

Glasgow Homelessness Network works to end homelessness in Glasgow, and ensure that outcomes for people affected by homelessness meet their needs, interests and aspirations.

Glasgow Works Employability Strategy: Position Paper for Homelessness & Employability

March 2008

1. Introduction

- 1.1 This paper provides an outline of proposed developments in relation to Homelessness & Employability in Glasgow.
- 1.2 Employability is identified as having a key role to play in the prevention and alleviation of homelessness in Glasgow. In parallel, the high aspirations to work among people affected by homelessness can contribute to the objectives and targets of Glasgow Works.
- 1.3 The proposed Model (Section 4 below) has been developed and endorsed by Glasgow Homelessness Partnership (GHP), Glasgow Homelessness Network (GHN) and homelessness services who currently deliver an employability focus (*listed at Appendix 1*).
- 1.4 In addition, GHN facilitated input from people affected by homelessness through a Service User Focus Group which took place on 10 March 2008, and was attended by 13 people.
- 1.5 Glasgow City Council's statutory homelessness duties are delivered through GHP, which is a joint partnership between Glasgow City Council NHS Greater Glasgow & Clyde Health Board; GHN (representing the Voluntary Sector and Service Users) and the Scottish Government.
- 1.6 GHP is the means by which both the Council and NHS Greater Glasgow & Clyde deliver on statutory responsibilities regarding the prevention and alleviation of homelessness under the Housing (Scotland) Act 2001; the Homelessness etc (Scotland) Act 2003; and the Scottish Government's Health & Homelessness Standards.
- 1.7 Referencing the Glasgow Works Strategy, the process adopted by the Partners to develop the Model at Section 4 is as follows:
 - i. Partners considered the current capacity and resources within 'homelessness' that target employability;
 - ii. Partners considered the current and recommended European 'Routes to Employability' Model for Homelessness;
 - iii. Partners identified where existing provision could realign or streamline to adapt to this preferred Model approach;
 - iv. From this position, Partners undertook a gaps and resource analysis.

2. Context

This section outlines the relationship identified between homelessness and employability, and current policy, research and practice approaches at EU, National & Local levels:

2.1 European Level

Two significant pieces of European-wide research were undertaken during 2007, both of which identified the clear correlation between homelessness and unemployment. Significantly, they found clear commonality across EU countries of 'what works' to increase and sustain employability, despite country's social, political or economic differences:

- i. FEANTSA is the European Federation of National Organisations working with the Homeless and membership comes from 30 European countries. FEANTSA receives financial support from the European Commission, works closely with the EU institutions, and has consultative status at the Council of Europe and at the United Nations. During 2007, the FEANTSA Annual Theme was Employability. This theme consisted of national reports from 16 EU Countries (including UK and Ireland) and a European Conference in Zaragoza, Spain. This year long research and consultation exercise has now been collated and reported. ⁽¹⁾
- ii. Off the Streets and into Work (OSW), in partnership with the Centre for Social & Economic Inclusion, undertook research across 9 EU countries (including UK and Ireland). The methodology included interviews with homelessness services, the people who use their services, and an EU level literature review. The key output, based on all intelligence generated, was a 'Routes to Employability' Model. ⁽²⁾

Among the key findings and recommendations from both projects was the need for greater integration between Employability policy & Homelessness policy, and a greater interface between specialist (homelessness) services and mainstream (employability) services. More specifically, the evidenced 'what works' can be summarised as follows:

- i. **Tailored Approach**
(enabling access to services and supports at suitable junctures and at an appropriate pace for the individual)
- ii. **Holistic Approach**
(approaching routes out of homelessness as individual processes that consider a person's overall and integrated Housing, Employability, Health & Wellbeing needs).
- iii. **Specialist/Mainstream interface**
(improved interface between services, including the role of overall Case Management to provide continuity and holistic response)
- iv. **Participation**
(systematic and ongoing participation of people affected by homelessness, at planning and delivery level, to evaluate and ensure continuous improvement)
- v. **Adopting/Adapting the 'Routes to Employability' Model**
(illustrated at point 4 below)

⁽¹⁾ Multiple Barriers, Multiple Solutions: FEANTSA European Report (FEANTSA; 2007)

⁽²⁾ European Research Study into Homelessness & Employment (OSW, Inclusion; 2007)

2.2 National Level

The Scottish Executive facilitated a Homelessness Taskforce, which reported in 2000 and again in 2002. The recommendations, a combination of legislative and practice-based proposals, were endorsed by Ministers and all legislative proposals were taken forward through the Housing (Scotland) Act 2001 and the Homelessness etc (Scotland) Act 2003. The practice based recommendations are monitored through local homelessness strategies and the national Homelessness Monitoring Group, of which GHN is a member.

Specifically, there were 5 recommendations that were employability related. The Scottish Homelessness & Employability Network (SHEN), chaired by GHN, was established in 2004 to oversee progress toward these 5 recommendations (*listed at Appendix 2*).

Finally, the Scottish Government introduced the Health & Homelessness Standards in 2005. Local Health Boards have strategic responsibility for monitoring and evaluating attainment of these standards, and local Community Health (& Care) Partnerships are the delivery vehicle for their implementation. The Standards adopt a holistic definition of Health & Wellbeing, and therefore include explicit employability indicators.

Overall, the national approach currently being adopted to respond to Homelessness and Employability issues mirror the EU recommendations, namely:

- i. Tailored Approach
- ii. Holistic Approach
- iii. Specialist/Mainstream interface
- iv. Participation

2.3 Glasgow Level

Glasgow City Council receives approximately 10,500 requests from households for homelessness assistance every year. Glasgow, like every other area, also hosts a 'hidden homelessness' population, and therefore the annual figures are realistically higher.

Under the Housing (Scotland) Act 2001, every local authority must have a homelessness strategy. In Glasgow, the strategy includes the role of employability in preventing and alleviating homelessness. The employability element is coordinated by GHN, funded by and in strategic partnership with GHP and in partnership with Equal Access Glasgow.

In 2006, GHN undertook research into the employability background, status and aspirations of people affected by homelessness in Glasgow.⁽³⁾ This research indicated a significant correlation between homelessness and unemployment, but high levels of experience and aspirations (66% have an employment history; 68% have employment aspirations; only 8% currently in work). The research interviewed over 400 people, using a representative 'sample profiling' methodology; therefore we expect the findings to accurately represent the circumstances of the full homelessness population. The research also enabled us to indicate that approximately 7,000 people come through the homelessness system every year who want to work, but aren't.

At Service level, there are currently 4 homelessness services who deliver a strong employability focus (Move On; Glasgow Simon Community; Blue Triangle HA; Quarriers). These projects are former New Futures projects, where the transition of funding from Scottish Enterprise to Glasgow Community Planning in 2005 resulted in short term continuation funding. At March 2008, these projects have been notified of non-continuation of funding from April 2008, except where they can demonstrate linkage with the Glasgow Works commissioning process. In this case, short term continuation funding of 3 months may be made available.

⁽³⁾ Evidence & Aspirations: Employability & Homelessness in Glasgow (GHN; 2006)

In addition to these services, integrated homelessness & employability provision includes early engagement intervention at the 4 Homeless Day Centres, and a range of in-house, project-based signposting and learning opportunities.

Overall, the Glasgow approach currently being adopted to respond to Homelessness and Employability issues mirror the National and EU approach, namely:

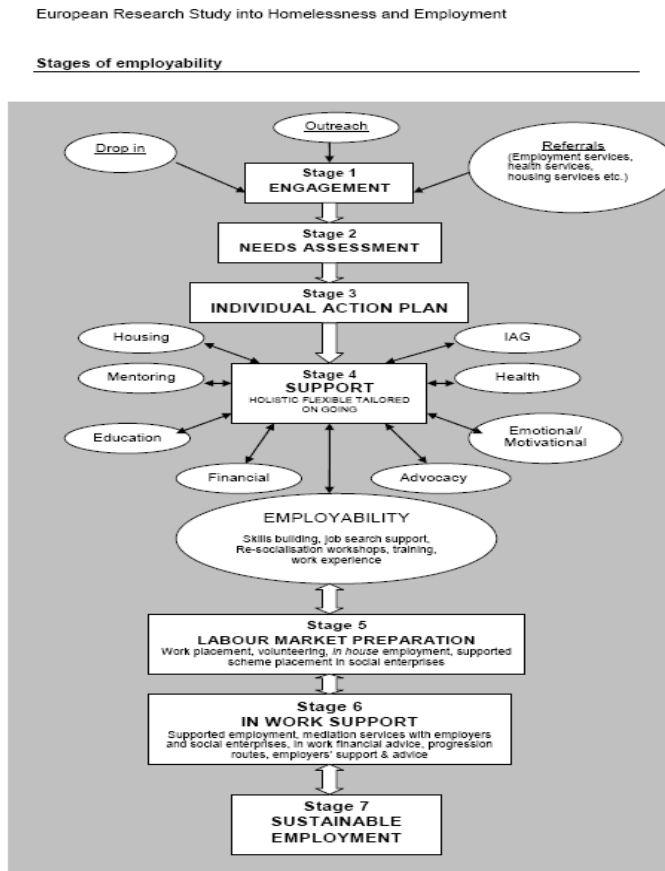
- i. Tailored Approach
- ii. Holistic Approach
- iii. Specialist/Mainstream interface
- iv. Participation

3. Rationale for a specific Homelessness Response

- 3.1 There are strong reasons for a specific approach to Homelessness & Employability across Glasgow. Glasgow City Council has statutory targets to ensure that everyone assessed as homeless has the right to sustainable accommodation by 2012. Increasing employability has a key role to play in delivering sustainable social and economic integration and therefore contributing to the eradication of homelessness in Glasgow.
- 3.2 It is possible that the need for a specific employability & homelessness response will adjust in line with current homelessness projections up to 2012, and this would be carefully monitored, reported and capacity realigned to adapt.
- 3.3 However, it is clear that attainment of the 2012 target will be assisted by increased capacity to develop a coordinated approach to increase and sustain people's employability, in both preventing routes into homelessness, and supporting routes out.
- 3.4 Homelessness is a circumstance that affects all Glasgow Works target groups (Over 50; MCMC; BME; IB Claimants; Lone Parents; Disability). We estimate that 70% of people affected by homelessness in Glasgow are also defined by at least one Glasgow Works target group.
- 3.5 Employability often features within the experience of homelessness – either as a causal factor or trigger (e.g. redundancy) or as a consequence or symptom of homelessness (e.g. unable to sustain or secure work due to chaotic lifestyle or insecure tenure).
- 3.6 The recent research in Glasgow clearly identified that homelessness leads to low economic activity; low economic activity leads to homelessness. Only 8% of people affected by homelessness in Glasgow are in work, although 68% expressed realistic aspirations for work.
- 3.7 The Glasgow research also indicated that there are very real employability barriers that accompany or are caused by homelessness (e.g. transience; housing; health; stigmatisation; high supported accommodation costs creating disincentive).
- 3.8 The correlation between homelessness and unemployment (homelessness leading to unemployment and vice versa) results in an unprecedented aspiration to employment among people affected by homelessness in Glasgow. This has not yet been hypothesized or evidenced across other care or target groups, either locally or nationally.
- 3.9 Homelessness has a strong evidence base of 'what works', based on EU, National and Local intelligence. However, the required capacity and resources to consistently implement this response are currently not available.

4. Proposed Model

- 4.1 The illustration below is the European 'Routes to Employability' model for people affected by homelessness, as produced by OSW and CESI and based on comprehensive research across 9 EU countries, including UK and Ireland.



- 4.2 We propose that the Glasgow-based model concerns itself with the **early engagement stages only (1-4)** and formalises the interface with locally-based, mainstream employability services who are already undertaking Stages 4-7, as defined above.
- 4.3 **The overall aim of the homelessness model is to actively assist the orientation to mainstream employability services, such as those provided by Local Regeneration Agencies, the Bridging Services and others operating within the existing CHCP employability structures.**
- 4.4 However, 92% of people affected by homelessness in Glasgow remain a significant distance from the labour market because the resolution of homelessness (housing crisis) is often prioritised over the resolution of complex but related homelessness issues (e.g. employability, health and wellbeing). This can lead to repeat or chronic homelessness.
- 4.5 The proposed 'holistic - tailored' approach proactively addresses these assumed competing factors by delivering an integrated service which recognises the factors as interdependent, not competing. That is, a person's employability background and aspirations are considered *alongside* their housing, health and wellbeing needs.
- 4.6 This approach has already proven effective by the former New Futures projects, but on a smaller scale. We propose that this best practice can be harnessed **to engage and tailor a holistic action plan** which will provide the **much needed interface between complex homelessness and mainstream employability services.**

- 4.7 **Therefore, we propose a specialist homelessness and employability service within each of the CHCP boundary areas. The scale and capacity of each service will reflect the local extent of homelessness, as illustrated at 4.14.**
- 4.8 **This specialist response will actively engage approximately 3,790 people on an annual basis who would otherwise be excluded/self-excluded from mainstream employability services in Glasgow. In addition, we calculate that nearly 70% (2,644 people) of these hardest to reach beneficiaries will also be Glasgow Works target groups, as illustrated at 4.14.**
- 4.9 Of the overall total, we anticipate approximately 8% (303 people) will require a lower-level intervention from the specialist service, and will participate in a referral to the relevant mainstream employability agency, based on assessed need.
- 4.10 We anticipate approximately 92% (3,487 people) have more intensive support and development needs to assist the transition to mainstream services, and should therefore receive this support from the specialist service. For this majority of clients, the holistic-tailored service provided will include:
- Early Intervention & Engagement
 - Assessment & Action Planning
 - Soft skill development (confidence; motivation; self-esteem)
 - Positive Activity (employability focused: literacy & numeracy; ICT skills)
 - Support (personal; social; emotional)
 - Opportunity to Participate (effective user involvement enhances employability skills)
 - Interface with Mainstream (active signposting and referral at the appropriate juncture)
- 4.11 As a coordinated and consortium approach, GHN and GHP will work with the full range of homelessness providers across the city to ensure clear referral routes to the specialist services. This will include current Streetwork, resettlement services; supported accommodation, detox/rehab; day centres; housing advice centres etc. Additionally, the specialist services will undertake outreach promotional and pre-engagement activity serving the full CHCP geographical boundary.
- 4.12 As an early intervention and engagement model, the **inclusive values** underpinning the specialist services will be:
- Inequalities sensitive (gender; age; religion; race; sexual orientation; disability)
 - Responsive to key 'communities of interest' within homelessness (e.g. ex-offenders; people leaving institutions; destitution)
 - Holistic & Tailored
 - Participative (service user involvement)
- 4.13 The **added value** brought by this coordinated response includes:
- Existing Expertise in reaching the most excluded
 - Sharing Best Practice & continuous improvement
 - Orientation toward sustainable mainstream intervention
 - Systematic Service User Involvement (to inform at policy, practice, perception levels)
- 4.14 This is illustrated in the diagram below. The client figures are annual, and based on the key indicator from the Glasgow research that just over 7,000 people come through the homelessness system every year who want to work, but are not. This figure was adjusted to account for the percentage that indicated they had no barriers to work.

WEST
 Reported work Barriers: 18%: 1080 people
 Supported Accommodation Places: 257
 50% Annual target: **668 people engaged**

NORTH
 Reported work Barriers: 17%: 1020 people
 Supported Accommodation Places: 183
 50% Annual target: **601 people engaged**

EAST
 Reported work Barriers: 31%: 1860 people
 Supported Accommodation Places: 423
 50% Annual target: **1141 people engaged**

SOUTH EAST
 Reported work Barriers: 15%: 900 people
 Supported Accommodation Places: 368
 50% Annual target: **634 people engaged**

SOUTH WEST
 Reported work Barriers: 19%: 1140 people
 Supported Accommodation Places: 352
 50% Annual target: **746 people engaged**

(Approximation of clients in relation to GW targets:)
 IB: 33
 BME: 97
 L/Parents: 140
 Over 50's: 73
 Disability: 20
 MCMC: 127
Total: 490

(Approximation of clients in relation to GW targets:)
 IB: 30
 BME: 60
 L/Parents: 126
 Over 50's: 66
 Disability: 18
 MCMC: 114
Total: 414

(Approximation of clients in relation to GW targets:)
 IB: 57
 BME: 114
 L/Parents: 240
 Over 50's: 126
 Disability: 34
 MCMC: 217
Total: 788

(Approximation of clients in relation to GW targets:)
 IB: 32
 BME: 63
 L/Parents: 133
 Over 50's: 70
 Disability: 19
 MCMC: 120
Total: 437

(Approximation of clients in relation to GW targets:)
 IB: 37
 BME: 75
 L/Parents: 157
 Over 50's: 82
 Disability: 22
 MCMC: 142
Total: 515

54 people per annum
614 people per annum

48 people per annum
553 people per annum

91 people per annum
1050 people per annum

51 people per annum
583 people per annum

60 people per annum
686 people per annum

Engage & Refer
 Engage Assess, Specialist Support & Refer

Engage & Refer
 Engage Assess, Specialist Support & Refer

Engage & Refer
 Engage Assess, Specialist Support & Refer

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 Engage Assess, Specialist Support & Refer

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 Engage Assess, Specialist Support & Refer

Specialist Local Homelessness & Employability Services

WEST
 Mainstream Employment Service
 (e.g. LRA; Bridging Service)

NORTH
 Mainstream Employment Service
 (e.g. LRA; Bridging Service)

EAST
 Mainstream Employment Service
 (e.g. LRA; Bridging Service)

SOUTH EAST
 Mainstream Employment Service
 (e.g. LRA; Bridging Service)

SOUTH WEST
 Mainstream Employment Service
 (e.g. LRA; Bridging Service)

APPENDIX 1

Organisations contributing to the development of this proposal:

- Eileen McDade
Glasgow Simon Community, Adelphi Centre, Glasgow
- Patrick McKay
Blue Triangle Housing Association, Berkeley Street, Glasgow
- John Hinton/Jim Burns
Move On, 54 St Enoch Square, Glasgow
- Heather Weir
Quarriers, 189 Pollokshaws Road, Glasgow
- Martin Johnston
Wayside Day Centre, Midland Street, Glasgow
- Margaret-Ann Brunjes
Glasgow Homelessness Network (GHN), Granite House, 31 Stockwell Street, Glasgow

APPENDIX 2

Homelessness Task Force Final Report (Scottish Executive; 2002). Employability recommendations:

(50) Jobcentre Plus should, as a key priority, improve gateways for homeless people to access mainstream employment services and programmes. This should include systematic skills auditing of homeless people, ensuring easy access to employment services for homeless people and linking relevant employment initiatives to establish coherent systems for individual progression (para 105).

(51) Jobcentre Plus should work with the Scottish Executive and the Scottish New Deal Task Force to engage employers to develop employment initiatives targeted at vulnerable and homeless people. This should include wider employer participation in relevant transitional employment programmes for homeless people. Jobcentre Plus should examine ways of supporting employers who are willing to participate in initiatives to employ homeless people, particularly smaller employers who lack the resources of the large corporate organisations. Appropriate business networks should be enlisted to promote such initiatives. (paras 106-107).

(52) Public sector employers should also examine ways of creating and expanding work opportunities for homeless people. New public sector initiatives should strive to employ homeless people in the provision of their services (para 108).

(53) Transitional employment programmes should be piloted in Scotland to test the creation of new incentives to work for homeless people. Such pilots should test how flexibility around housing benefit payments could overcome the poverty trap faced by homeless people when trying to access employment. The Department for Work and Pensions should aim to develop and test in 2002 a pilot scheme with The Big Issue in Scotland. If the Department for Work and Pensions is unable to overcome impediments in Social Security legislation which may prevent potentially effective schemes, UK Ministers should consider amending the relevant legislation to remove these hurdles (para 110).

(54) A clear action plan should be developed to use the results of the ongoing evaluation of New Futures Fund services to transfer successful service elements onto a permanent footing over the next 3 years. If proved successful, the relevance of the Routeways initiative and other similar approaches should be considered for application in Scotland (paras 111-112).