

Housing and Community Care Strategy and Action Plan 2006-2008

Executive Summary

October 2006

Better homes, better lives



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Glasgow Housing Association Limited (GHA) took ownership of the 80,000 homes formerly owned by Glasgow City Council (GCC) in March 2003. Around 70,000 properties are currently tenanted and managed by 62 local housing organisations (LHOs). Over time, LHOs will take over ownership of the stock, the majority in the next three to four years. Over 80% of GHA properties are in the 10% most deprived areas in Scotland. GHA is committed to securing £4 billion investment to upgrade the housing stock over the next 30 years. These changes represent a once in a generation opportunity to restructure Glasgow's housing system and redress the substantial inequalities, which continue to blight people's lives.

GHA has a strong direct interest in community care, as a landlord and housing provider and has an important partnership role to play in the joint planning process for community care services. At transfer, GHA made a commitment to continue to develop its contribution to enabling people to live independently in the community with appropriate housing, care and support services. The GHA Board agreed that we should produce a Housing and Community Care Strategy, working in partnership with Glasgow City Council, NHS Greater Glasgow and Clyde Board and voluntary agencies. GHA consulted widely with tenants and other stakeholders before finalising the strategy and held six focus groups with tenants with housing and community care needs.

GHA's contribution is necessarily limited by the available resources for investment and housing support services but I am determined that GHA's aim of better homes, better communities, better lives should apply to everyone, including Glasgow's most vulnerable residents. The housing and community care strategy will help us to fulfill our responsibilities to enable people to live in a good quality home with care and support services that ensure they are healthy, happy and able to participate in community life.

Sandra Forsythe
GHA Chair

Most people want to be able to live safely in their own home in a pleasant environment. However, some people due to age, disability, illness or vulnerability, for example, need particular housing, care and support services to do so. The Scottish Executive has put in place a number of important policies to promote care in the community and to require housing, social care and health agencies to work together to plan and deliver integrated services that meet people's individual needs. These policies recognise that a good quality home is one of the essential building blocks of independence for people with support needs.

Making the connections between housing, health and social care is a complex process. It involves assessing how many people need services, now and in the future, and delivering services across traditional professional boundaries. Investment to change the volume and quality of housing and support services has to be matched with information about who will be living where, with what needs, several years ahead. Demand for community care services continues to grow as funding becomes tighter, making it a challenge to achieve a balance between low level preventive services and those that address the greatest needs.

To assist the planning process, Scottish Executive guidance recommends that housing agencies should develop separate strategy documents on housing and community care. This strategy sets out how GHA will contribute to meeting the wider housing and community care goals of its partners, within its available resources.

Both GHA and housing and community care policy and practice will undergo significant changes during the next three years. GHA will keep this strategy under review and encourage LHOs to develop their own local housing and community care strategies and action plans, which will implement the aims and objectives of the strategy locally. GHA will encourage LHOs to develop local strategies and action plans in partnership with the local housing forums.

GCC has the main responsibility for assessing Glasgow's housing and community care needs and ensuring those needs are met, by planning and funding the delivery of services that work effectively together. In doing so, it works closely with NHS Greater Glasgow and Clyde Board, Communities Scotland, registered social landlords (RSLs), voluntary and private sector care providers, service users and carers.

The Scottish Executive, Communities Scotland and the Care Commission set national policy and standards which influence the type and quality of housing and community care services to be provided locally. The Council and its partners interpret and adapt national policies in light of Glasgow's needs and available resources and Glasgow's Community Plan, which sets overarching priorities for the city. Objectives for housing and community care are agreed and service developments planned mainly within four separate but overlapping city-wide processes relating to housing, community care, homelessness and 'supporting people' services.

Much work has been done in recent years at a city wide level to improve understanding of housing and community care needs, predict future funding requirements and plan what services should be provided. Now the focus is shifting to local arrangements to encourage greater sensitivity to the very different local needs and circumstances across Glasgow. Community health and care partnerships and local housing forums will become increasingly important in prioritising and matching housing investment with support services. Changes to city-wide community care planning structures have recently been introduced. GHA is undergoing further organisational change to prepare for second stage transfers to local housing organisations. GHA has agreed revised arrangements for its participation which include engagement with the individual care client groups and the local housing forums. GHA will work closely with the Council, its partners and LHOs to monitor and review the effectiveness of GHA's participation in these new planning arrangements.

Funding for housing and community care needs is a complex jigsaw which is pieced together using a variety of capital and revenue, and public and private funding streams. Within the GCC Development Funding programme for RSLs, the agreed allocation for particular housing needs in the new-build programme is £14.258 million for 2005/06. In addition, £6.3 million is available to support the hostel closure programme and £2 million for Stage 3 adaptations. A proportion of the private-sector housing grant programme is also allocated for Care and Repair and adaptations. RSLs in the city bring a further private sector funding. Funding for Supporting People housing support services is expected to be £71.765 million in 2005/06.

The nature of housing and community care needs in Glasgow is rather different from that in Scotland as a whole. Glasgow has much higher than average rates of homelessness, drug and alcohol problems and young people who are, or have been, in care. Glasgow has particular problems in meeting housing and community care needs due to the large number of tenemental and multi-storey properties which are difficult to adapt properly. A high proportion of older properties in disrepair, combined with high levels of deprivation, create difficulties with home security, fuel poverty and community safety. As in other parts of the country, legislative and policy changes, such as national care standards and improved rights for homeless people, are placing pressures on housing and community care providers to improve services.

Not everyone with community care needs will have particular housing needs or require support with independent living skills to maintain their tenancy or accommodation. However, the most up to date information suggests that Glasgow has substantial unmet housing and community care needs, especially relating to older people, people with a physical disability and homelessness. There is also a shortage of larger housing suitable for black and minority ethnic communities and families. Glasgow's strategic housing and community care needs and objectives are set out in a number of different plans, particularly the Community Care Accommodation Strategy 2002, the Local Housing Strategy 2005-08, Local Housing Investment Strategy Update 2005/06 and the Supporting People Strategy and Service Plan 2005-08.

Key objectives include:

- providing a wider range of high quality housing and support services to meet people's changing housing needs, particularly addressing shortfalls in provision for older people and of wheelchair accessible housing
- ensuring equality of access to housing and prevention of discrimination
- including vulnerable groups in the social and economic renewal of the city
- preventing and alleviating homelessness, including the re-provisioning of Glasgow's large scale hostel accommodation
- ensuring effective joint planning structures which ensure all investment streams are maximized and take account of community care housing and support needs
- providing of improved, co-ordinated housing information and advice services
- further development of user and carer involvement in decisions that affect them
- improved mechanisms to match people to appropriate properties
- addressing neighbourhood, as well as housing quality, to create safe, supportive communities where people want to live
- development of housing support services that promote independence and choice and enrich the lives of vulnerable people.

This strategy incorporates the local housing strategy investment priorities update 2006/07. GHA will review the strategy and action plan annually to enable the updated investment priorities to be taken into account.

GHA has two key roles within the housing and community care system: as a landlord and as a housing provider. GHA interprets these roles widely, in recognition of the links between housing, health and the social and economic regeneration of Glasgow.

GHA recognises that to make an effective contribution to meeting housing and community care needs we need to do more than ensure equal access to good quality accommodation and support services. We also need to help transform and regenerate disadvantaged neighbourhoods, creating supportive communities for people with community care needs.

As a housing provider, GHA:

- provides information to assist the housing and community care planning process and carries out research to help assess needs
- contributes to the provision of a full and flexible range of housing options which meet community care needs and are accessible to all
- regenerates neighbourhoods and creates communities that promote the inclusion of people with community care needs
- maximises its wider impact on the quality of life of Glasgow's citizens through initiatives, such as the Equal Access programme, to tackle poverty, worklessness and poor health.

As a landlord, GHA:

- improves people's access to housing, in terms of both getting accommodation and being given choices about moving on
- provides a flexible range of high quality support services that enable people to live independently in their own home
- works effectively with partners to prevent and alleviate homelessness,
- maximises people's rights and enjoyment of their accommodation and neighbourhood through appropriate tenancy agreements and housing management services
- encourages the participation in decision making of traditionally excluded groups and removes any barriers to participation by tenants with support needs
- works effectively with partners providing care and support services to sustain tenancies and improve outcomes for tenants.

GHA and the network of LHOs are already making a significant contribution to meeting the housing needs of community care groups in the city. A substantial proportion of GHA tenants have community care needs, and a range of housing management and support services are in place. These sit alongside other services such as welfare benefit support, the furnished let service and the Neighbour Relations team (NRT).

We will improve housing access and choices for people with community care needs by implementing a choice based letting scheme. In doing so, we will develop appropriate support and advocacy mechanisms for tenants with particular community care needs. The GHA investment programme is already delivering improvements in the quality and design of housing which should improve outcomes for people with housing and community care needs. GHA's joint research activities with GCC, such as investigating tenancy sustainment in Glasgow, have improved our understanding of the needs of community care groups. The outcomes from this research are now being used to influence the development of a Tenancy Sustainment Strategy & Action Plan. We have also recognized the link between tenancy failures, community care issues, inequality and discrimination. This is now being addressed within the GHA Equality & Diversity Strategy and Action Plan. However we are committed to doing more.

GHA's core investment programme is projected to be £135 million in 2005/06, plus a further £3 million for adaptations which will reduce in future years to £1.9 million. GHA also receives around £2 million in a Supporting People grant. GHA plans to demolish around 19,000 units by 2014/15 and to build 3,000 new homes by 2010/11. GHA's new-build strategy emphasises that the rehousing of existing tenants in clearance areas is our primary focus. However, we will also make a contribution to meeting identified shortfalls in housing for community care groups.

Other RSLs in the city will also make a significant contribution to the reprovisioning of clearance areas and we will work with them to ensure that tenants with community care needs are offered the most suitable options. We will also continue to establish where the improvement programme can help meet the requirements of people with disabilities and add value using the adaptations budget where appropriate funding issues are, however, a constraint due to the fact that the amount available per property in GHA's business plan for investment is approximately £20,000 and £70,000 for new-build properties. Neither of these provisions could sustain substantial additional expenditure to meet community care needs. Therefore, further discussions with GCC and Communities Scotland with regard to community care capital funding will be required to enable GHA to assist in meeting these objectives.

We will assist in implementing any improvements arising from the 'best value' review of equipment and adaptations and hold discussions with GCC to put the funding of major adaptations on a more sustainable long term footing.

A number of common themes have emerged regarding GHA's landlord role, across the various community care groups:

- tenancy sustainment is a major concern for GHA and its partners, as around one in five lets to all tenants breakdown within a year and this proportion is higher for some community care groups
- there are important information gaps in GHA's knowledge of the community care needs of its tenants, in particular which tenants are receiving support from other providers
- additional support services would benefit a range of GHA tenants, including older people, young people, homeless people and people with drug and alcohol problems
- improved information sharing and joint training with GCC and other partners would help LHOs to identify tenants with community care needs, refer them to appropriate services and help manage tenancy sustainment issues
- more information on the needs of black and minority ethnic communities is required, along with action to promote equal access to housing and support services
- there is a shortfall in the city of larger properties and those that are adapted to meet the needs of tenants with specific community care needs
- it is important to ensure that people with community care needs are informed and involved in planning and implementing clearance and major improvement programmes to maximise opportunities for provision of suitable housing and ensure the smooth transition of support packages

The Housing and Community Care Action Plan outlines our approach to meeting the needs of individual community care groups.

There are just under 106,000 older people living in Glasgow, of whom 13,233 are estimated to suffer from dementia. Contrary to national trend estimates, the number of older people over 65 in Glasgow is expected to fall by 8.7%. However, the number of elderly black and minority ethnic older people will increase. In addition, people over 80 and people with dementia will both increase by around 1000.

Around a third (35%) of GHA tenants are aged over 65 and a higher than average 24% are single pensioner households. The proportion of older tenants is likely to grow as 18% of GHA heads-of-household are currently aged between 55 and 64. GHA's older tenants are more likely to be vulnerable than those living in the owner-occupied sector as a greater proportion live alone, are on benefits or have an illness or disability. Older people who are in a lesbian or gay relationship are known to be particularly vulnerable when accessing services.

The majority of GHA's older tenants live in mainstream accommodation, with a fairly even distribution across all property types. Just over 1,000 GHA tenants live in 28 sheltered complexes and five very-sheltered complexes. Just under 13,000 tenants receive GCC's alarm service. GHA has developed a Silver Deal programme including handyperson, decorating, security and benefit services. A total of 2,949 people on GHA's waiting list are looking for sheltered and very-sheltered housing. Official estimates of unmet need are for 1,081 sheltered and 1,205 very-sheltered homes. An early target of 300 additional floating support places and 2,500 additional alarms has been set.

GHA is committed to working in partnership to deliver integrated services to older people which maximise choice and independence, ensure their safety, dignity and privacy and respect the diversity of their needs and preferences.

Proposed action includes:

- implement sheltered housing service improvements in line with GHA review
- improve assessment of need and allocation of sheltered and very sheltered accommodation
- subject to agreement on funding, upgrade sheltered housing complexes to meet current standards, upgrade two complexes to very-sheltered housing standard and explore possible sites for adaptation of existing GHA stock to sheltered housing
- subject to funding from Supporting People, increase provision of home-based support services through more flexible use of staff based in complexes
- undertake a joint-review with GCC's Direct and Care Service (DACS) and Supporting People on the development of the GCC community alarm service
- continue to deliver and monitor uptake of the 'Silver Deal' activities programme for GHA tenants over 60.

Using the 2001 voluntary population survey, GCC estimates that 47,000 adults between 16 and 64 have a physical impairment, representing 1 in 8 of the population. Approximately 11,700 households have someone with a severe impairment and will be in greatest need of specially designed housing or major adaptations. There are significant differences in the incidence of impairment across the city. Data from GHA surveys have found that 54% of all households have someone who has a long-standing illness, disability or infirmity and that half of these households are elderly. Around 5% of GHA households have someone who is a wheelchair user, equating to around 4,000 properties.

GCC is aware of only 772 units of wheelchair or barrier-free housing in the city and few new homes in the social rented sector are built to a standard that meets the needs of disabled and wheelchair user. The nature of the existing stock means that a significant proportion cannot be made barrier free or wheelchair accessible. Some 20% of GHA tenants have reported having had an adaptation carried out to their home, rising to 79% for wheelchair users. GHA spent £3 million on adaptations in 2005/06, but this has been reduced to £1.9 million for future years, in line with the business plan provision. GHA is also rolling out a revised Adaptations Policy with procedures and guidance to all LHOs. GHA has enhanced its investment programme work to install over-bath showers and wet bathrooms where appropriate.

There is therefore considerable unmet need for adapted and barrier-free housing in the city, particularly larger housing suitable for families. GCC estimates the shortfall for wheelchair standard housing at 597 units. Around 11% of GHA tenants have expressed a need for further adaptations to their property and a number of improvements to the equipment and adaptations service have been suggested.

GHA is committed to the provision of appropriate housing for people with impairments and to providing adaptations to dwellings to enhance quality of life for present and new tenants.

Proposed action includes:

- reviewing GHA's Adaptations Policy and the joint 'statement of best practice on adaptations' with GCC, following the best-value review
- participating in a short-life working group to be set up by GCC, to agree a solution to put the funding of major adaptations on a more sustainable long-term footing
- developing improved systems for matching people to property within the proposed choice-based lettings system and common housing register, including a register of wheelchair and adapted property, in partnership with the Centre for Inclusive Living and other housing providers in the city
- including housing built to wheelchair standard in GHA new-build schemes to meet identified demand, including some larger family homes to wheelchair standard
- introducing pre-investment surveys to identify tenants needs and, where possible, include adaptations in investment programmes.

Prevalence rates suggest that there is a learning disability population of around 3,500 people in Glasgow. The Carefirst caseload management system identifies 2,975 adults with learning disabilities. Scottish Executive sources indicate that there will be a year-on-year increase of 1%-1.5% in this group until 2010. Coupled with increased life expectancy, improvements in healthcare and the continued policy emphasis of a shift away from institutional care, this means a continuing increased demand for services including accommodation. The tailing-off of hospital discharge programmes means that new demand for accommodation largely comes from within the community, for example, as young people make the transition to adulthood, as people are diagnosed with autistic spectrum disorder (ASD) or as older people become less mobile.

Due to difficulties in diagnosis, the full extent of the needs of individuals with ASD is not known. Using national prevalence rates, it is possible that as many as 6,000 people will have ASD but only around 15% have been identified. There are a very wide range of potential needs arising from a diagnosis of ASD but there is often a need for larger homes. Changes in living conditions can cause major anxieties for people with ASD and their carers. There are implications for the flexibility of packages of housing, support and care, as well as allocations and adaptations policies.

The Supporting People strategy indicates that there are 872 places funded for people with learning disabilities, including 589 linked to specific accommodation and 283 visiting support packages. GHA is working with supported housing providers and GCC's Social Work to determine how many people with learning disabilities are in our properties.

An estimated 420 additional placements for people with learning disabilities will be required up to 2008. Of these, there is a possible shortfall in funding for all but the highest priority cases, which represents 75 of the 420 additional places required.

GHA fully supports the principles of Glasgow's Partnership in Practice Agreement which emphasises the provision of independent living and small scale supported accommodation as well as an improved range and quality of support services.

Proposed action includes:

- develop links with agencies supporting those with learning disabilities, including those on the autistic spectrum
- work with support providers to make contact with people with learning disabilities and get their views on how best to involve them
- work with GCC and support providers to identify opportunities to contribute to provision of accommodation for learning disability priority groups.

The Glasgow Joint Community Care Plan 2001-2004 identifies that in any one year an estimated 115,000 adults, (or one in three of the adult population of Glasgow) will experience some form of mental health problem, including 9,000 who will be referred to specialist mental health services. Around 2,000 will require an episode of in-patient care. The GCC Mental Health Strategy 2002 estimated that more than 10,000 people in Glasgow have a severe and/or enduring mental health problem that is likely to require active intervention on a long-term basis.

Many people with mental health problems already live in the community. Whilst no specific house type or adaptations are generally required by people with a mental health problem, the location of properties in 'low stress' environments may be beneficial. Some people will require more specialist support in registered supported accommodation, including those who are presenting with additional problems related to drug or alcohol dependency, personality disorders and offending. The fluctuating nature of mental health needs means individual support needs can vary over time.

Across the city there are currently 384 designated supported accommodation places for people with mental health problems. In addition, there are 397 places which combine both accommodation and support originally funded under previous arrangements. Various factors are placing pressures on existing accommodation resources including the national care standards, the Disability Discrimination Act, regeneration and modernisation programmes and the physical needs of older people with a mental health problem. The local housing strategy indicates a need for around 65 properties, mostly to replace current arrangements which do not meet the required standards. The Supporting People team's five-year action plan for new provision includes over 200 new visiting and accommodation-based places.

GHA fully supports current mental health policy aims of shifting the balance of care away from hospitals and institutions. In addition to providing tenancies directly to people with mental health problems and accommodation leased to support providers, LHO housing management services and the NRT have important roles in helping people to sustain tenancies. Pilot training courses on mental health awareness have been run to enable better engagement with tenants and community health services.

Proposed actions include:

- developing referral processes for tenants who may need but have not accessed services
- the Balmore pilot – facilitating development of mental health prevention and crisis intervention service for tenants and delivery of training to staff on mental health issues
- developing and rolling out training for front line staff in LHOs in mental health awareness and availability of community mental health services
- identifying suitable property, in partnership with Social Work and support providers, to meet the needs of people with mental health problems.

Glasgow Addictions Services estimate that the number of people with problematic drug use is between 10,719 and 11,830. Alcohol-related hospital admissions and discharges in Glasgow are the highest in Scotland and there were 308 alcohol-related deaths in 2003/04. Some 30,000 males and 3,000 females are estimated to be drinking more than twice the recommended limit in Glasgow. Problematic drug and alcohol use has significant impacts on individuals, families and communities and is related to mental health and homelessness issues. People with problematic drug use are particularly vulnerable to early tenancy terminations and overdose on release from prison.

The evidence from a variety of sources indicates that drug and alcohol misuse is particularly acute or prevalent in Glasgow's most deprived communities. A significant proportion of GHA's housing stock is in these communities. In some deprived neighbourhoods GHA may be the only landlord organisation. Consequently, there is likely to be a high incidence of drug and alcohol misuse and other problems associated with addictive behaviour among our households. GHA's NRT, established in 2004, estimate that between 50-80% of cases of anti-social behaviour or neighbour nuisance referred by LHOs involve alcohol or drug use. Increasingly, the vast majority of these cases are resolved by the NRT without recourse to formal sanction or legal action but the prevalence of addiction as a major problem continues to present GHA with an unsettling context for its housing management service.

A wide range of community-based services have been developed to support people with drug and alcohol problems and addictions. The NRT and some LHOs have developed close working relationships with community based services to support individuals struggling to maintain tenancies. In addition, 12 Drug and Alcohol Forums across the city raise awareness, carry out research, provide information and develop community support projects.

Drug and alcohol problems can seriously impact on the quality of housing and local neighbourhoods. GHA, through its network of LHOs, is committed to helping tenants to manage such problems and sustain their tenancies.

Proposed actions include:

- promote awareness of Community Addiction Services amongst LHOs using the newly developed GHA Resource Directory
- produce good practice guidance on housing responses to addiction issues, in consultation with Glasgow Addictions Services and Scottish Drugs Forum
- produce a joint 'statement of best practice' with GCC's Addictions Team to cover referral arrangements, case work issues and joint training opportunities
- improve liaison with Social Work criminal justice caseworkers to enhance referral systems for ex-prisoners.

Although homelessness applications have fallen in Glasgow in recent years, they still remain significantly higher than in the rest of Scotland. In 2003/04, just over 12,500 applications were made to GCC from 8,000 applicants. At any one time at least 4,000 people in Glasgow are likely to be homeless, of whom only a third will be homeless for the first time. The most common reasons for people being accepted by GCC as homeless and in priority need are drug and alcohol problems, dependent children and mental illness. Research has also shown that gay, lesbian and bisexual young people are at particular risk of homelessness and that the numbers are increasing significantly. This indicates the multiple and complex problems that many homeless people experience, requiring effective joint working across a number of agencies. The Glasgow Homelessness Partnership has set out a strategy for the prevention and alleviation of homelessness that has four key elements:

- replacing the large-scale city-centre hostel accommodation and expansion of accommodation with support services
- reshaping casework services to ensure homeless people's housing, health, social care and employment needs are effectively met
- improving information, advice and advocacy services, and
- improving effective user involvement in planning and service delivery.

GHA has agreed a Homelessness Duty protocol and a series of 'best practice statements' covering a range of homelessness issues. A suite of homelessness policies was published in March 2005. In 2005/06, GHA let 1,515 properties to homeless people referred by GCC, which represented around 68% of all lets to homeless people. In addition to permanent lets, GHA has a contract with GCC to supply 1,600 temporary furnished flats for homeless people. GHA's housing management services and NRT are critical in helping to sustain tenancies and a housing management transfer facility is also available, for example, in domestic abuse cases. GHA has carried out research into the reasons for its higher than average rate of tenancy failure within one year and will be taking action to improve tenancy sustainment.

Further significant improvements to the rights of homeless people are to be introduced and GCC estimates that 50% of annual lets will be required by 2012. GHA's most recent projection of homelessness lets assumes a more modest increase to around 33% by 2010. There are a number of factors which could alter the impact of the changes on demand and these need to be examined by GHA and GCC as part of the implementation of this strategy. In addition to the challenges of the new legislation, GCC is systematically closing its large-scale hostel provision and relocating residents into tenancies and community-based facilities. GHA will be expected to facilitate this programme and other unmet needs, e.g. for larger homeless families.

Proposed action includes:

- undertake a review of joint homelessness protocol to take account of new legislation and the proposed GHA choice-based letting scheme
- evaluate the Furnished Let grant scheme and effectiveness of the Starter Pack pilot project
- assess the impact of the abolition of priority need on homelessness referrals and housing requirements
- develop good practice guidance on prevention of homelessness for LHOs
- work with GCC to develop a range of accommodation and housing support services
- sign up to the lesbian, gay, bisexual and transgender housing standard and undertake training on implementing the standard.

Young vulnerable people are those aged 16-25 who are homeless or at risk of homelessness, are leaving care, or who require some form of supported accommodation or support to live independently. In 2004/5, a total of 3,547 young people presented as homeless. A further 2,000 young people may be 'hidden homeless'. Of the total of 2,406 'looked after' children and young people in Glasgow, research suggests that 40% will become homeless at some point. Young people may be affected by other issues which increase their vulnerability, for example, disability, addiction needs or discrimination. The challenges faced by young asylum seekers (110 currently supported by the Homeless Person's Team) are especially difficult.

Tenancy records suggest that around 6,000 GHA tenants are aged 25 or under (8%). At December 2004 there were 2,161 applicants on GHA's waiting and transfer lists who were 16-21. Although not all young people are vulnerable, around 1,000 became tenants by the homelessness route and a significant proportion will have had a background in care. It is estimated that around 1 in 6 young people in GHA tenancies will require support. Around 1 in 3 lets to young people break down within a year due to financial problems, isolation and lack of basic skills for independent living.

A range of supported accommodation and voluntary projects are available, including 367 supported accommodation places funded by Supporting People, and around 1,500 places in voluntary projects. Around 1 in 6 GHA furnished flats are currently let to young people. Whilst tenancy sustainment levels may be higher in furnished flats, there are concerns about creation of a poverty trap for young people.

There is a clear view that there are shortages of certain types of accommodation. For example, for young women, people with disabilities, young people with substance misuse problems and young people from black and minority ethnic communities. Some young people experience a 'revolving door' syndrome in multiple accommodation projects, which needs to be addressed. 'Time Out' places for young people at risk of losing their accommodation are required. More accommodation and support at a local level throughout the city would enable young people to remain in communities they know and retain support as their needs change. Greater provision of supported lodgings and support for those in their own tenancies would be helpful.

GHA aims to provide accommodation and support options for vulnerable young people that prevent homelessness, support independence, provide choice for young people and help to achieve stable and sustainable housing options. In doing so, GHA will continue to work with GCC and young people's organisations such as the big step, to ensure provision contributes to the aims and objectives of the Children's plan and the Homelessness strategy.

Proposed action includes:

- working with GCC to ensure implementation of the agreed protocol on accommodating care leavers
- developing a range of housing options for young people, including a basic starter pack of furniture which can be offered to all young people
- developing a young person's forum to enable GHA tenants to express views about GHA services and participate in decision making
- continue pre-tenancy training pilots and evaluate their effectiveness.

Asylum seekers and refugees are recognised as a group who may have a range of community care needs. The arrival of asylum seekers is linked to ethnic and religious strife, civil war, political repression and human rights abuse elsewhere in the world. Asylum seekers may have suffered mental trauma, have physical disabilities and illnesses, and face language and cultural barriers. There are approximately 5,800 asylum seekers in Glasgow living in Glasgow Asylum Seeker Support Project (GASSP) accommodation, from around 30 different nationalities.

GHA has a contractual responsibility to supply housing to GCC for asylum seekers for 1,500 units. In addition, up to 400 flats are required for use as temporary furnished accommodation by people with 'leave to remain' status. The flats are managed by GASSP. GHA faces particular challenges balancing the needs of asylum seekers with other tenants in its clearance programme. GHA has agreed a 'joint statement of best practice' with GCC and developed an Asylum Seeker and Refugee Policy. Links have been made with relevant organisations to facilitate consultation and participation. An information and advice pack for refugees has been produced with other partners and GHA is exploring ways of improving translation services. GHA is collaborating with the Refugee Support Team and other RSLs to develop a partnership approach to permanent re-housing of refugees.

There may be elements of hidden homelessness among refugee households as GHA has a shortage of larger properties which are often required by black and minority ethnic families. Good quality information about housing options, with interpreting services, is required at a much earlier stage in the asylum process. Tenancy support provision for a period after a permanent tenancy is given would help tenancy sustainment in the longer term. There are particular difficulties where the request for asylum has failed. This has resulted in a number of households with no legal entitlement to accommodation and support, but no means of returning (should they wish to do so) to their country of origin. Better information about households and tenancy types would help GHA to plan and deliver improved services.

Proposed action includes:

- develop new contracts with GCC and other providers for asylum seeker accommodation
- review statement of best practice on Asylum Seekers and Refugees
- develop an information sharing protocol with GASSP on household sizes, needs and community languages
- work with the Refugee Support Team to improve permanent rehousing for families granted 'leave to remain' through provision of information and advice
- build on a partnership approach towards delivery of permanent accommodation with other RSL's and housing providers
- work with the GASSP team and YMCA to ensure that asylum seeker accommodation meets a variety of needs.

Objective	Action	Resources	Timescale
GENERAL - HCC STRATEGY GENERAL			
Ensure effective implementation of GHA Housing and Community Care Strategy	Review Housing and Community Care Strategy and update action plan	GHA Policy team and Asset Management team, Steering Group	Annually, aligned with LHS reviews of community care needs
Improve the effectiveness of joint working arrangements for the planning and delivery of housing and community care	Identify participants from GHA and LHOs for Local Housing Forums Review and revise GHA participation and representation in Joint Community Planning Committees and related groups to enhance joint working arrangements	GHA and LHOs	Ongoing
Promote the development of local Housing and Community Care strategies	Support the development of local Housing and Community Care strategies through local housing forums	GCC, GHA and LHOs	March 2008
Ensure long-term funding for community care	Discussions with GCC and Communities Scotland with regard to community care capital funding to enable GHA to assist in meeting community care objectives	GHA Asset Management and Regeneration teams	March 2007
GENERAL - NEEDS AND DEMANDS			
Identify and assess needs and demands from community care groups within GHA stock	Identify and assess needs of community care client groups (e.g. elderly, physically disabled and vulnerable young people) through the rolling programme of LHO tenant satisfaction surveys Research to assess the needs of community care groups through the GoWell Health and Well-being survey	GHA Policy team/LHOs & Regeneration team in conjunction with Glasgow Centre for Population Health	March 2008 March 2007

Identify and assess needs and demands from community care groups within GHA stock	Agree any additional research needs with GCC and commission	GHA Policy team and Asset Management team and Steering Group	March 2008
Improve information on client groups in GHA stock who receive support	Develop IT protocols to maximise the development of shared assessment	GHA Policy team/ Sheltered Housing team /GCC	Sept 2007
GENERAL – ACCESS AND CHOICE			
Improve housing access and choices for people with community care needs	Implement choice-based letting scheme and develop appropriate support and advocacy mechanisms for tenants with identified community care needs	GHA Policy team/CBL team	August 2007
Improve housing access and choices for people with community care needs	Work with GCC to establish a Common Housing Register for the city which will assist in the provision of housing options for community care groups	GHA Policy team/CBL team/ GCC	March 2007
Improve assessment and information sharing on needs	Work towards the implementation of a framework for Single Shared Assessment, including arrangements for user and carer involvement	GHA Policy team/ Sheltered and Supported Housing team and GCC/GGHB	June 2007

Ensure LHO plans for clearance and improvement programmes take into account the needs of people with community care needs	<p>Ensure information on clearance and improvement programmes is available in formats suitable for people with community care needs</p> <p>Include appropriate questions in pre-investment surveys that identify needs of people with community care needs</p> <p>Work with support providers to identify accommodation in clearance and improvement areas and agree liaison arrangements to ensure smooth transition of support packages</p>	GHA Policy team/ GHA Asset Management team/ LHOs	March 2007
Ensure LHO plans for clearance and improvement programmes take into account the needs of people with community care needs	Ensure that design briefs for new build take account of community care needs	GHA Regeneration team	Ongoing – as each brief is developed
GENERAL – IMPROVING OUTCOMES			
Improve housing outcomes for people with community care needs	Reconfigure pre transfer leasing arrangements as appropriate and formalise liaison arrangements with support providers	GHA Policy team, Legal team and LHOs	March 2007
Improve housing outcomes for people with community care needs	Develop proactive tenancy management to improve tenancy sustainment rates where tenants need support	GHA Policy team	June 2007

Improve housing outcomes for people with community care needs	Develop joint training between GHA/LHO staff and GCC Social Work and Homelessness staff on a range of community care issues including disability/ adaptations; mental health; addictions; homelessness; dementia and autism	GHA Policy team/ Learning and Development/ GCC Social Work and Homelessness Partnership	March 2007
Improve housing outcomes for people with community care needs	Raise awareness of local organisations and develop referral networks by developing and continually reviewing a GHA Resource Directory	GHA	August 2006 and on-going thereafter
Improve housing outcomes for people with community care needs	Develop case management system and information sharing protocols with lead agencies to provide consistent and repeatable framework to accurately assess service interventions	GHA Policy team/ GCC	Oct 2007
Improve housing outcomes for people with community care needs	Re-establish GHA/GCC group on Statements of Best Practice to review and revise existing statements	GHA Policy team/ GCC Social Work and Homelessness Partnership	March 2007
GENERAL – TENANT PARTICIPATION			
Improve tenant participation and community involvement among community care groups	In line with the GHA Tenant Participation Strategy, continue to develop links with traditionally under-represented groups such as black and minority ethnic groups, people with mental health problems, people with disabilities and young people Continue to expand methods of participation to ensure they are appropriate to tenants' needs	GHA Communications-Tenant Participation team/ LHOs	On-going

Improve partnership working	Continue to expand partnership activities with voluntary organisations working with traditionally excluded groups such as the Big Step, Glasgow Centre for Inclusive Living and the Lintel Trust	GHA Policy team/ LHOs/ Regeneration team	On-going
GENERAL – EQUALITY AND DIVERSITY			
	Implement GHA Equality and Diversity Strategy and Action Plan which addresses inequalities amongst minority and equality groups and addresses the crossover in need between these groups and people with community care needs	GHA Policy team/ Communications team	On-going
OLDER PEOPLE			
Make available more accurate and long term information on population trends to inform GHA asset management strategy	Analysis of demand for sheltered housing	GHA Policy team	Sept 2006
Ensure sheltered housing service meets national and local service standards and remains eligible for optimum funding	Implement sheltered housing service improvements in-line with GHA review, including any recommendations from review of sheltered housing service by GCC Supporting People Service and the inspection by Care Commission successfully conducted in March 06	GHA Sheltered and Supporting Management service/ LHOs	June 2008 (Supporting People Review ongoing)
	Prepare for the annual Care Commission inspection by developing an action plan	GHA Sheltered and Supporting Management service	Ongoing until March 07

Improve outcomes for sheltered housing tenants	Subject to agreement on capital & revenue funding, upgrade sheltered housing complexes to meet current physical standards and upgrade two further sheltered housing complexes to very-sheltered housing standard	GHA Sheltered and Supporting Management service/ Investment and Regeneration Services/ LHOs	Oct 2008
Improve outcomes for older people in the community and increase opportunities for older people to remain in their own homes	Examine the possibility of providing greater flexibility in the GHA Sheltered and Supported Housing Service to provide support services to elderly and vulnerable tenants living outwith sheltered housing complexes	GHA Sheltered and Supporting Management service	June 2007
	Implement a programme of outreach services to elderly and vulnerable people at Warriston & Sannox Gardens in the East End, pending revenue funding agreement for technology requirements	GHA Sheltered and Supporting Management service	June 2007
Matching more effectively people to properties and improved access to appropriate accommodation for older people	Improve assessment of need and allocation of sheltered and very sheltered accommodation	GHA Policy team/Sheltered and Supporting Management Service/ LHOs	Mar 2007
Increase supply of sheltered housing in GHA stock	Subject to agreement of revenue funding, explore possible sites for adaptation of existing GHA stock to sheltered housing (e.g. Aged Persons Flats - small MSF block currently occupied largely by elderly and frail tenants)	GHA Housing Services/ LHOs/ Sheltered & Supported Housing team	March 2007

Improve Community Alarm Service	<p>Joint review with DaCS and Supporting People on the development of the service, for both sheltered and very sheltered residents and those in the wider community</p> <p>Explore the possibility of working on a joint project with Telecare</p>	<p>GHA Sheltered and Supporting People Management service/ LHOs/ GCC Supporting People team/ Direct and Care Services</p> <p>Sheltered & Supported Housing team</p>	<p>Dec 2006- Ongoing</p> <p>Dec 2006</p>
Improve outcomes for people with dementia and increase opportunities for them to remain in their own homes	Investigate feasibility of greater use of new technology in GHA homes to help keep people with dementia at home	GHA Policy team/ Sheltered and Supporting People Management service/ Investment and regeneration services	Dec 2007
Ensure that older people have improved health and well-being	<p>Continue to deliver and monitor uptake of the 'Silver Deal' activities programme for GHA tenants over 60.</p> <p>Develop and implement roll out of benefit take up service for GHA tenants aged over 60 across the LHO network</p>	<p>GHA Regeneration team</p> <p>GHA Regeneration team</p>	<p>Ongoing</p> <p>March 2007</p>
PHYSICALLY DISABLED			
Improve tenant satisfaction with equipment and adaptations	Review GHA Adaptations Policy in response to GCC Best Value Review of Equipment and Adaptations	GHA Policy team/ Investment and Regeneration Service	June 2007
Ensure more effective use of joint resources for equipment and adaptations	Review joint Statement of Best Practice with GCC on Equipment and Adaptations	GHA Policy team/ Investment and Regeneration Service/ GCC Social Work Services	June 2007

Identify funding sources for adaptations	Participate in short-life working group with GCC to resolve the funding issues and agree long term solution to the housing support needs of disabled people with complex needs	GHA Policy team/GCC/ GG&CHB	March 2007
Improve information and advice to disabled people	Improve information on the Adaptations Service for GHA tenants through leaflet in new GHA tenants handbook, articles in the Key magazine and LHO newsletters	GHA Policy team/ Communications team and LHOs	March 2007
Increase supply of adapted housing in GHA stock	Carry out adaptations as required in response to Occupational Therapist requests within available budget limitations	GHA Investment and Regeneration Services/ LHOs	March 2008
Maximise opportunities to meet community care needs of GHA tenants	Introduce pre-investment surveys to identify tenants needs and include adaptations in investment programme where possible	GHA Policy team/ Investment and Regeneration Services/ LHOs	Oct 2007
Increase opportunities for people with disabilities or ill-health to remain in their communities	All new housing built to housing for varying need standards and all ground floor level housing built to barrier free standards	GHA Regeneration team	March 2008
Increase the supply wheelchair adapted housing in GHA stock	Include housing built to wheelchair standard in GHA new-build schemes to meet identified demand, including some larger family homes to wheelchair standard, within budget limitations	GHA Regeneration team/ LHOs	Throughout new-build programme

More effective matching of disabled people to adapted properties	Develop the GHA register of adapted property to provide a comprehensive database as part of GHA Asset Management System	GHA Asset Management team	March 2008
More effective matching of disabled people to adapted properties	Develop a register of people requiring wheelchair and adapted property as part of GHA choice-based letting system	GHA Policy team/ CBL team/ Centre for Inclusive Living	Oct 2007 and ongoing
LEARNING DISABILITY			
Improve partnership working on learning disability	Develop links with agencies supporting those with learning disabilities, including those on the autistic spectrum	GHA Policy team/ LHOs/ agencies and support providers	Dec 2006
Promote the involvement of people with learning disabilities in GHA tenant participation arrangements	Work with support providers to make contact with people with learning disabilities and obtain their views on how best to involve them	GHA Policy team/ LHOs/ Support Providers	June 2007
Increase supply of accommodation for people with learning disabilities in GHA stock	Work with GCC and support providers to identify opportunities to contribute to provision of accommodation for learning disability priority groups	GHA Policy team/ GHA Asset Management team/ GCC Social Work/ Support providers/LHOs	October 2007
MENTAL HEALTH			
Improved outcomes for people with mental health problems in GHA stock	Develop referral processes for tenants who may have mental health problems but who have not accessed services	GHA Policy team/ GCC Social Work	June 2007

Improved outcomes for people with mental health problems in GHA stock	Balmore pilot – facilitate development of mental health prevention and crisis intervention service for tenants and delivery of staff training on mental health issues. Develop and roll-out training for front-line staff in LHOs on mental health awareness and range of services available	GHA Regeneration team/ GHA Policy team/ LHOs	March 2007 March 2007
Increased supply of accommodation for people with mental health problems in GHA stock	Work with GCC Social Work and support providers to identify suitable property to meet the needs of people with mental health problems	GHA Policy team/ GCC Social Work/ Support Providers	Dec 2007
Promote the involvement of people with mental health problems in GHA tenant participation arrangements	Work with support providers to make contact with people with mental health problems and obtain their views on how best to involve them	GHA Policy team/ LHOs/ Support providers	June 2007
ADDICTIONS			
Raise awareness of community addiction services among LHO staff and GHA tenants	Promote awareness of Community Addiction Services amongst LHOs using the newly developed GHA Resource Directory	GHA Policy team/ GCC Addictions team	Dec 2006
Raise awareness of addiction issues amongst LHO staff and reduce tenancy breakdown	Produce good practice guidance on housing response to addiction issues in consultation with Glasgow Addictions Service and Scottish Drugs Forum	GHA Policy team/ GCC Addictions team	Mar 2007
Improve outcomes for people with drug and alcohol problems and reduce tenancy breakdown	Produce joint Statement of Best Practice to cover referral arrangements, casework issues and joint training opportunities	GHA Policy team/ GCC Addictions team	Oct 2007

	Improve liaison with Social Work criminal justice workers to reduce vulnerability of ex-prisoners with drug problems	GHA Policy team/ GCC Addictions team/ GCC Criminal Justice team	June 2007
HOMELESSNESS			
Ensure effective assessment, referral and allocation procedures that offer increased housing choices to homeless people	Review joint Homelessness Protocol to take account of the Homelessness Scotland Act 2003 and new GHA Allocation system	GHA Policy team/ GCC Homelessness Partnership	Feb 2007
Reduce tenancy breakdown rates	Evaluate the success of the Furnished Let grant scheme and Starter Pack pilot	GHA Policy team/ Regeneration team/ Furnished Let team/ GCC Homelessness Partnership	March 2007
Ensure GHA is in a position to meet agreed requirements for allocations to homeless people	Assess the impact of the abolition of priority groups on homelessness referrals and housing requirements	GHA Policy team/ Asset Planning team/ GCC Homelessness Partnership	Mar 2007
Reduce tenancy breakdown rates	Respond to the findings of the tenancy sustainment research by developing and managing the Tenancy Sustainment Action Plan	GHA Policy team	March 2008
Reduce tenancy breakdown rates	Develop good practice guidance on prevention of homelessness for LHOs	GHA Policy team/ Glasgow/ Homelessness Network	Oct 2008
Improve access and outcomes for LGBT groups	Implement housing standards (developed by SFHA and Stonewall) for LGBT tenants and undertake relevant training	GHA Policy team/ LHOs/ LGBT Community Safety Forum	Mar 2007

Increase supply of appropriate accommodation for homeless people in GHA stock	Work with GCC to develop a range of accommodation and housing support services to support the Hostels Closure Programme, including Furnished Let service options	GHA Policy team/ GCC Homelessness Partnership/ Furnished Let Service/LHOs	March 2008
Raise awareness of the needs of homeless people and improve joint working with GCC	Implement a programme of joint training with the Glasgow Homelessness Partnership and support providers	GHA Policy team/ GCC Homelessness Partnership	Dec 2006
VULNERABLE YOUNG PEOPLE			
Improve housing outcomes for young people	Work with GCC to ensure the implementation of the protocol on care leavers and development of an information sharing protocol	GHA Policy team/ GCC Leaving Care Services	Dec 2006
Increase provision of accommodation and support services for vulnerable young people	Work with GCC and other partners to increase the capacity in Glasgow of support and accommodation services for young people to meet current and projected need	GHA Policy team/ Asset Planning team/ GCC Homelessness Partnership/ LHOs	Ongoing to 2008
Improve responsiveness of GHA services to young people	Develop training and guidance on communicating and working with young people	GHA Policy team/ the big step	Ongoing to 2008
Reduce early tenancy breakdown rates for young people	Continue pre-tenancy training pilots and evaluate effectiveness	GHA Regeneration team/ the big step/ GCC Leaving Care Services	June 2007
Improve responsiveness of GHA services to young people	Develop young person's housing forum for young GHA tenants to express views about the service	GHA/ Tenant Participation team	June 2007

ASYLUM SEEKERS AND REFUGEES			
Ensure GHA has capacity to meet GCC requirements	Develop new contracts with GCC and other providers for asylum seeker accommodation	GHA Policy team/ GCC	Oct 2006
Improve housing outcomes for asylum seekers and refugees	Review Statement of Best Practice on Asylum Seekers and Refugees and develop an information sharing protocol with GASSP re. household sizes, needs and community languages	GHA Policy team/ GCC GASSP team	Mar 2007
Improve housing outcomes for refugees	Work with the Refugee Support Team to improve permanent rehousing for families granted 'leave to remain', through provision of information on housing options and advice	GHA Policy team/ GCC Refugee Support Team	June 2007
Improve housing options for asylum seekers and refugees	Develop information and advice in a range of languages and improve access to interpreters through the Happy to Translate scheme	GHA Policy team/ Communications team	March 2007
Increase supply of accommodation which meets asylum seekers' needs	Build on a partnership approach towards delivery of permanent accommodation with other RSL's and housing providers	GHA Policy team/ SFHA/ GCC	March 2008
	Work with the GASSP team and YMCA to ensure that asylum seeker accommodation meets a variety of needs	GHA Policy team/ GCC GASSP team/ Investment and regeneration	March 2007

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