



Govanhill Operational Hub - Evaluation

Final Report for Glasgow City Council

May 2011

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1. Introduction

This report sets out the findings of the evaluation of the Govanhill Operational Hub undertaken between March and May 2011.

1.1 Background

The Govanhill Operational Hub, which has been running for just under a year, was established to develop a platform to facilitate improved operational working between partner agencies. It aims to improve how partners engage and communicate with each other and with the community.

A wide range of agencies are involved in the Hub which seeks to address issues in the local area on a more joined up, collaborative basis, and make use of local intelligence. Issues addressed by the Hub are wide ranging, from anti-social behaviour to fly-tipping, and from addressing rogue landlords to street clean-ups/tackling graffiti.

This evaluation takes into account, and builds on, a previous three-month review of the Hub undertaken last year which is part of the ongoing evaluation of the Govanhill Equally Well Test Site¹. This evaluation was commissioned to examine the impact of the Hub with a view to informing its future development.

1.2 Study Objectives

The aim of the evaluation was to assess the performance of the Hub from its inception in April 2010 to date, and to make recommendations on its future.

The detailed objectives were to:

- assess the **collective impact** of the Hub on issues such as anti-social behaviour; antisocial tenants; rubbish disposal; landlord registration and levels of offending (including analysis of the number of cases raised at the Hub and the outcome of these);

¹ Glasgow Centre for Population Health, Govanhill Equally Well Test-Site: Three Month Review of the Govanhill Operational Hub, August 2010.

- assess the **value for money** of the Hub in terms of the current (2010/11) and proposed (2011/12) Integrated Grant Fund investment;
- identify any **added value** that the formation of the Hub has brought, for example with regard to improved joint interventions and shortened pathways between partners;
- consider the **accountability and current governance arrangements** (for example, management arrangements, roles and responsibilities, governing documents, decision making, and reporting structures);
- determine if the **current locus** is suitable for the Hub or if an alternative venue would be preferred; and
- make recommendations on the **future direction** of the Hub.

1.3 Study Method

The evaluation included three main elements, as set out below:

- a desk-based review of information and data including:
 - GCIP funding application form
 - objectives of the Hub
 - statistics for Govanhill
 - three-month review of the Govanhill Operational Hub
 - minutes from the Operational Hub daily meeting
 - data from the Referral Log
 - case studies from the Referral Log
 - draft Neighbourhood Management Group Action Plan 2011/12;
- observation at the Operational Hub daily meeting (23 March 2011); and
- 23 face-to-face and telephone interviews with stakeholders that have an interest in, or influence on the Hub.

1.4 Report Structure

The remainder of this report is structured as follows:

- **Section 2** provides an overview of the issues facing Govanhill and sets the scene for the development of the Govanhill Operational Hub;
- **Section 3** outlines the establishment of the Hub and what it sets out to achieve;
- **Section 4** provides an overview of the performance of the Hub to date, based on an analysis of data from the Hub's Referral Log;
- **Section 5** pulls together the views provided by stakeholders involved in, or with an interest in the Hub's activities; and
- **Section 6** draws together the main findings from the evaluation and provides recommendations for the future operation and development of the Hub.

The following Appendices are attached to this report:

- **Appendix A** - map of issues raised within Govanhill boundary; and
- **Appendix B** - individuals consulted as part of the evaluation.

2. Context

This Section helps to set the scene for the development of the Govanhill Operational Hub.

2.1 About Govanhill

Govanhill, in the South East of the City, is one of the most diverse and unique areas in Glasgow. It has long established pockets of black and minority ethnic (BME) citizens and in recent years has experienced a significant increase in migrant workers - an estimated 3,000 Romanian and Slovakian Roma population. Data for 2008 shows that 29% of Govanhill's population is made up of BME residents, representing an increase of 20% since 2001².

The sudden influx of new residents has undoubtedly created challenges for public services in meeting the higher support needs of the new migrant community whilst at the same time continuing to meet the needs of the more settled groups.

Govanhill Boundaries

Dixon Avenue and Dixon Road to the South, Victoria Road to the West, Butterbiggins Road to the North, and Aikenhead Road to the East.

Housing

There has been continued investment in Govanhill in relation to completing major repairs to the housing stock.

Compared to other neighbourhoods in the City, Govanhill has a different make up of housing stock, which adds to the complexity of issues. Data shows that Govanhill has the highest density of private rented stock across the City - this has increased from 20% in 2001 to 26% in 2009³.

² DRS and NHS Greater Glasgow and Clyde, NHS Greater Glasgow and Clyde Ethnic Profile 2001 and 2008.

³ Glasgow City Council DRS, Changes in Housing Stock by Tenure Type (2001 and 2009).

Health

Govanhill continues to suffer the effects of persistent social and economic deprivation, some of the worst in Scotland.

While many improvements have been achieved, it still suffers from extreme disadvantage, including deep-rooted health inequalities. Recent statistical evidence⁴ shows a range of health improvement challenges:

- life expectancy for men in Govanhill is 70.5 years, which is below the Scottish average of 75.5;
- life expectancy for women in Govanhill is 76.4 years, which is below the Scottish average of 79.4;
- there are 153% more alcohol-related hospital admissions and 32% more alcohol-related deaths in Govanhill than the Scottish average;
- there are 319% more drug-related hospital admissions and 201% more drug-related deaths in Govanhill than the Scottish average;
- around a quarter of individuals (25.6% or 3,796 individuals) are considered to be 'income deprived'; and
- 2,258 people in Govanhill classify their mental health as 'not good'.

Govanhill has the highest levels of serious violent crime, drug related hospitalisation, and reported drug offending in South East Glasgow. It also has the second highest levels of domestic abuse and alcohol related hospitalisation.

Environmental Health

Environmental health issues pose another problem in Govanhill. Glasgow City Council's Land and Environmental Services Department deal with a range of cleansing and public health issues across the City.

In relation to pest control, Land and Environmental Services deal with rats and mice inside and outside dwellings. Over the last few years, however, there has been a particular problem with cockroaches and bedbugs/mites within properties in Govanhill.

⁴ Glasgow Centre for Population Health, *A Community Health and Wellbeing Profile for South East Glasgow*, February 2008.

This has resulted in Land and Environmental Services having three staff posts to deal with complaints. Of note is that Govanhill is the only neighbourhood in the City that receives an insect service.

The funding for these posts comes to an end at the end of April 2011, which is likely to have implications for how these issues are dealt with in the future. **Table 1** helps to illustrate the scale of the problem in Govanhill.

Table 1: Complaints and Action Taken – Cockroaches and Bedbugs/Mites

Govanhill	w/e 13 March 2009 to 31 March 2010	w/e 9 April 2010 to 1 April 2011	Total
Number of complaints	419	520	939
Complaints closed	313	443	756
Total number of visits	1,255	1,458	2,713

Source: Glasgow City Council, Land and Environmental Services

There have been over 900 complaints raised over the financial years 2009/10 and 2010/11. Often more than one visit is needed to resolve the problem which explains the variance between number of complaints and number of visits. In relation to complaints closed (i.e. problem resolved), a significant proportion of cases have now been dealt with. This means that work is still in progress to completely get rid of the cockroaches and bedbugs/mites in some properties.

2.2 Project Context

Neighbourhood Management

Glasgow Community Planning Partnership (CPP) commissioned a residents survey in 2007 to establish views and perceptions of residents on their local neighbourhoods.

Findings for the Pollokshields and Southside Central Local CPP area (which covers Govanhill), highlighted a range of issues as set out in the Box on the next page⁵.

⁵ Glasgow Community Planning Partnership, *Residents Survey - Pollokshields/Southside Central, Final Report*, ODS Consulting and MRUK, December 2007.

Security and community safety were considered problem areas.

Cleanliness and quality of the environment - of most concern were litter in the street, poor cleanliness of flat closes, and graffiti.

Opinions on local services were mixed - health services, refuse collection and public transport were viewed more favourably than youth and leisure services and policing.

Main area for improvement - more police on the streets.

Govanhill has remained a priority area for regeneration and collaborative action, including:

- establishment of the **Govanhill Neighborhood Management Group** which has broad partner representation. This group aims to identify priorities to improve the local environment, and make it a better place where people feel safe and want to live and work;
- **Govanhill is one of eight Equally Well sites in Scotland**. This is a collaboration between local public services aimed at reducing inequalities in the health and wellbeing of people who need support most. Govanhill has a focus on community regeneration and development; and
- establishment of the **Govanhill Regeneration Taskforce** - a short term taskforce was established by Glasgow City Council Development and Regeneration Services to produce a Regeneration Strategy and Plan for the area.

Other Studies

There has been a raft of studies undertaken in Govanhill to better understand the issues it faces and to inform and direct future activity.

In late 2007 Govanhill Housing Association commissioned an assessment of the urban block comprising of Dixon Avenue, Westmoreland Street, Allison Street and Langside Road to examine the physical condition of the buildings as well as a social study. Key findings from the study are outlined below.

Buildings were structurally stable, however the condition of individual flats varied from good to very poor, with each one in need of some form of repair or improvement to bring them up to current standard.

Back garden areas were no longer fit for purpose.

The top three points that dissatisfy residents were that the area was run down, noise, and youths.

Confidence in the area was in decline.

Following on from this, a further study was commissioned in 2009 that focused on twelve blocks in South Govanhill. The physical conditions study also found that the condition of individual flats varied, and there was sufficient evidence to support the case for a major common repair scheme in the majority of properties (and even a more comprehensive tenement improvement). Some of the key messages from the social survey undertaken are outlined below.

High proportion of private rented properties.

Diverse ethnic mix (51 different ethnicities).

Very transient population.

Modest household income/financial struggles.

Improvements to date focused on interior of homes.

Greater concern about common areas.

Even greater concern about neighbourhood problems.

Both owners/tenants have limited knowledge of rights/responsibilities.

Public Petition

Govanhill Housing Association has also continued to champion for the area's improvement and ongoing regeneration. This includes submission of a petition in 2008 to the Scottish Parliament's Public Petitions Committee, on behalf of people in Govanhill, urging an inquiry into the slum landlords and gangmasters operating in the area. This submission followed a series of local public meetings involving residents and agencies.

Of specific concern was the scale of private housing stock in Govanhill which was reported to have had serious knock-on implications, including: increased number of slum private sector landlords; poor living conditions impacting on the health and wellbeing of local migrant workers, their families and the wider community; the relationship between slum landlords, agency gangmasters, and organised crime; public health and safety hazards; overcrowding; and social and racial tensions.

The petition called for the Scottish Parliament to determine if the scale of the challenges faced in Govanhill was unique in Scotland, and if so to make adequate provision for dedicated funding and support. The Scottish Government has since improved legislation which provides additional and strengthened powers that will be available to Local Authorities as a result of the Private Rented Housing (Scotland) Bill and the Housing (Scotland) Acts 2006 and 2010 amendments.

The Scottish Government also provided £300,000 to support landlord registration in Govanhill. The funding has been used to fund five members of staff that took up post towards the end of March 2011:

- Environmental Health Officer;
- Community Relation Officer;
- Landlord Enforcement Officer;
- Enforcement Support Officer; and
- Clerical Support Officer.

Following an away day of the Neighbourhood Management Group in 2009, the decision was taken to establish the Govanhill Operational Hub. There was clear recognition that there needed to be a more operational response on the ground (on a daily basis) to tackle the range of complex issues in Govanhill, as highlighted above.

3. Govanhill Operational Hub

This Section provides an overview of the operation of the Govanhill Operational Hub and builds on its rationale, as set out in the previous Section.

3.1 Strategic Objectives

The three-month review of the Hub reported that a lot had been achieved in a short space of time, in terms of getting the Hub up and running and dealing with issues. It did, however, highlight that there needed to be greater clarity around its aims and objectives.

This is an area of work which has been progressed, and the six strategic objectives for the Hub are set out below (as agreed by the NMG). An attempt has also been made to make clear how the Hub will achieve its strategic objectives.

For example, under “improve property management” there are references to registration of all landlords, registration of all agents/factors, etc. As highlighted later in this Section, this needs to be strengthened to include specific targets, milestones, etc.

Hub Objectives

Improve property management in the private sector (private landlords, HMO's, Factoring, and tenant behaviour).

Improve the living environment (refuse disposal, fly tipping, bulk uplift, infestation, vermin, littering, dog fouling, grounds maintenance, close cleaning).

Impact positively on anti social behaviour/crime/fear of crime.

Provide effective and accessible community engagement and accessible public interface.

Develop and support effective multi agency working.

Develop and support tactical analysis and intervention of issues of concern to Govanhill residents.

3.2 Operational Arrangements

The Govanhill Operational Hub was established on 6 April 2010 to develop a platform to facilitate improved operational working between partner agencies, and in the long term improve how partners engage and communicate with each other and the community.

The ethos behind the Hub was that it was viewed as a mechanism through which agencies could place emphasis on the provision of a more operational response on the ground, dealing with the complex issues in Govanhill on a day to day basis. This new joined-up approach was also expected to test out new ideas to address the root causes of issues in the area and improve the efficiency and effectiveness in which services are delivered.

At the time of its establishment, the Hub had no dedicated full-time staff. To date it has been facilitated on a part-time basis by a member of City Property staff, who has been responsible for bringing the partners together and helping to co-ordinate activity. A Project Administrator employed by the CHP provides support as part of her role funded through Equally Well. There is however, an understanding and expectation in some quarters that the five new posts funded by the Scottish Government would operate from the Hub.

The intention was for the Hub to operate from a shop front on Allison Street, however this did not come to fruition. Instead, the Hub operates from space provided rent free by the Govanhill Housing Association in its premises at Samaritan House, Coplaw Street. As yet the Hub is not front facing i.e. it is not open to residents to directly feed in issues or concerns.

The Hub's office has been set up with desks and computers for partners to use should they wish. However, the IT issues reported in the three-month review are still being resolved, although they will be addressed shortly. It is the intention for improved functionality within the Hub, with for example, Council staff able to access the Council's server and email accounts directly from the Hub - the intention is to cut back on travelling time from place of work to the Hub and back again.

While the Hub has only been operational for eleven months, considerable time and effort has been directed to resolving issues in Govanhill by agencies, and as such, the Hub has been built on the willing co-operation of partners.

This can be seen from attendance at the Operational Hub daily meetings in Samaritan House, chaired by City Property. The different agencies come together to raise any issues they have that need to be dealt with in Govanhill.

The intention is that issues are then progressed that day, with the support of other partners if required. Minutes of the meeting are taken and the Project Administrator is responsible for updating the Referral Log.

Points for noting include:

- there are a set of core agencies that attend the meeting on a daily basis - others attend on a less frequent basis and there are some key gaps in attendance;
- sensitive information relating to individuals and addresses is typically shared at the meeting (in addition to discussions “off-table”) - while this is key to the work of the Hub, some partners, for data protection issues, are not able to be as open;
- the duration of daily meetings varies from 15 minutes to over an hour - this varies depending on the number of issues raised and the level of discussion;
- the Hub has been to some extent reactive - in this sense it has been reacting to issues raised by the Hub partners; and
- the reactive nature of the Hub and the lack of leadership and direction from the Neighbourhood Management Group (see Section 3.3) has meant that the aspect of testing out new ideas to address the root causes of issues has not been a central focus of the Hub to date. If this is addressed in the future, the Hub has the potential to really make a difference.

3.3 Governance Arrangements

The Hub is not a constituted body, as such it relies heavily on the influence and commitment of partners to get things done. Governance and management arrangements are therefore relatively informal.

The Hub reports directly into the Neighbourhood Management Group (NMG) and also provides updates to Govanhill Community Action (GOCA) to ensure there is a link with the community.

It was also expected that the Hub would report into the Area Co-ordination Group (ACG) for the South East (covering the two Local CPPs). However, this group has not met in recent months and ACGs across the City are currently being restructured.

While the Hub has lines of reporting, it would appear that there are areas for improvement arising from our discussion with partners:

- **links with the Local CPP Board are weak** - the Local CPP Board is tasked with delivering on the objectives and priorities of the Glasgow CPP within a local setting and has certain decision-making powers. In order to strengthen governance arrangements, steps should be taken for the Local CPP Board to have more of a direct influence on the Hub;
- **a disconnect between structures** - there are a range of structures operational in Govanhill. Many of which involve the same agencies and individuals (e.g. NMG, Govanhill Taskforce, Hub). In moving forward it might be that a rationalization of structures would help simplify the landscape in Govanhill. This might include combining the NMG and Taskforce (which is short term) and redefining the group's role. This would also have the benefit of having elected member representation on the revised group which addresses a point made below;
- **the Hub lacks ownership to a certain degree** - the NMG had been without a Chair for a period of six months and as a result lost some momentum. While it now has a temporary Chair, there is still disconnect between the two structures. An issue for the Hub has been that the NMG's action plan has been in need of greater focus and refinement. Again, this is work that has progressed, with partners asked to identify a smaller number of priorities for their agency and programmes for action for 2011/12. There is a section in the draft action plan for the Operational Hub that sets out the Hub's strategic objectives. As with other sections in the action plan, there is a need to provide more specific indicators, including clear and quantifiable measures of success (and the baseline position). The NMG is a large group which is reported to make decision-making and being action-oriented more challenging;

- **the ACG has not met recently and is in a process of change** - while this has created a gap in terms of reporting from the Hub into other advice structures, the restructuring will result in a South ACG that will cover a wider area than before. This suggests that this forum would not be appropriate for the Hub to report into, and that more localised reporting arrangements would be better;
- **the Hub lacks clear progress reporting** - while this does happen there needs to be a standard form of reporting back into the NMG to ensure that partners are held to account and that the Hub is travelling in the right direction;
- improvements to progress reporting should also include **updates to elected members**; and
- it would appear that there is **not a single point of contact** for seeking clarification on issues with all partners often being emailed - in moving forward the Hub facilitator should take on this role, who would then be responsible for fielding queries to the most appropriate person.

3.4 Funding

Funding for the Hub comes from a number of sources, including:

- **Glasgow City Council** - funding from the Integrated Grants Fund of £200,000 in 2010/11 and £75,000 in 2011/12 was awarded centrally for neighbourhood management activities in Govanhill. The South East area team invited the South East CHP to submit an application detailing how the funding would be used and to act as host for the funding. Some of the funding is for staff posts and activity that pre-dated the hub; and
- **Scottish Government** - £300,000 to support landlord registration in Govanhill. Five members of staff have been employed by Glasgow City Council Development and Regeneration Services on fixed term contracts to March 2013.

In-kind support is a key part of the Hub's operation, and without it, the work of the Hub would be hindered. This includes rent free space provided by Govanhill Housing Association as well as staff from partner agencies attending the Hub's daily tasking meetings.

3.5 Monitoring Arrangements

An Excel database has been established to record issues raised within the Hub and ongoing progress until resolution. Minutes are taken and the Referral Log updated.

A wide range of information is recorded via the Hub, including: when issued raised; partner initiating issue; nature of issue; partner(s) involved; other issues raised; action taken; time taken to close issue (see Section 4 for more detail).

Due to IT issues within the Hub's office, the database is held on the CHP server. Given the CHP's data protection processes as well as initial preferences of some partners for confidentiality in recording, the data held on the system has been sanitised. A further issue is that there is duplication in recording - as issues raised are recorded by the Hub and on partners' own systems.

The intention was for the database to be held on the Hub's server, again meaning that partners could get easy access to update the progress of issues, etc. Should the Hub continue, it might be better for the database to be held at the Hub's location which might overcome the sanitised data issue and make the information more meaningful - and for partners to get easy access to it.

The Project Administrator is responsible for emailing partners to get an update on outstanding issues on a weekly basis. There is currently not a deadline given for response, the Project Administrator usually chases partners up, and this can be a protracted exercise.

Some specific issues that need to be considered further include:

- **categorisation of issues** - too many issues are recorded as "other". The categories need expanded to allow for useful and accurate analysis of data;
- **recording impacts and outcomes** - the action taken by partner(s) to resolve issues is recorded in narrative format. While this helps to tell the story of what has been done, this makes it more difficult to report on action

taken (and on the final outcome). An opportunity has been missed to more easily and fully report on the level and breadth of joint work undertaken;

- **recording reoccurring or new issues** – when issues have reoccurred or new issues have arisen within a property already on the database, this has been recorded under the initial issue. Changes have recently been made to capture these as new issues (i.e. new id number), so that recurring problems/repeat addresses, etc can be identified more easily;
- **progress from partners** - there needs to be a stronger emphasis placed on providing deadlines to partners to provide the Hub with an update on outstanding issues. There is generally a time lag between when an issue is closed by the partner and when they inform the Hub. It might also be an idea for the Hub to more clearly define when an issue is closed. For example, is it when the rubbish has been lifted, or is it a certain time period after this when there have been no further complaints, etc. As above, regular reporting is essential to enable useful and accurate analysis of data. As can be seen in Section 4 the average number of days to close an issue at the Hub is high – while this might in part reflect complex issues (and other issues identified upon initial investigation) and actions that take time (e.g. court proceedings, acceptable behavior contracts, assessments, etc), it might also reflect the time lag issue; and
- **contingency arrangements** - clear arrangements should be in place at the Hub to ensure accurate recording of issues (and seeking updates) on the Referral Log if staff responsible for its update are off for any reason.

It should be noted that the Hub has recognised that there is scope for improvement and some of the above issues are being addressed.

While there are monitoring arrangements in place, this needs to be strengthened further and a clear monitoring framework put in place for the Hub. This will have the benefit of providing partners with a clear sense of what can be expected to be delivered from the Hub's operation and from the collaborative partnership approach.

4. Hub Performance

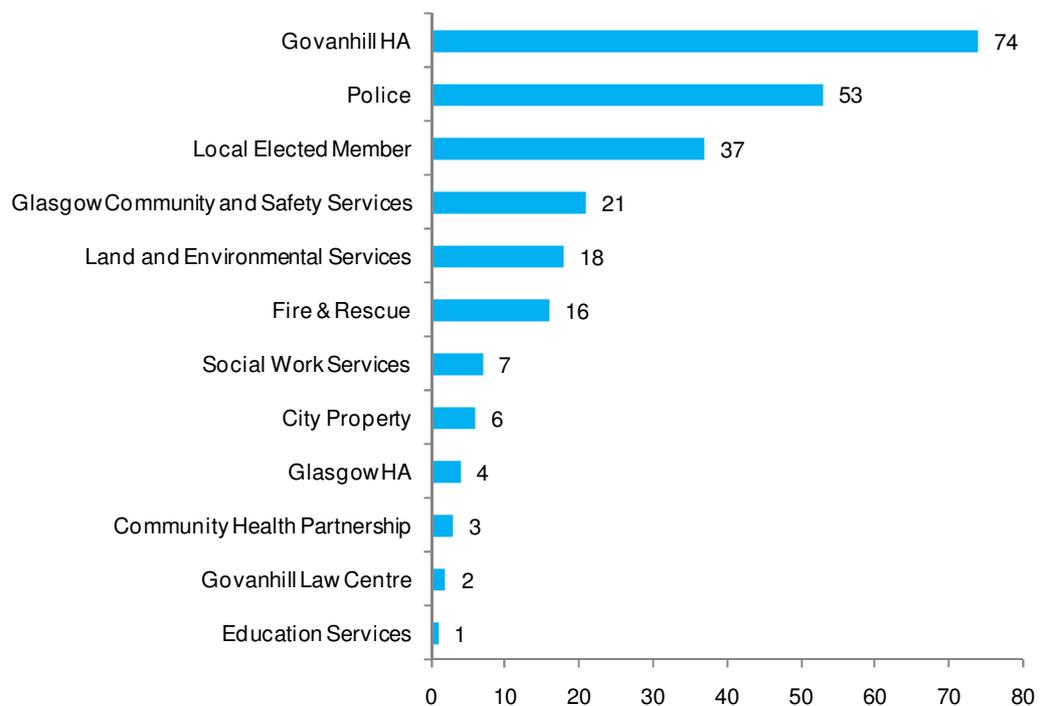
This Section provides an overview of the issues raised with the Govanhill Operational Hub from 6 April 2010 to 31 March 2011. The data presented here has been extracted from the Hub's database.

4.1 Issues Raised

Since the inception of the Govanhill Operational Hub, a total of **242 issues** have been raised by a wide range of partners and individuals (**Figure 1**). 119 issues are currently ongoing (49% of issues).

As was the case at the point of the three-month review, Govanhill Housing Association (74 issues, 31%) and the Police (53 issues, 22%) are the source of most referrals to the Hub. Local elected members have also been a source of referral (37 issues, 15%). These three sources represent over two thirds of all referrals.

Figure 1: Issues raised at the Hub



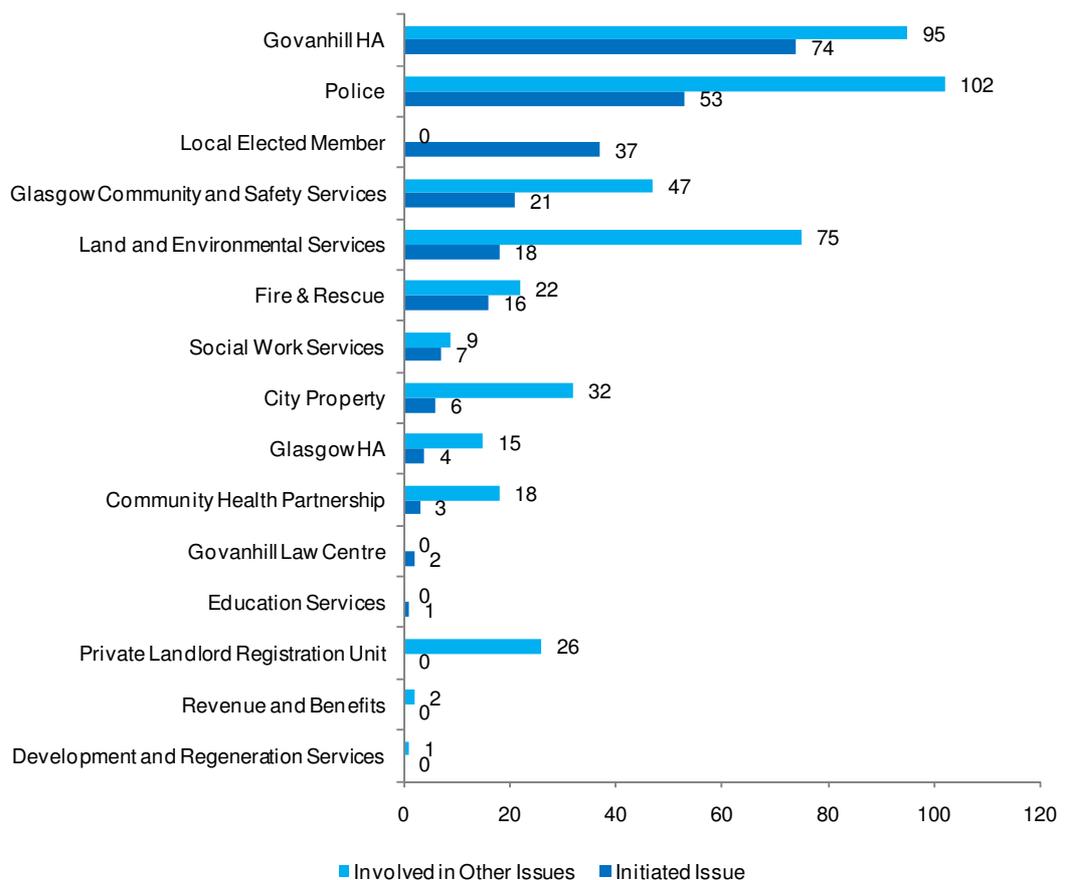
N = 242

While referrals are not equally distributed across partners, it is important to note that there is a significant level of joint working across all partners, with in many cases no one agency solely responsible for dealing with a particular issue. Also it should be noted that some agencies do not refer all issues they deal with in Govanhill into the Hub, if they don't think it is appropriate.

4.2 Partnership Working

The partner agency (or individual) raising an issue within the Hub is set out above. However, it is typically the case that more than one agency is involved in resolving the initial and/or subsequent issues. **Figure 2** illustrates the level of joint working between partners.

Figure 2: Partner Initiating Issue and Involvement in Other Issues



N= 242

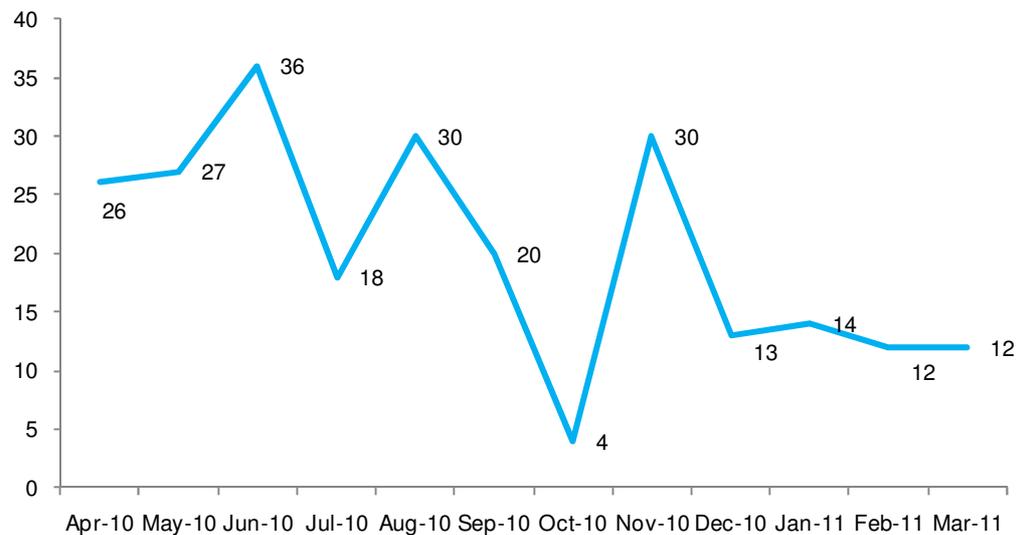
The police (102 issues) and Govanhill Housing Association (95 issues), followed by Land and Environmental Services (75 issues) are the agencies most likely to be involved in helping to resolve issues that they did not initiate.

While referrals are not equally distributed across partners, the figures above help to illustrate the extent to which partners are involved in issues raised by other agencies. For example, Land and Environmental Services and the Private Landlord Registration have not referred many issues into the Hub, however both have been involved in resolving a number of issues raised by other agencies.

4.3 Flow of Issues Raised

Figure 3 illustrates the flow of issues raised within the Hub from its inception. It can be seen that there has been a fairly uneven flow of issues. The average number of issues raised per month is 20.

Figure 3: Flow of issues raised at the Hub



N = 242

Worth noting is the dip to four issues in October 2010 and the subsequent increase to 30 issues the following month. This was as a result of the member of staff responsible for updating the Referral Log being off during October, therefore issues raised during this month were not logged until November.

It has been recognised that there needs to be a contingency put in place to ensure that there is an accurate recording of issues, and this is now resolved.

When different quarters are examined it can be seen that there has been a steady decrease in the number of issues raised:

- 89 issues (April to June 2010);
- 68 issues (July to September 2010);
- 47 issues (October to December 2010); and
- 38 issues (January to March 2011).

4.4 Nature of Issues Raised

The Hub deals with a diverse range of issues as highlighted in [Table 2](#).

Table 2: Nature of initial issue raised

	Number of issues	% of total cases
Other	99	41
Anti-social behaviour - noise pollution	50	21
Environmental health - improper domestic refuse disposal	35	14
Anti-social behaviour - alcohol/drug related	15	6
Fire hazards	10	4
Environmental health - fly tipping	10	4
Pest control - cockroaches/bedbugs	7	3
Anti-social behaviour - noise resulting from overcrowding in private rented flats	7	3
Anti-social behaviour - vandalism	7	3
Environmental health - housing issues	2	1

N=242

The first point to note is the significant number of issues raised as “other” (99 issues, 41%). This covers a diverse range of issues such as water ingress, dog fouling and specific issues relating to the behaviour of tenants/factors.

While the categorisation of issues is something that the Hub partners are now reflecting on with a view to expansion, the high identification of “other” issues will have had implications for undertaking analysis to identify trends, etc.

Apart from “other”, the most commonly raised issues relate to anti-social behaviour linked to noise pollution - e.g. noisy parties, excessive street noise, loud music, etc (50 issues, 21%) and environmental health issues with regard to the improper disposal of refuse (35 issues, 14%). Indeed, all of the issues raised centre on different types of anti-social behaviour and environmental/public health issues.

Fire hazards are another issue dealt with by the Hub - these are often linked to anti-social behaviour and secondary fires, as well as risks associated with blocked escape routes, refuse in closes and up against flats, etc. While the number of identified issues relating to fire hazards is low, the potential for a major incident in Govanhill is considered to be high.

A further issue for noting is the mis-match between the number of issues fed into the Hub and agency intelligence. For example, [Table 2](#) shows that there have been seven issues relating to cockroaches/bedbugs and while there have additional issues raised around this (see [Table 3](#)), data provided by Land and Environmental Services highlighted previously (see [Page 6](#)), shows that there have been over 500 complaints in the last year. The wider intelligence from partners will also be important from a strategic perspective to help inform the Hub’s focus.

4.5 Location of Issues Raised

[Section 2](#) set out the defined boundaries of Govanhill. While the majority of issues raised within the Hub fall within the agreed boundary (226 issues, 93%), some do spill over to areas on the periphery of Govanhill (16 issues, 7%). The Hub has taken a flexible and responsive approach to addressing all issues, as those on the periphery of Govanhill often have an effect on the wider area.

[Appendix A](#) maps out the concentration of issues raised within the Govanhill boundary. Particular hot spot areas appear to be:

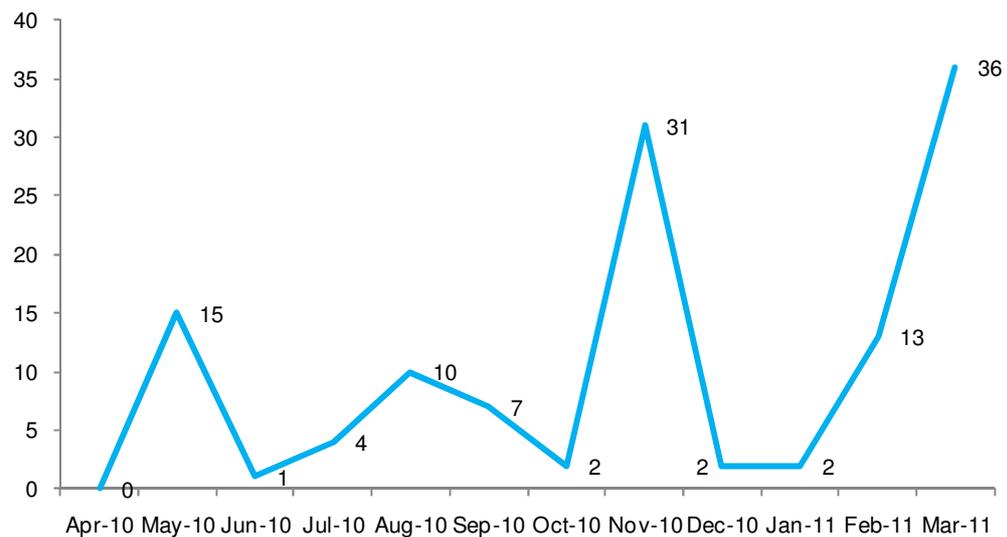
- Allison Street - 39 issues, 17% of cases;
- Langside Road - 21 issues, 9% of cases;
- Annette Street - 18 issues, 8% of cases;
- Calder Street - 13 issues, 6% of cases;
- Gartuck Street - 14 issues, 6% of cases;

- Inglefield Street - 12 issues, 5% of cases; and
- Dixon Avenue - 11 issues, 5% of cases.

4.6 Issues Closed

To date 123 out of the 242 issues raised within the Hub have been closed, representing 51% of all issues (**Figure 4**).

Figure 4: Flow of Issues Closed at the Hub



N=123

As with issues raised, it can be seen that there has been a fairly uneven flow of issues closed. The average number of issues closed per month is 10 - this is half the average figure for issues raised.

When different quarters are examined, it can be seen that there has, however, been a steady increase in the number of issues closed:

- 16 issues (April to Jun 2010);
- 21 issues (July to September 2010);
- 35 issues (October to December 2010); and
- 51 issues (January to March 2011).

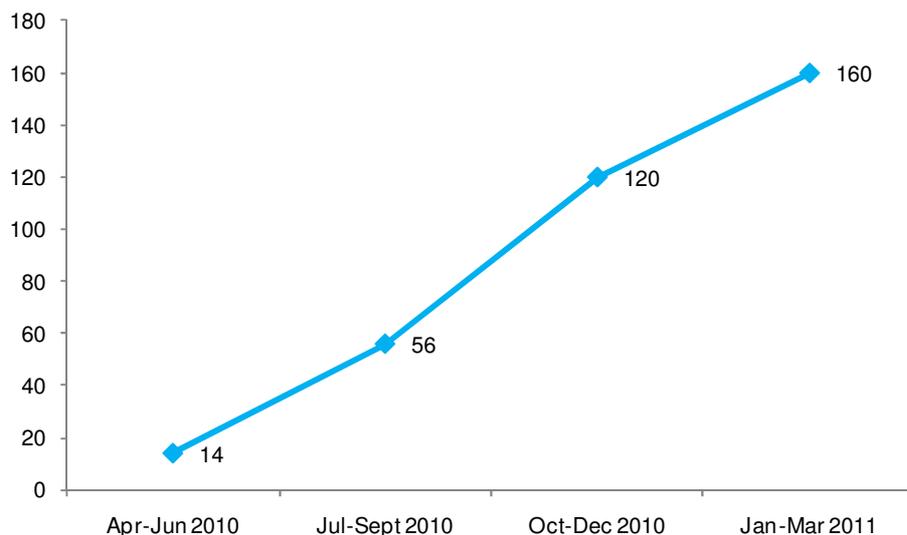
Worth noting is the dip to two issues closed in October 2010 and the subsequent increase to 31 issues closed the following month. This mirrors the situation for issues raised and reflects that there was not a process in place to log issues in the absence of the member of staff responsible for this activity.

Another issue is that there is generally a time lag between when the partner that raised the issue closes it at their end and informing the Hub so that it can be closed on the Referral Log. This means that it is often the case that the issue is closed a time before it is officially closed at the Hub. Alternatively issues can be closed as a Hub issue but kept live by the partner agency for ongoing monitoring.

From analysis of the data, it can also be seen that there is significant variation in terms of the minimum and maximum number of days taken to close an issue at the Hub. The time lag between closure at the partner's end and the Hub is also pertinent here. The data shows that:

- the minimum number of days to close an issue is 0 days⁶;
- the maximum number of days to close an issue is 330 days; and
- the average number of days to close an issue is 112 days.

Figure 5: Days taken to Close Issues



N= 123

⁶ Issue raised at the Hub in the morning and resolved the same day.

Figure 5 above illustrates the average number of days to close an issue. It can be seen that there has been steady increase in the average number of days to close an issue from 14 days (first quarter of operation) to a high of 160 days (latest quarter).

This could be as a result of a number of factors, including the initial issue and the number of associated additional issues to be investigated requires more time to be resolved, and the time lag in informing the Project Administrator that the issue has been closed at the agency’s end. While some issues are complex and do take time to close, the time lag issue is an area that needs to be addressed.

4.7 Additional Issues

When partners investigate the initial issue raised, it is sometimes the case that other issues come to light. **Table 3** sets this out in more detail.

Table 3: Nature of additional issues raised

	Number of issues	% of total cases
Environmental health - improper domestic refuse disposal	18	23
Anti-social behaviour - alcohol/drug related	15	19
Anti-social behaviour - noise resulting from overcrowding in private rented flats	15	19
Anti-social behaviour - noise pollution	9	11
Environmental health - fly tipping	6	8
Pest control - cockroaches/bedbugs	5	6
Other	4	5
Fire hazards	3	4
Anti-social behaviour - vandalism	3	4
Environmental health - housing issues	1	1

N=79

It can be seen that additional issues partners deal with centre on improper domestic refuse disposal, alcohol/drug related anti-social behaviour, and noise resulting from overcrowding in private rented flats.

4.8 Action Taken

Information on the breadth and depth of action taken by partners to resolve a particular issue is captured in the database in narrative format. As such, it is difficult to interrogate and analyse this data with any ease.

Action might include the following:

- joint visits;
- follow up visits;
- case conferences including multiple partners, often for vulnerable residents;
- liaison with letting agents;
- checks that landlords are registered;
- engagement with owners/tenants;
- installation of smoke detectors;
- refuse clean-ups;
- issue of notices for improper rubbish disposal, etc;
- applications for, and granting of ASBOs;
- acceptable behaviour contracts; and
- eviction action.

These are just some examples. Outlined below are some detailed examples of the range of actions taken by partners to resolve issues. Some are examples of issues which have taken a high number of days to close due to the complex nature of issues and the time some actions take to progress.

Example 1

The multi-agency response identified both emergency and follow up actions within a tenement block and the problems in the close have now dropped to a manageable and acceptable level. The property was found to be in serious disrepair, with nine adults and nine children living in a one bedroom flat. Most children were registered with Health or Education.

The gas fire in the living room which was being used for a sleeping area was defective and there was a risk of carbon monoxide poisoning. The children were regularly doing the toilet in the close due to overcrowding issues and there was no soap or working toilet when the property was accessed.

The close was not being cleaned by the private tenants and bulk was regularly being dumped in the close creating health, safety and fire hazards. There were no smoke detectors in the property. The allegations of an HMO were checked with confirmation being received that the household were one extended family.

An emergency response was requested and actioned by Scottish Gas Networks to isolate the gas fire. Battery smoke detectors were fitted by Fire & Rescue (though were later pulled off by tenants). The Housing Association used telephone interpreting to communicate with the household. The landlord was contacted who was unaware of the situation and sacked his letting agent as a result of the interagency response.

Many follow up visits over a period of months were made to this flat by the Housing Association, Police and Environmental Health prior to the tenants leaving.

During this time, further issues were responded to similar to the initial complaints, together with a response to a severe infestation in the property of cockroaches. The landlord committed to and has dealt with all repairs to bring the property to a lettable standard. In parallel with this issue, the Housing Association as Factor facilitated with the assistance of DRS, a common maintenance repairs to the roof, rainwater and waste systems, close lighting, rot and plasterwork repairs, and the door entry system.

Example 2

Upon investigation of complaints made relating to two flats in the same tenement block, it was found that both flats were confirmed as registered to the same private landlord. Numerous visits to the private tenants concerned led to only marginal improvement in behaviour.

Many joint visits were undertaken as one individual was involved in anti-social behaviour in the neighbourhood and another was charged for vandalism in the close.

Direct intervention by the Housing Association and Police with the letting agent led to the household being legally removed from one flat and no further problems have been reported in the block.

Example 3

Issues raised included drug abuse in the close, alcohol consumption, refuse issues, insecure close doors, broken windows, close generally very tired and reference to the general lack of maintenance e.g. painter work.

A meeting of owners was subsequently arranged by GCSS where only one owner attended. The invite was reissued, again through GCSS, making it more pointed. The response was eight out of nine owners attended with an apology from the missing owner. A very positive meeting was held. This was the first time owners had ever been in the same room let alone discussed the issues. They exchanged e-mail/tel.nos, agreed to fund replacement doors, £1,000 each agreed around the table, and voted to change their factor due to consistent failure and frustration.

They subsequently approached Govanhill Housing Association who are meeting with them to take this forward.

City Property visited the current factor in their head office accompanied by a police officer. The result of this was that within ten working days the close was secured, windows replaced, close painted and generally cleaned up by the factor. No further complaints from either the owners or tenants have been made since the factor took action and the general appearance of the close has improved markedly.

Example 4

A young person was subject to an ASBO by the Housing Association and was incarcerated prior to the formation of the Hub - a prolific and repeat offender with complex support issues mainly relating to alcohol abuse, linked to Govanhill Young Team, previously in young offending institutions, and a vulnerable mother who was not able to control her son. Incidents ranged from general low level anti-social behaviour, vandalism, street drinking, serious assault, carrying weapons, etc. Upon release from prison there was immediate reoffending, and as a result of tenant complaints the young person was returned to prison immediately.

The case was reviewed by the Hub with outreach work in Polmont Prison by Health, Police and Govanhill Housing Association. Numerous interventions were offered and accepted prior to the person being released.

However, while the person did not engage with the interventions, regular reviews of the situation were undertaken by agencies. There has been no repeat offending within Govanhill and the ASBO has now expired. The mother's tenancy has been sustained as have others in the close which were at risk due to anti-social behaviour in and around flat/close.

Example 5

Land and Environmental Services had regular complaints relating to a particular close - refuse within the close and the back court, anti social behaviour, drug taking and the close being used as a toilet. Using the joint agency approach at the Hub there has been a big improvement, while there is still the odd complaint about refuse bags left in the close – LES officers are visiting it only one or two times as opposed to dozens. The close is also cleaner. The Hub is still engaging with the owners/residents to continue the improvement, but LES now consider that this close is no longer a problem area.

Example 6

A young person was identified as being part of the Govanhill Young Team by numerous residents in the area, and allegedly involved in street drinking and low level anti social behaviour. A joint visit by Police and Govanhill Housing Association to interview the young person and mother was undertaken. Support was offered and refused and the implications on their tenancy were explained.

As a result of the intervention an Acceptable Behaviour Contract was signed. There have been no further reports of the tenant's son being involved in anti social behaviour. Reports of activity of Govanhill Young Team in and around closes concerned have halted directly after contact was made by agencies and agreement to sign the Acceptable Behaviour Contract.

Example 7

A tenant known to services as having numerous behavioural, mental health and addiction issues was giving concerns to agencies regarding his vulnerability. Concerns were raised over his alleged access to weapons, threat to self harm or hurt others.

A case conference was convened and an agreed action plan and referrals to different parts of Social Work for assessment with regards to the tenant's vulnerability and mental health capacity was undertaken. While boundaries were set by agencies these have subsequently been broken. With police intervention the person has been charged and remanded until trial for his own and others safety.

These examples help illustrate the breadth of action taken, the joint approach to resolving issues, and more fully highlight the complex and sensitive issues dealt with by Hub partners.

5. Stakeholder Feedback

This Section draws together the views of those individuals with a key role, or interest in the Govanhill Operational Hub. The feedback presented here is based on a series of face-to-face and telephone interviews with 23 stakeholders ([Appendix B](#)).

5.1 Involvement in the Hub

Those consulted as part of the evaluation had been involved with the Hub for various lengths of time and had been involved at different levels of operation.

Some consultees involvement goes back to before the establishment of the Hub. This includes those that attended public meetings in the area to discuss local residents' concerns, as well as involvement at a more strategic level in the Neighbourhood Management Group (NMG) which helped to shape the formation and direction of the Hub.

Others have been involved at a more operational level, including attendance at the daily Hub meeting and taking a hands-on approach to tackling any issues raised - working on ground and providing a daily presence in Govanhill.

All consultees are supportive of the concept of the Hub and what it is trying to achieve, however, commitment to providing staffing to attend the daily Hub meeting varies across agencies. As with the three-month review, some agencies report greater benefit from involvement than others, and are therefore more closely involved in its day-to-day operation. In these cases, agencies view their involvement in the Hub as part of their usual routine.

Consultees reported that prior to the Hub, partners were working in the area to tackle issues and that the NMG was identifying priorities to help improve the local environment. However, the general view was that there was a need to bring agencies closer to the community, to have a daily presence in Govanhill, and to work more collaboratively to address the root causes of issues.

5.2 Strategic Rationale

A common view was provided by consultees on the strategic rationale for the Hub.

Govanhill is reported by many to be a diverse area in terms of its make-up and that in many ways it is considered a unique neighbourhood. Consultees pointed to the wide ranging challenges it faces - improper disposal of rubbish, slum and absentee landlords, overcrowding, anti-social behaviour, public health issues, etc. Consultees further highlighted the deep-rooted health inequalities and poverty faced by those that live in Govanhill.

While some issues in Govanhill are reported to be as a result of the sudden increase in the Romanian and Slovakian Roma population, consultees are also quick to point out that many of the challenges e.g. health inequalities, drug-alcohol misuse, crime, school absenteeism, etc are common to the Govanhill population as a whole.

Some consultees also emphasised the growing disquiet among residents, with tensions building and a growing frustration that nothing was being done.

While there was activity happening in Govanhill, it was reported that there were issues around duplication and agencies working in isolation. While it would be unfair to suggest that there was no partnership working or established relationships prior to the Hub, it was felt that there needed to be greater communication and co-ordination of effort by agencies working in the area.

In this sense, some felt that a co-ordination role was important, someone to facilitate bringing the different agencies together, increasing the understanding of what each was doing, etc. Key to establishing the Hub was considered to be improving communication between agencies (and the community), shortening pathways between agencies to enable a quicker and more joined-up response, more effective service delivery, and coming up with creative and new approaches to service provision.

There was recognition, however that the challenges in Govanhill would not be resolved overnight, and that underlying issues were cultural and about changing behaviour - a long term preventative and education based approach would be required.

5.3 Views on Governance and Accountability

While some consultees are clear on the role and objectives of the Hub others are less so.

A point proposed by some is that the Hub got up and running too quickly, and that not enough time was spent upfront planning and agreeing a clear remit for the Hub, including aims, objectives, baseline position, and measures of success. In this sense, some partners are of the view that governance arrangements have been too informal.

Strategic objectives have now been set for Hub and some consultees reported that work is ongoing to set performance monitoring indicators. For some, this should have been considered at the outset, otherwise it is difficult to assess the difference made, impact and importantly to be able to hold partners to account.

Consultees pointed to an element of disconnect between the Hub, the NMG, the Local CPP Board (and the short term Taskforce). As a result of this, consultees reported that there has been a lack of strategic leadership and direction provided to the Hub.

The NMG is reported to have lost some momentum as it had been without a Chair. While consultees reported that it has a temporary Chair and work is progressing to refine their action plan, there is said to be a need for the NMG to be more action-oriented and to provide stronger leadership and direction to the Hub, as its delivery arm.

For the issues highlighted above, there is also reported to be improvements that could be made to reporting arrangements, including:

- there needs to be a standard form of reporting back into the NMG to ensure that partners are held to account and that the Hub is travelling in the right direction;
- reporting to elected members - the NMG that the Hub reports into does not include elected members. It was suggested that this could be factored into the Local CPP Board, which could have more of an influence on the Hub, and/or into a revised strategic structure that includes elected member representation; and

- there was a feeling that the NMG should place more emphasis on examining partners' data and intelligence to help inform delivery and communicate good news stories in the area. For example, the Police report a 31% reduction in anti-social behaviour in Govanhill over the last 12 months.

5.4 Views on Performance and Impact

Views on performance of the Hub were mixed. Many of those consulted emphasised the early stage at which the Hub is at, and that the partnership approach was very much a long term one. This is linked to the previous point that underlying cultural issues and behaviour change requires a long term approach.

It was therefore emphasised that the evaluation should be viewed in this context in the examination of progress and overall performance.

Without dedicated full-time staff, the general view provided was that City Property has helped drive forward the delivery of the Hub in a relatively short space of time and that the Hub has been supported by the willingness and ongoing commitment of partners.

Many consultees consider that good progress has been made for an initiative still very much in its infancy. Consultees pointed to the relationships and connections that have been formed, the sharing of information, and the joint working taking place. For these consultees the early phase of the Hub has been about laying the foundations on which to build.

In this sense, these consultees are satisfied that the Hub is moving in the right direction and that progress is being made given the resources made available to it and the lack of dedicated staff to manage the Hub and drive the agenda forward.

For others, the lack of clarity on aims, objectives and milestones has meant that it is more difficult to judge tangibly how well the Hub is performing, over and above forming relationships, etc.

More detail on progress is outlined below.

Establishing the Hub

As reported, consultees are of the view that the culture of partnership working has been enhanced and that the Hub has been established on the basis of continued commitment by partners.

All consultees are supportive of the concept of the Hub, but while some are happy with the pace of progress, others are less so. Expectations for the Hub are high, as such there are some frustrations and tensions among partners, including that:

- there has been a lack of high level strategic leadership and direction given to the Hub;
- the Hub is not front facing - a one stop shop idea, accessible to the public;
- it has not been more widely promoted to residents;
- it is to a certain extent reactive, and as a result has been less about coming up with new approaches, longer term solutions, etc;
- there are not clear measures for success; and
- expectations that the Scottish Government funded posts would be based at the Hub.

Engaging Partners

Consultees report that there is a core set of partners that attend the Hub meeting on a daily basis, others turn up as and when capacity allows. While support for the concept of the Hub is clear, it would appear that not all agencies are committed to a member of staff attending more regularly.

Education, Health and Social Work are occasional attendees although there are single points of contact within agencies to deal with issues should they arise, and the information sharing that goes on round the table is more difficult for these agencies to take part in. For these agencies there might also be more than one member of staff that could attend the Hub, making consistent representation difficult.

However, a number of agencies reported that a key partner is often missing from the meetings and that this increases the risk of duplication of effort.

Improving Communication between Partners

The Hub is reported to have in many cases opened up channels for greater communication between agencies and securing buy-in to the approach.

The daily meetings are said to have provided an opportunity to get partners round the same table, share information (both on and off table), respond more quickly to issues on a more joined up basis, and has shortened pathways - more so than would have happened previously.

In a lot of cases it has resulted in those involved more operationally to have a named point of contact in other agencies, having a greater understanding and awareness of what other agencies do, and closer relationships.

In a small number of cases, consultees are of the view that relationships are already in place and that partners should be working together anyway.

Improving Communication with the Community

While some consultees reported ongoing communication and links with Govanhill Community Action (GOCA - a fairly new group made up of representation from around 25 local groups), the general view is that this is an area that needs more attention and greater focus. Some raised an issue that GOCA is in need of development to become more representative, nevertheless it is considered to have been a useful sounding board with regard to a community element. Another view expressed is in relation to the number of Residents Groups that are active in Govanhill (the largest of these being Govanhill Residents Groups), and a view that these could be another source of engagement for the Hub.

Aligned to this is the general growing frustration among some partners that the Hub is not front-facing as had been agreed by the NMG. Many consultees reported that the foundations have been laid, relationships formed, joint working taking place - all positive signs for moving to the next stage of development. Reception staff within Govanhill Housing Association have been trained to log issues raised by residents and to pass onto the Hub to raise with partners.

However, some are of the view that there doesn't need to be a physical hub for there to be a direct link with the community.

5.5 Success and Achievements

Most consultees are pleased with progress and highlighted specific examples of success and achievement. This includes:

- buy in from partners;
- additional funding provided by the Scottish Government to fund staff posts;
- two international visits to the Hub to find out more about the approach;
- lobbying role – new legislation now allows for third party reporting on overcrowding and sets a space standard;
- prosecution of gangmasters operating in the area – currently pending trial, The Police, Govanhill Law Centre (and their clients who gave evidence) and a host of other agencies were involved in collating the evidence needed to take this further;
- joint visits and approach taken by the Police and Govanhill Housing Association to deal with identified members of youth gangs is planned for replication elsewhere (e.g. Toryglen and Gorbals). Youth disorder is reported to have decreased considerably in Govanhill as a result;
- the area has some high tariff offenders and as a result of the Hub, the Police were able to secure an ASBO for a serious offender within a far shorter space of time. The Police reported that due to the quick response, the likelihood of a more serious crime happening was far reduced;
- agreement to put in place maintenance plans for tenants that sets out clear responsibilities – will be rolled out in refurbished stock first and will include a series of enforced close meetings;
- Strathclyde Fire & Rescue have offered training to agencies to increase awareness of fire safety issues as other agencies have greater access to premises – this has been taken up by Govanhill Housing Association, Police, and health workers and is resulting in referrals now being made to SF&R;
- Govanhill Law Centre has also provided training on unlawful evictions as a direct result of joint working on issues; and
- the Police now have a Human Trafficking Department as a result of these issues being highlighted as a serious issue in the area.

5.6 Views on Hub Locus

There are also mixed views on the locus for the Hub.

As reported, the Hub operates out of Samaritan House, the same building as Govanhill Housing Association. There are some differences in opinion in relation to how effective this location for the Hub has been.

Most consultees are of the view that this has been a useful location - a well known building, high footfall, etc and that it makes sense for the Hub to operate from here. However, alternatives raised by some consultees, include:

- the shop front idea that did not proceed might have been a better location – more visible, at the centre of where issues are raised (Allison St). While some felt that the cost implications might preclude this from happening, others felt that it should not be discounted; and
- no need for a physical hub - the view here is that there does not need to be a base in Govanhill for those working in the area. Staff can work remotely, have Blackberries, etc. However, others felt that this would be detrimental to the Hub and to future partnership working. Also, as reported there is an expectation among some partners that the Government funded posts are to be based in Govanhill.

5.7 The Partnership Approach

The general view is a positive one in relation to the partnership approach.

It is considered that some partners benefit more from the Hub than others, and this is something that was raised in the earlier review. This in part might help explain the different levels of day to day involvement in the Hub.

As reported, in some cases relationships were already established. However, in most cases, consultees reported that the new and closer relationships formed are a key strength of the Hub and that foundations are in place to develop these further. It is clear that some connections had not previously been in existence and that the Hub has facilitated new contacts. However, some provided the view that the Hub needs to move beyond these kind of benefits.

Consultees are of the view that the partnership approach has also resulted in a greater focus of attention in Govanhill.

The Hub has been built on the willingness of partners to work together more collaboratively - and there is recognition that joint working is taking place more routinely (sharing information and intelligence, undertaking joint visits, help in providing solutions, etc).

Some partners pointed to the need to often involve other partners in resolving an issue, and that the established relationships often meant a quicker response i.e. don't have to ring round and get past from person to person to find the right contact.

Others indicated that it had made their jobs easier.

5.8 Areas of Weakness/Challenges

Some potential weaknesses and ongoing challenges in the current approach were identified.

This includes issues that are considered to have hindered its development, such as:

- while relationships have been formed and trust built, there are still issues around some partners not being able to share sensitive information in that forum. There are still tensions around different perspectives of agencies (education and advocacy versus enforcement);
- some still consider there to be a lack of clarity around the role of the Hub and its focus - as well as a disconnection between structures and clear measures of success;
- a lack of dedicated full-time resource to manage the operation of the Hub;
- ongoing uncertainty about whether the Government funded posts will be based at the Hub;
- some partners are restricted capacity wise in relation to the time that can be devoted to the Hub and perhaps see less value in it for their organisation;
- the split of social work services from the CHP resulted in less attendance at daily meetings;

- linked to the above point, is that some partners feel that the daily Hub meetings are too long, need greater focus, and don't need to be everyday – in this sense too much time is wasted travelling from the office to the Hub and back again – this links to the ongoing IT problems which has meant partners have not been able to work from the Hub;
- a lack of time spent on coming up with new approaches to address the root causes of issues – the Local CPP Board and NMG are identified as having a key role to play;
- low profile with the community - the Hub has not been promoted to residents of Govanhill, it is not front facing, and there has been no good news stories published. The level of proactive engagement and communication with the wider community has been limited (with the exception of the relationship with GOCA); and
- lack of engagement and communication with the community - there needs to be more engagement with local people to find out their priorities, and there is no formal mechanism to follow up with individuals to get feedback on whether issues remain resolved.

Other challenges (current and future) relate to:

- all partners need to fully sign up to and commit to the Hub;
- the Hub has not been adequately resourced (both finance and staff) – the GCC direct contribution to the Hub is also reducing in 2011/12;
- managing the expectations of partners (and the community should it become front facing);
- there needs to be recognition that change won't happen overnight, it will take time to get underneath the cultural and behavioural issues;
- getting the community to take some ownership and responsibility for improving their living environment;
- lack of political support; and
- securing the buy in from landlords and factors.

5.9 In the Absence of the Hub

While some joined up activity would have happened in the absence of the Hub, most consultees indicated that the Hub has played an important role in shortening pathways between agencies, greater joint working, quicker response times – that might not have happened otherwise, or would have taken longer to make the right connections and therefore resulted in a less timely and effective response.

While it is the case that communication was taking place between some partners, this was generally considered not at the same level as is the case now.

Without the Hub, many consultees considered the extent to which partners would have come together (on a daily basis), made relevant connections, have had a focus on Govanhill, or experienced the same depth of communication and co-operation would not have been achieved.

Most consultees highlighted the huge potential of the Hub in the long-term and scope for it to be rolled out in other neighbourhoods – and highlighted two international visits that have taken place to find out more about the approach in Govanhill, including the Canadian Mounted Police.

However, as reported earlier some consultees found it difficult to put a finger on what it has achieved and consider the lack of clear aims, objectives, targets, etc has made it more difficult to identify specifically what difference the existence of the Hub has made.

5.10 Views on Value for Money

Different issues arose when consultees were asked about the specific value for money resulting from GCC's contribution to the Hub.

Many consultees indicated that it was still too early to judge whether the Hub has provided value for money, but that considerable progress is reported to have been made in its first eleven months.

Consultees identified a range of examples to highlight signs in relation to value for money and that a number of achievements have already been made, which are said to be testament to the limited dedicated staffing and financial resources.

Views provided on value for money for the Hub include:

- the importance of the Hub in creating a greater, more concentrated focus on Govanhill should not be under-estimated;
- quicker, more efficient responses to issues raised;
- changes in working practices and in how partners work together;
- making people's jobs easier; and
- leveraging in the £300,000 funding from the Scottish Government.

However, as above a few consultees found it difficult to answer this question - either because it was considered too early or that it was difficult to judge impact.

5.11 Future Development

As highlighted above, there are differences in opinion as to whether there is an ongoing need for a physical Hub in Govanhill and whether staff need to be based there. Having said that, consultees recognise that the issues in Govanhill require a longer term solution, and that there is a continuing need for partners to work in the area.

Most consultees are positive about the need for the Hub and its potential impact. However, there is considered to be a need to manage expectations, given reducing budgets and at the moment no dedicated full-time staff to keep the momentum going.

Views provided include:

- **commitment from partners** - this varies and it will be important to get all partners to commit the time and resources and to fully buy into Hub – needs collective ownership;
- **adequate project management arrangements** - to date the Hub has been delivered with a part-time member of staff and the effort of partners. It needs a dedicated manager (even on a temporary basis) to provide an overseeing role;

- **improvements to monitoring impact** – there are issues with the nature of information collated as it does not fully capture the work that is being undertaken by partners and outcomes. Measuring success also needs to be more clearly articulated;
- **clear lines of communication and reporting to stakeholders** - the disconnect between the Hub, the Local CPP Board, the NMG and elected members requires to be resolved;
- **providing long term solutions** – to date the Hub is viewed as somewhat reactive and a key challenge will be creating the space and time to come up with strategic solutions to address the root causes of problems – it is this that will help the Hub to make a real difference;
- **development of a communications strategy** – there has been limited engagement and promotion of the Hub more widely for a variety of reasons. This has been a source of frustration for some partners in addition to the lack of front facing - the collective ownership needs to include ownership by the community; and
- **scope for replication** – most see the potential of the Hub and in the future would like to see the model rolled out elsewhere.

6. Conclusions and Recommendations

This Section outlines the main learning points from the evaluation and sets out some recommendations for consideration in the future development of the Govanhill Operational Hub.

The Govanhill Operational Hub has been fully operational for less than a year. As such, the evaluation findings should be considered in this context.

The ethos behind the development of a more joined up approach and one that focuses on action on the ground is a sound one. The concept of the Hub is very much supported by partners, and while there is recognition that the model is not perfect, the Hub has progressed well for an initiative that is very much in its infancy.

6.1 Conclusions

Our conclusions are structured in line with the overall study objectives.

Collective Impact

Over the past eleven months it can be seen that considerable time and effort has gone into getting the Hub up and running, with little resources both in terms of finance and dedicated full time staff. It is testament to those involved, including the willingness and commitment of partners to work together to improve the area for the community.

There are a number of reasons that make establishing the collective impact of the Hub difficult. Firstly, it is still too early to fully assess the contribution of the Hub. Secondly, there is recognition among partners that the cultural and behavioural changes issues in Govanhill require a longer term solution. Thirdly, while objectives have been agreed for the Hub, work is still ongoing to more clearly define targets, indicators, and measures of success.

However, an overall assessment of progress can be made, as set out below:

- the Hub has facilitated the bringing together of a range of partners, to work to shared objectives, and to improve the way partners work together at an operational level;

- relationships and connections have been formed and developed, and trust has been built between those involved;
- there is a core set of partners that attend the Hub daily – in this case it is evident that the Hub is not viewed as an add-on to their job, it has become part of their usual routine;
- communication between partners has increased, this includes the sharing of information and intelligence to help make informed decisions on how best to resolve issues – this happens at the Hub daily meeting, however it is important to recognise that significant information sharing and co-operation happens outwith these meetings (off-table);
- almost 250 issues have been raised at the Hub since its inception by a range of agencies, although the flow of issues raised has decreased – the issues raised and subsequent issues identified upon investigation are often complex and require a multi-agency approach; and
- there is clear evidence of more joined-up working and approaches - sharing of information, joint visits, case conferences, referrals, etc all show that partners are looking at ways in which they can work more collaboratively and reduce duplication of effort.

While most are happy with progress to date, other views provided include the following:

- there is a need for clear governance and a more formalised approach to the partnership working arrangements to increase the Hub's credibility;
- the Hub could have achieved greater impact if it had been front facing and had a higher profile within Govanhill, ensuring true community engagement;
- the reactive nature of the Hub has meant less of a focus on testing new approaches and coming up with new ways to provide long terms solutions to issues;
- there is currently no formal mechanism to get feedback from residents on whether issues remain resolved; and
- the lack of a clearly defined role and outcomes, etc for the Hub, have for some meant that it is difficult to judge impact – over and above establishing new relationships.

Other issues are also apparent that make establishing impact difficult. The current recording systems need improved to make sure that the right data is being captured to monitor progress but also that it is recorded in such a way as to make analysis easy. The database shows many examples of the action taken by partners, which in some cases results in visits over a period of months. However, this is currently captured in narrative format, making it difficult to interrogate and analyse.

Having said this, there is genuine support for the concept of the Hub and many highlight the potential impact it could achieve in the longer-term, with the full commitment and buy-in from partners and improvements to its delivery.

Value for Money

Views on value for money are mixed.

On one hand, many consider it far too early to judge value for money, however there is evidence that this is beginning to emerge:

- the importance of the Hub in creating a greater, more concentrated focus on Govanhill should not be under-estimated;
- quicker, more efficient responses to issues raised;
- changes in working practices and in how partners work together;
- making people's jobs easier; and
- leveraging in the £300,000 funding from the Scottish Government.

A significant proportion of the GCC funding was for staff posts that typically pre-dated the Hub. The direct contribution of funding has therefore been small (rates, overheads), and is reducing further in 2011/12. In this context, many agencies are of the view that the Hub has been value for money.

On the other hand, the lack of clear outcomes and measures of success have made it more difficult for some to judge value for money.

Added Value

The added value of the Hub can be seen in a range of ways. While some relationships were in existence prior to the Hub and joint activity will undoubtedly have happened in some cases, there are signs that the existence of the Hub has played an important role in enhancing this.

Examples include:

- new and deeper relationships and connections formed;
- a renewed focus of effort on Govanhill;
- shortening pathways;
- greater information sharing;
- greater joint working; and
- quicker, more efficient responses to issues raised.

However, as above others suggest that the lack of clear outcomes and measures of success have made this more difficult for some to judge.

Accountability and Governance Arrangements

An issue for the Hub is that it is not a constituted body – it has no influence. In most parts it has the buy-in from partners, however, if it is to be successful there needs to be a renewed commitment from all partners to buy-in to and support the Hub.

There is an immediate need to resolve the issue of having more clearly defined targets, indicators, and measures of success, and to ensure that partners are clear on the Hub's focus and on how it will achieve positive outcomes for Govanhill.

There are lines of reporting in place for the Hub, however structures have been in a process of change and flux. As such, there are signs that the Hub has lacked ownership and high level direction.

The current disconnect between the Hub, the Local CPP Board and NMG (and even between the NMG and the Govanhill Taskforce) is an issue that needs resolved to ensure clearer lines of reporting and communication with stakeholders, including elected members.

Work is ongoing to refine the NMG's action plan to include a reduced number of priorities and greater accountability. As above, the section for the Hub needs to be expanded on to provide greater clarity on targets, indicators, and milestones.

There are issues with the current data recording systems in that:

- it is overly sanitised;
- more thought needs to be given to expanding categories of data recorded (e.g. nature of issue, action taken) to provide a more accurate reflection of issues and to make analysis of trends, etc easier; and
- while the narrative sections are helpful and tell the full story of what partners have done, it poses problems in terms of interrogating and reporting on action taken.

Data systems need improved which will also have the benefit of strengthening progress reporting to relevant structures. The right level of information is needed in order to provide guidance and direction to the Hub.

Hub Locus

As with other areas, views on the locus for the Hub are mixed.

For some, operating from Samaritan House rent free has been of great benefit, as it is well known in the area and there is a high footfall of people passing through. In the current financial climate this provides a good option for the Hub, should it continue and should Govanhill Housing Association continue to provide in-kind support.

Aligned to this is that there is an expectation among some partners that the Scottish Government funded posts are to be based in Govanhill and that there has been agreement through the NMG that the Hub would be front facing - therefore a base makes sense.

However, for others there is feeling that in this day and age there does not have to be a physical Hub, and that officers can now more easily work remotely, etc.

6.2 Recommendations

The following recommendations are described below for consideration.

Clearer Governance Arrangements

Consideration should be given to establishing a **Partnership Agreement** for the Hub. This will help formalise arrangements, strengthen governance, and increase the credibility of the Hub among partners (and the community).

The aim is to secure full buy-in, renew commitment from partners, and ensure that everyone involved is clear on:

- the purpose of the Hub;
- common goals;
- aims, objectives, outputs and outcomes/impacts;
- individual roles and responsibilities; and
- contribution to the Hub's action plan.

Clearer Leadership and Direction

The Hub has lacked clear leadership and direction, and the disconnect between a range of structures in Govanhill has made this more challenging.

Consideration should therefore be given to **rationalising structures**, including the potential to combine the Neighbourhood Management Group and the Govanhill Taskforce. An issue has been the lack of communication with elected members, and this proposal would resolve this.

In order to ensure a greater focus on tackling the root cause of issues in Govanhill, there needs to be input to the Hub at a strategic level. If the NMG was a smaller group it could potentially take on this role, however, in its current form this would not be appropriate.

Consideration should be given to forming a **small sub-group of the NMG including key partners** to provide advisory support to the Hub. Consideration might also be given to having community representation via GOCA, with the proviso that it continues to develop its representativeness as the group evolves.

Clear terms of reference will require to be produced, however the sub-group's remit might cover:

- advising on the strategic direction of the Hub;
- discussing and agreeing ways in which to best tackle the root cause of issues - coming up longer-term solutions, new approaches, a preventative and education based approach, etc;
- agreeing a monitoring framework for the Hub;
- regular updates on progress and impact, including the effectiveness of the partnership (possibly including a traffic light system); and
- ensuring meaningful engagement with the community, including taking forward the development of a communication strategy.

Stronger connections with the Local CPP Board should also be progressed so that it has a greater influence on the Hub's development. Appropriate links will therefore have to be developed between the Local CPP Board and the proposed NMG sub-group.

Monitoring Arrangements and Systems

Developing a robust monitoring framework for the Hub has been highlighted above. Some additional points for consideration on systems include:

- the monitoring framework will guide the data collection process and the current Referral Log will require to be adjusted accordingly. There is a need to expand categories for capturing types of issues and thought also needs to be given as to how best to capture action taken and impacts (over and above the narrative text);
- there should be some reflection on the server on which the Hub's database is held. Should the Hub continue, it might be better to hold this on the Hub's server, which would overcome issues around access for partners and reduce the extent to which data is sanitised, making it more meaningful; and
- there needs to be more formal arrangements to secure feedback from residents who have been supported by the Hub, and on what difference they see in their local community.

Resources

Consideration should be given to having a full-time member of staff responsible for managing and overseeing the Hub, and for helping to implement the actions in this report.

Glasgow City Council's Development and Regeneration Services is the employer of the five Scottish Government funded posts. While it is recognised that these staff do not have to work from a permanent base in Govanhill, the Hub will only thrive, develop, and create a lasting impact if staff have a dedicated focus and presence in the local area.

Locus

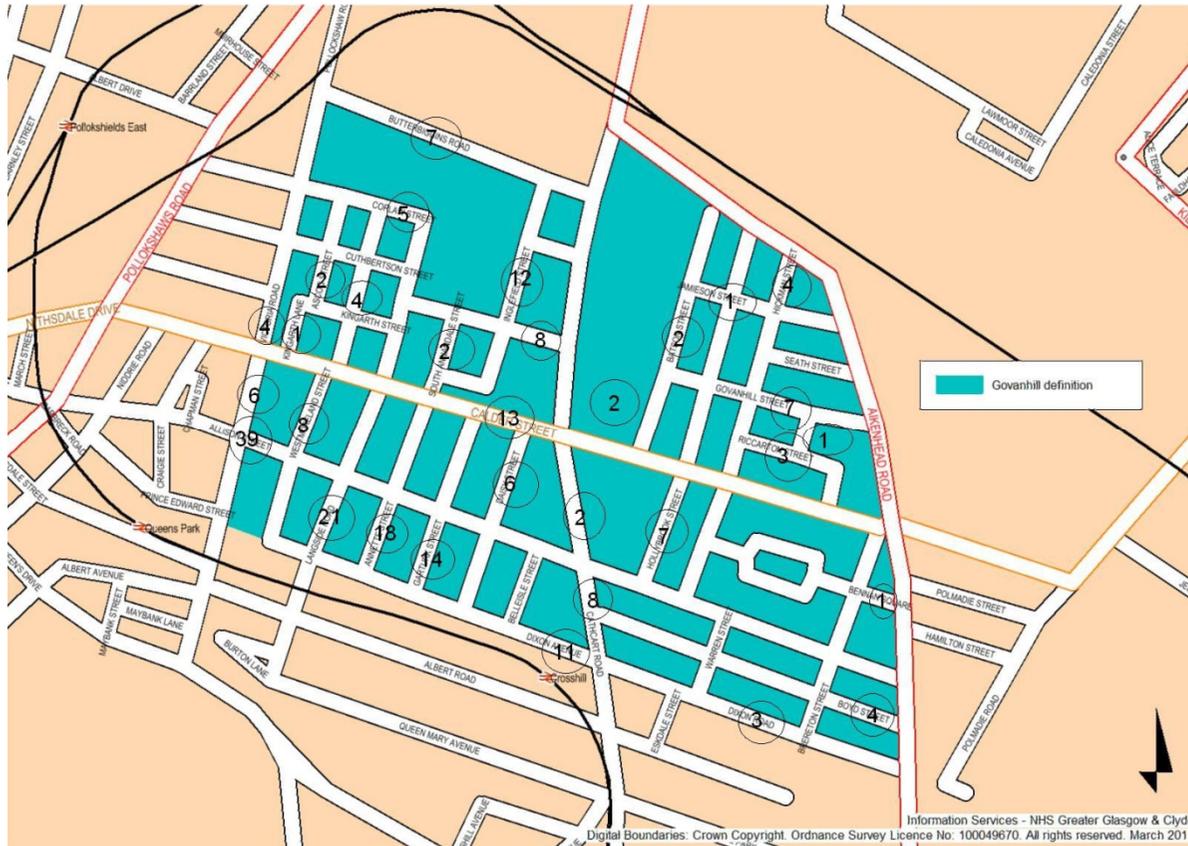
As there are mixed views on the locus for the Hub, consideration could be given to the following option:

- a shop front that would serve as a drop-in centre for the local community to feed in any issues. This would also provide opportunities to increase the level of communication and engagement with the community if it is in a more visible location. It could also create opportunities for relevant staff to operate from, for some of the time e.g. hot-desk approach; and
- a back office function should be retained for the Hub, which could be within the Govanhill locale.

Appendix A

Map – Issues Raised in Govanhill Boundary

Issues Raised within Govanhill Boundary



Appendix B

List of Consultees

Consultees

Danny Alderslowe	Elected member
Lyn Ewing	GOCA
Anne Lear	Govanhill Housing Association
Alan McDonald	Govanhill Housing Association
Bridget Gallagher	Glasgow City CHP – South Sector
Chris Harkins	Glasgow Centre for Population Health
Stephen McAllister	Strathclyde Police
Paul Wilson	Strathclyde Police
Nigel Kerr	GCC – Land & Environmental Services
Hazel Stevenson	GCC – Land & Environmental Services
Paul Stewart	Strathclyde Fire & Rescue
Brian McCracken	Strathclyde Fire & Rescue
Brian Carroll	Glasgow Community & Safety Services
Fraser	Glasgow Community & Safety Services
Joanne	Glasgow Community & Safety Services
Fiona Dickson	GCC – Partnership & Development
Judith Robertson	Glasgow City CHP – South Sector (Equally Well)
Gordon Smith	City Property
Brian Parr	GCC – Development & Regeneration Services
Lorraine Barrie	Govanhill Law Centre
Anne Marie Millar	Elected Member
Frank McAveety	MSP
Helena McGinty	Office of Anas Sarwar MP