

30<sup>th</sup> July 2013

## **Homelessness Partnership Working**

### **1. PURPOSE OF REPORT AND SUMMARY**

No one agency in the city can solve the problem of homelessness and its causes. Partnership working is crucial to preventing homelessness, and to supporting people who are homeless to move on into settled accommodation.

In recognition of this, the proposed new Homelessness Strategy 2013-18 contains a commitment to review partnership working, in particular to review the Housing Advice and Support Programme Board (HASP). This commitment has been made in response to proposals in the Review of Homelessness 2012.

This report puts forward a new model for homelessness partnership working, and suggests a number of changes and developments, including a reconfigured role for HASP, and a permanent role for the Homelessness Reference Group.

#### **Consultation on the proposals**

This report was sent out for consultation to existing members of HASP, the Homelessness Reference Group, James McLean of Leicester Homelessness Council and The Bridge, and it was also discussed with a number of council housing staff.

The report and the two annexes, (which contain the proposed terms of reference for each of the two partnerships) have been amended as a result of feedback from consultation and from input from within the council, discussion at Managers MDT on 2<sup>nd</sup> July and at the HASP meeting on the 29<sup>th</sup> July.

### **2. REPORT**

#### **2.1 Background**

The approach of this review of homelessness partnership working is to first clarify the purpose of the partnership working, and to look at a wider model for partnership working rather than simply considering individual partnerships or groups in isolation. A diagram showing the key proposed components of the model is shown at the end of the report (p.8).

In this model, it is suggested that there are six main roles for a system of homelessness partnership working:

1. To **shape and influence** the programme overall and to report to the Assistant Mayor for Housing and Council Executive who are ultimately responsible;
2. To manage our overall **performance** in achieving the key outcomes that support our aim of reducing homelessness;
3. To increase our **understanding** of homelessness, its causes and impacts, and to influence issues, decisions and services to minimise the risks of homelessness and to manage them where they do arise;
4. To bring together '**senior suppliers**' (to use programme management language) who are the key people responsible for the actions in the **change** programme: the homelessness strategy implementation programme;
5. To bring together '**senior suppliers**' who are responsible for the business as usual **services** that support the aim of reducing homelessness (often these will be the same people in reality as in 4.); and
6. To engage wider **stakeholders** in homelessness work, such as the voluntary sector and to consider feedback from **users**.

These elements are discussed in further detail in the following sections.

## 2.2 The key partnership – revisiting HASP

It is recommended that the name, aim and objectives of HASP are changed to reflect a clearer scope and role for the group. The group should not simply act as a programme board in the strict sense of that term for two reasons:

- day to day programme management of the homelessness strategy implementation programme will be carried out within the council as most of the actions are the responsibility of the council; and
- the aim of reducing homelessness will not only be achieved through the implementation of the homelessness strategy: it is also dependant on the successful operation of 'business as usual' services.

However, it is suggested that some of the disciplines and systems used in programme management should be used in partnership working:

- a clear purpose
- outcome based performance measures that support that purpose
- clarity about governance, who is ultimately responsible for the outcomes
- the right membership – particularly including people who are responsible for 'supplying' the actions for change of the ongoing services that deliver the agreed outcomes;
- a tight focus on managing the issues or risks that may undermine the achievement of the agreed outcomes.
- arrangements for wider stakeholders to come together for information sharing, collaboration, creative thinking and raising issues. Arrangements for stakeholder

involvement should not be confused with the arrangements for high level performance and risk management.

**Recommendation 1** It is proposed that HASP be reconfigured to act as the key partnership responsible for helping to shape the work overall and reporting to the executive (Asst. City Mayor), high level performance management; bringing together senior suppliers responsible for the delivery of both the new homelessness strategy programme and key homelessness services.

**Recommendation 2** It is proposed that HASP be renamed as the 'Leicester Homelessness Partnership', and that the aim of the partnership is as set out in the terms of reference attached. Attendance from council housing staff will be determined by the Head of Service.

The suggested membership will consist of the Head of Service for Homelessness Services and key people responsible for the delivery of the homelessness strategy implementation programme.

New suggested terms of reference are appended at A.

A potential agenda could be as follows:

- Apologies
- Minutes of the last meeting
- Actions and matters arising from the minutes of the last meeting
- Quarterly performance report (annual report in Spring) based on the three high level measures – see Recommendation 3
- Homelessness strategy implementation - report on progress. Specific focus on progress in implementing phase 1, phase 2 and on access to temporary accommodation
- Homelessness services– issues and risks including feedback from the Homelessness Reference Group or from user engagement (where available).
- Any other business
- Next meeting

### **2.3 Performance reports and performance management**

The partnership needs a system of performance measures that provide a 'golden thread' linking its ultimate aim (ie reducing homelessness) to high level outcome measures (for example numbers rough sleeping, or numbers of people experiencing repeat homelessness).

These outcomes in turn should be further supported by measures that monitor some of the component determinants of performance, for example the performance of individual teams and commissioned providers in providing their service or progress/milestones in implementing change projects such as those coming from the new strategy. This includes both measures that the council has set for its own in house services and measures included in contracts between the council and providers that are external to the council.

It is proposed that we review our current set of performance measures for quarterly reporting with a view to distinguishing the high level indicators we want to adopt from supporting

measures, where possible identifying 'owners' for measures, and further distinguishing between the measures that we are seeking to control (improve) from those that may simply have an impact on homelessness.

It is proposed that in distinguishing the measures that we are trying to directly control we should set a target, and that where we fail to meet a target as reported to the partnership we are systematic about identifying causes and deciding on what mitigating action to take. It may be a change to the programme – eg a new piece of work needs to be done (as when the rough sleepers task group was set up) or it may be that a task that needs to be given to a service manager.

In order to do this in an informed way, we will need to have more work carried out on the performance figures to provide some analysis and narrative: in the same way as this is already provided for the rough sleepers reports.

In addition it is suggested that this report is shared with the Homelessness Reference Group and published on the council's homelessness webpages.

**Recommendation 3** Performance measures and performance management used in homelessness partnership working is revised to ensure we are using the right measures, analysing performance information effectively, setting targets, and acting on performance which is below target.

**Recommendation 4** The Leicester Homelessness Partnership and the Homelessness Reference Group will receive reports each quarter on three high level performance measures:

- Number of single people on the repeat homelessness list (as per City Mayor's Delivery Plan)
- Number of households prevented from becoming homeless after offering housing advice and assistance (as per City Mayor's Delivery Plan)
- The number of people who repeatedly rough sleep

We will have an analytical report for all three measures as we already do for rough sleeping, rather than just the bare figures.

### **Sub groups**

In developing the new homelessness strategy implementation programme, it is suggested that we need to clarify the potential projects that need separate task groups, for example the NSNO project team set up by Action Homeless could be combined with MDT managers with a view to establishing the MDT frontline group as a case management group for both rough sleepers and repeat homeless. Equally, the development of the Single Access and Referral Service (SARS) will require a project team comprising the council and funded providers.

Sub groups should have their own performance measures and targets– either milestones of they are about establishing new arrangements, or outcome measures, and performance against these measures should be reported on a quarterly basis to the Homelessness Partnership together with any risks or issues that may affect delivery of their targets.

They will either report into the Homelessness Strategy Implementation Board (for example task and finish groups set up to implement actions in the strategy), or they will be part of 'business as usual' and report into the relevant management structures.

## **2.4 Stakeholder involvement**

Effective stakeholder involvement is essential to ensure we take forward the work of tackling homelessness, and is not only important during review and consultation exercises.

Information sharing, communications, discussion, generating ideas, raising issues and problems, networking and information are all essential, and systems need to set up to facilitate and encourage them and feed into the programme – but these should not be the predominant activity of a programme board or high level partnership.

As part of arrangements for managing repeat homelessness, Inclusion Healthcare and the council's Revolving Door manager set up the Multi-Disciplinary Team arrangements, comprising a weekly multi-agency MDT Frontline meeting, who manage current repeat homelessness cases, and a monthly MDT Managers meeting, intended to take up any issues or cases where the frontline staff had identified issues or barriers that needed to be escalated to managers in the agencies involved.

In practice, escalation of cases has been minimal, and much of the group's time is spent sharing useful information: a similar function to the Reference Group.

**Recommendation 6** It is proposed that the Homelessness Reference Group is set up as an ongoing meeting – open to any organisation in the city that considers itself to be a 'stakeholder' in the work of managing homelessness, replacing the MDT managers meeting.

Suggested terms of reference are attached at Annex B.

The current membership is listed in the suggested terms of reference, and any amendments or additions are welcome.

It is suggested that the meetings are hosted by the Director of Housing and the Head of Service for Homelessness Services will also be a member. The Asst Mayor for Housing will also invited. The meetings will be held every three months.

The meeting itself will decide on items for the agenda, and at the end of each meeting the participants will decide what specific issues they want to raise or communicate out of the meeting, either to the Homelessness Partnership or to be considered directly via the homelessness strategy implementation programme or a specific service provider.

The meetings will be a two way process of communication.

## **2.6 Users**

User engagement is key to effective service management, and all providers need to continually work to improve the way they seek feedback from service users and use that feedback in thinking about service development. The council has committed to developing user engagement for its services as part of the Homelessness Strategy.

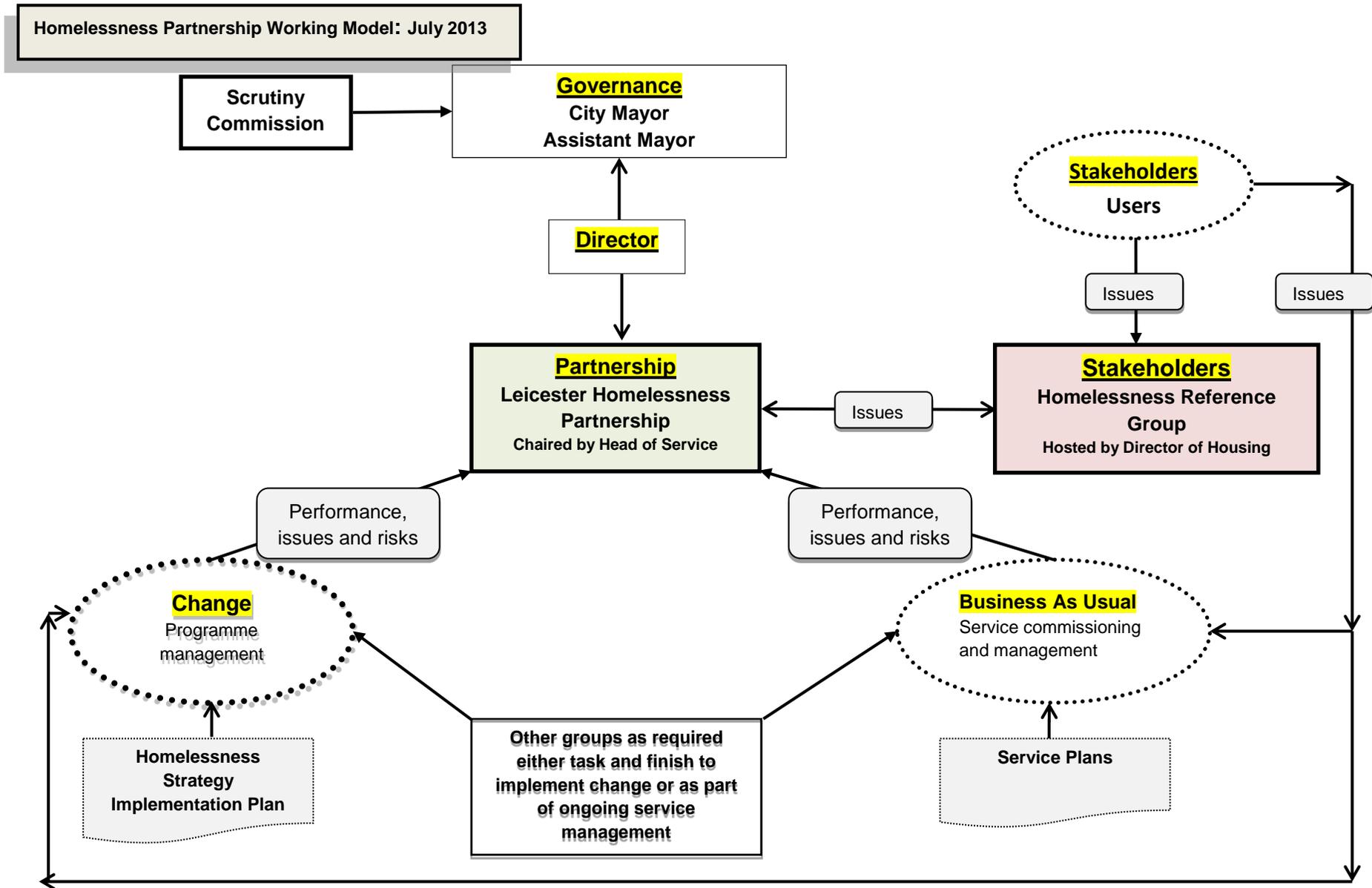
However, developing a long term working relationship with the users of homelessness services is challenging, for example in partnership working, as overall we are seeking to provide services for as short a time as possible while seeing to move users on into settled accommodation. In addition most are not 'organised' and have no community infrastructure to represent them.

However, there are some opportunities created by the development of groups such as Street Life: the new Leicester Homelessness Council; Down Not Out – a community news media initiative supported by Action Homeless; and the Quality of Life Service for people in recovery – who have a well established peer mentor group.

**Recommendation 7** Further work to identify opportunities for users to feed into homelessness partnership working will be carried out, starting with discussion with the new Leicester Homelessness Council.

### **3. CONTACT**

Cathy Carter  
Strategic Support,  
Leicester City Council  
0116 252 6719  
[cathy.carter@leicester.gov.uk](mailto:cathy.carter@leicester.gov.uk)



Terms of Reference agreed on 29<sup>th</sup> July 2013

**Leicester Homelessness Partnership**

**Terms of Reference**

**1. Purpose**

The purpose of the Leicester Homelessness Partnership is to reduce homelessness in Leicester by taking forward the vision that:

*We want Leicester to be a city where individuals, couples and families who are affected by homelessness have simple and effective access to a range of housing services and other opportunities, to enable them to rebuild their lives and make a success of their futures.*

**Leicester's Homelessness Strategy 2013-18**

The partnership will lead the city's work to reduce homelessness by:

1. Overseeing performance in reducing homelessness;
2. Implementing the Leicester Homelessness Strategy 2013-18;
3. Managing issues and risks to reducing homelessness that arise in the implementation of the Homelessness Strategy 2013-18 or in the delivery of homelessness services;
4. Increasing our understanding of homelessness, its causes and impacts, and influencing issues, decisions and services to minimise the risks of homelessness and to manage it where it does arise;
5. Considering feedback, ideas and issues put forward by homelessness stakeholders; and
6. Working with Leicester Health and Wellbeing Board and reporting on progress and performance in reducing homelessness to them, as required.

## 2. Membership

Name	Organisation	Representing
Martin Clewlow (Chair)	Leicester City Council	Head of Service
<b>Commissioned providers - representatives</b>		
<div style="border: 1px solid black; border-radius: 15px; padding: 10px; width: fit-content; margin: auto;">           To be identified after procurement completed         </div>		Young people's services
		Floating support services
		Single people's services
		Childless couple's services
		Teenage parent's services
		Offender's services
		Day centre services
<b>Public Sector partners</b>		
John Hobbs	Probation Service	Leicestershire and Rutland Probation Trust
Philip Johnson	Leicestershire Partnership NHS Trust	NHS mental health, learning disability and community health services
Jane Gray	Inclusion Healthcare	Primary care services
<b>City Council (non Housing)</b>		
Mark Wheatley	Leicester City Council	Public Health
Bernadette Wharton	Leicester City Council	Adult Social Care (Drugs and Alcohol)
Caroline Ryan	Leicester City Council	Adult Social Care (Supported/Independent Living)
TBA	Leicester City Council	Children and Young People's Services
Caroline Jackson	Leicester City Council	Revenues and Benefits

Members will represent and speak on behalf of their organisation. The partnership discourages the use of substitutes at meetings. However where they do attend, they must be fully briefed and able to contribute to the meeting and act on behalf of their organisation as necessary.

## 3. Reporting

The partnership is responsible to the Assistant Mayor for Housing, and the Head of Service will represent the Assistant Mayor's interests at the meeting.

## 4. Meetings

Meetings will be held every three months. The deadline for papers or items for the agenda is one week before the meeting.

Terms of Reference agreed on 29<sup>th</sup> July 2013

## Leicester Homelessness Reference Group

### Terms of Reference

#### 1. Purpose

The purpose of the Leicester Homelessness Reference Group is to provide a forum for communication and collaboration between stakeholder organisations involved in homelessness work in Leicester.

The group will:

- Share information about homelessness issues in the city;
- Share best practice in providing homelessness services and solutions;
- Collaborate in providing effective responses to homelessness in Leicester through effective and supportive joint working between organisations; and
- Raise issues and make suggestions to the council and the Leicester Homelessness Partnership to inform the implementation of the Homelessness Strategy 2013-18 and the provision of homelessness services and projects.

#### 2. Membership

Membership is open to any organisation that is a stakeholder in providing services for homeless people in the city.

Name	Organisation
<b>Voluntary sector</b>	
Rob Parkinson	Action Homeless
Steve Cooper	Adullam Homes Housing Association
Amanda Hack	LHA/ASRA Housing Group
Kuldip Walters	ASRA
Ben Brown	Community of Grace
Salma Ravat	Eat and Meet – Islamic Society of Britain
Verdi Francis	Foundation Housing Association
Alison Morley	Foundation Housing Association
Nikki Chawda	Foundation Housing Association
Mohammed Sabeel	Homeless Link
Alistair Jackson	Leicester Quaker Housing Association
Chris Toon	Leicestershire Cares
Izabella Dabska	The NEIBO Project
John Chalmers	The Anchor Centre
Paul Brown	Leicester YMCA

<b>Name</b>	<b>Organisation</b>
Anna Maudsley	Leicester YMCA
Louise Potter	Park Lodge Project
Dave Brazier	SHARP / HITS Home Trust
Jane Gray	Inclusion Healthcare Social Enterprise
Naila Siddique Walker	HITS Home Trust
Tim Blewitt	Ark Homeless Trust NSNO Co-ordinator
<b>Public sector</b>	
Philip Johnson	NHS Leicestershire Partnership
John Hobbs	Leicestershire and Rutland Probation Trust
Kelvin Irons	Welfare Reform & Partnership Manager, Dept. for Work and Pensions, Leicestershire and Northamptonshire District Office
<b>Leicester City Council - Housing</b>	
Ann Branson	Director of Housing, Leicester City Council
Martin Clewlow,	Head of Service, Leicester City Council
Other Housing staff to attend as required	
<b>Leicester City Council - non Housing</b>	
Mark Wheatley	Public Health Principal, NHS - Leicester City
Bernadette Wharton	Commissioner (Drugs and Alcohol), Adult Social Care
Caroline Ryan	Commissioning Manager, Supported / Independent Living, Adult Social Care
TBA	Children and Young People's Services
Caroline Jackson	Revenues and Benefits

Members will represent and speak on behalf of their organisation and will feed back to their organisations, as necessary. Organisations may send substitutes if they wish to, for example where it may be more relevant to items on the agenda.

### **3. Hosting**

The meeting will be hosted by the Director of Housing.

### **4. Reporting**

The Group will report to the Leicester Homelessness Partnership.

### **5. Meetings**

Meetings will be held every three months. The deadline for papers or items for the agenda is one week before the meeting.

The meeting will decide on items for the agenda, and at the end of each meeting they will decide what specific issues to raise or communicate out of the meeting either to the Leicester Homelessness Partnership, or to be considered directly via the homelessness strategy implementation programme or a specific service provider, as appropriate.