (as amended by the 2001 and 2003 Acts) sets out the powers and duties of local authorities in dealing with applications from people seeking help on the grounds that they are homeless or threatened with homelessness.

The Scottish Government Code of Guidance (2005) sets out a summary of the legislative framework with supporting explanation and guidance. Section 37(1) of the Housing (Scotland) Act 1987 requires local authorities to have regard to Guidance issued by the Secretary of State (sic) in the exercise of their homelessness functions. While local authorities have discretion to deal with each application on its merits in making decisions under the 1987 Act, failure to have regard to the terms of the guidance may give grounds for judicial review of a local authority's decision.

Section 2 of the Housing (Scotland) Act 2001 requires Local Authorities to make, free of charge, information and advice that will assist in the prevention of homelessness.

The Homeless Persons (Unsuitable Accommodation) (Scotland) Order 2014 proscribes the use of bed & breakfast type accommodation for families with children, except in particular limited circumstances.

Section 5 of the Housing (Scotland) Act 2001 provides local authorities with a power to require Registered Social Landlords to provide housing for a homeless person who it has deemed to be owed the offer of settled accommodation. The act sets out that an RSL must comply with the request, within a reasonable period, unless it has a good reason for not doing so.

Regulation 5 of The Homeless Persons (Provision of Non-Permanent Accommodation) (Scotland) Regulations 2010 amended 32a of The Housing (Scotland) Act 1987. The amendment to Section 32A provides Local Authorities with a power to discharge their duty to unintentionally homeless households by way of a Scottish Short Assured Tenancy in the private rented sector, under certain circumstances.

Section 32B of the Housing (Scotland) Act 1987 (as inserted by the Housing (Scotland) Act 2010, section 158) places a statutory duty on local authorities to assess the need for housing support services. The types of housing support services are prescribed by The Housing Support Services (Homelessness) (Scotland) Regulations 2012. If the Council has reason to believe that a customer may be in need of one or more of these services, it must assess whether the customer, or any person residing with the customer, is in need of such support. If so, the Council must ensure that the service is provided to the person who needs it.

In exercising these legal duties, the Council is under a range of duties imposed by the Equality Act 2010 to consider the needs of all individuals in their day-to-day work

and, where necessary, make adjustments to the way that they do things.   The Council is under a duty to consider the human rights of all applicants.

Section 31 of the Housing (Scotland) Act 2010 enables the Scottish Government to set out standards and outcomes which social landlords should aim to achieve in a Scottish Social Housing Charter.   The definition of 'social landlord' includes Local Authorities which do not own any housing, but provide services for homeless people. The Scottish Housing Regulator is empowered to monitor, assess, and report on how landlords are performing against the Charter's outcomes and standards.

Glasgow Health and Social Care Partnership Homelessness Strategy
2015-2020

Vision	We will work with our partners to intervene early to prevent homelessness. Where homelessness does occur we will ensure a needs led person centred response that ensures that people access accommodation and support appropriate to their needs.				
National Integration Outcomes	Outcome 1: People are able to look after and improve their own health and wellbeing and live in good health for longer	Outcome 2: 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 community setting		Outcome 3: People who use health and social care services have positive experiences and their dignity is respected	
	Outcome 4: Health and social care services are centred on helping to maintain or improve the quality of life of service users	Outcome 5: Health and social care services contribute to reducing health inequalities		Outcome 6: People who provide unpaid care are supported to look after their own health and wellbeing, including reducing any negative impact of their caring role upon it	
	Outcome 7: People using health and social care services are safe from harm	Outcome 8: People who work in health and social care services feel engaged with the work they do and are supported to continuously improve the information, support, care and treatment they provide		Outcome 9: Resources are used effectively and efficiently in the provision of health and social care services	
Long Term Outcomes	Increased focus on homeless prevention	People can access appropriate housing and support that enables them to live within their communities	Adequate supply of settled and emergency accommodation to meet the needs of people affected by homelessness	A sustainable and holistic, person centred and needs led response to homelessness in place	
Medium Term Outcomes	Integrated community homeless service in place across Glasgow	Improved access to settled accommodation	Ensure effective Service Pathways in place	Keep service users financially secure	Access to employment, health and education for all service users
Key Actions	Continue Service reform agenda e.g. Redesign community casework services to create an integrated community homeless service across Glasgow Contribute to and Support the development of Housing Options across Glasgow Review existing purchased service models to ensure strategic fit	Work with registered social landlords, third and independent sector to ensure adequate supply of settled and emergency accommodation Capitilise on the integration of health and social care services to ensure coherent service pathways Establish a Housing Access Team to improve access to settled accommodation for homeless households	Develop a sustainable, holistic response to homelessness by ensuring collaboration across housing, health, social work, third and independent sectors Work with key stakeholders to continue to strengthen our focus on homelessness prevention so that we can support people to keep their accommodation when it is safe to do so	Strengthen the network of specialist and community based money, debt and legal advice provision Support services users to access support to mitigate the effects of welfare reform Develop two new emergency accommodation units e.g. Council's new build programme	Establish pilot city centre partnership with those voluntary sector providers who deliver city centre based services and focus on the needs of Multiple Excluded Homeless population Increase the use of the private rented sector and apply outputs from current DRS research
KPIS	Reduction in average length of stay within temporary accommodation	Increase in the number of homeless households resettled into settled accommodation	Reduction in Repeat Presentations	Increase in the number of homeless applicants accessing Money & Debt Advice	Increase in the number of homeless applicants accessing employability advice