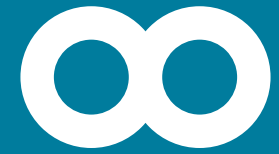# Staying on Track

Housing First Fidelity Assurance Framework

Homeless Link

Contents

Navigating this document

The Staying on Track framework is an interactive document containing two self-reflection tools.

The **commissioning self-reflection tool** is divided into two parts:
- Part One is for commissioners who are designing a Housing First service.
- Part Two is for commissioners who already have a Housing First service up and running.

The **delivery services self-reflection tool** is in one part and is for services who are delivering Housing First support.

For ease, you can jump between the different sections of the framework by clicking on the buttons below right.

Why fidelity matters

The Oxford English Dictionary defines fidelity as 'faithfulness to a person, cause, or belief, demonstrated by continuing loyalty and support'. When considering Housing First services, 'fidelity' is a term that has been used for many years now to mean high adherence to the Housing First principles. Services with high fidelity are the most effective at supporting people.

Housing First is an internationally recognised and evidence-based model of housing and support for those with chronic housing, health and social care needs. Research on the approach shows that the effectiveness of services is linked to how closely they adhere to a set of key principles underpinning delivery. These principles were firstly identified in the US and were contextualised for England, by Homeless Link, in 2016.

Housing First is an effective way to achieving a sustainable exit from long-term homelessness for people for whom other standard service offers have failed. There is a strong body of UK and international evidence demonstrating that, with close fidelity to the Housing First principles, between 80% and 90% of those receiving Housing First remain housed within two years, with reduced criminal justice involvement and health inequalities.

Services without high adherence to the principles are less effective, risk bringing the model into question and impact the ability for the approach to be understood and adopted by policy and decision makers. It is therefore vital that services understand the principles and work hard to ensure they are embedded in

practice because, when done well, Housing First has the potential to dramatically change the lives of those experiencing multiple disadvantage.

The Staying on Track framework has been developed in the belief that everyone involved in designing and delivering Housing First services should have a commitment to fidelity and can use the framework as a tool to help meet that commitment.

Different types of fidelity assurance frameworks have been developed in Scotland, Wales and for the English Housing First pilots. This framework draws on lessons learned from the application of those frameworks and the work and recommendations of the Staying On Track Task and Finish Group convened by Homeless Link that met from October 2022 to March 2023.

This framework is not a good practice guide and should therefore be used in conjunction with other Homeless Link Housing First resources, including:

- **Housing First Toolkit**

- **The Principles for Housing First**

- **Housing First non-negotiables**

- **Housing First fidelity guidance**

The aim of the framework

The Staying on Track framework has been developed to support 'fidelity by design' and 'fidelity by delivery'. Its aim is to act as a tool for self-reflection and an opportunity for learning and improving. Use of this framework should be a collaborative exercise between those involved in designing and delivering services.

The framework therefore consists of two self-reflection tools – one for those involved in designing services and one for those involved in delivering services. Achieving high fidelity to the Housing First principles is an ongoing journey and using this framework can help with that process by identifying the actions that need to be taken to get there.

The intention is that the framework becomes embedded in the ways of working of all those involved in the design and delivery of services. This should mean that, while the first time that the self-reflection process is completed is likely to be quite time and resource-intensive, subsequent use of the tool should not be so demanding.

The framework is not an 'assessment', and it follows that there is no pass or fail. Completing one of the tools should enable those involved in the design and delivery of Housing First to identify what is going well and what is in need of further attention. If a significant number of necessary actions are identified, it may be useful for further discussions to take place outside the framework process.

It is important that people with lived experience are closely involved in the design and delivery of services, and therefore also in the self-reflection processes. The tools' 'how to complete' sections includes suggestions for how this can be achieved.

This framework assumes that Housing First is targeted at those experiencing multiple disadvantage. Some Housing First services have been developed to target specific client groups, e.g. women, ex-prisoners, people experiencing mental ill health, and this framework is largely applicable for those services as well. It is not, however, applicable to Housing First for Youth (HF4Y), which is an entirely separate concept with different principles (for further information **click here**)

The commissioning self-reflection tool

This tool has been divided into two parts. Commissioners can carry out a self-reflection while designing a service (see **Part One**, p8), and/or at the same time as a commissioned delivery service is carrying out its own self-reflection (see **Part 2**, p16). If a service is already in place, commissioners do not need to complete **Part One** and can go straight to **Part Two**.

Introduction

The tool for those involved in designing services has been called the commissioning self-reflection tool because, in most cases, the lead on designing services will be taken by a commissioner or commissioning team in a statutory body. It is recognised however, that sometimes an in-house service may be developed within a statutory body, or a provider might obtain charitable funding for a service that they have designed themselves, and that in either case a 'commissioner' is unlikely to be involved. The tool is just as relevant to those circumstances and references to 'commissioner' within the framework should therefore be taken to cover anyone who is leading on the design of a service.

The commissioning tool has been developed to enable commissioners to demonstrate that they have the same commitment to fidelity as they expect of their support delivery services. It is recommended that the tool is completed while designing services, and thereafter at the same time as the delivery service is carrying out its own self-reflection. The tool therefore consists of a short set of indicators to enable a self-reflection on fidelity to each of the seven Housing First principles when designing a service (**Part One**), and a separate short set of indicators to be used when carrying out a joint self-reflection with a delivery service (**Part Two**).
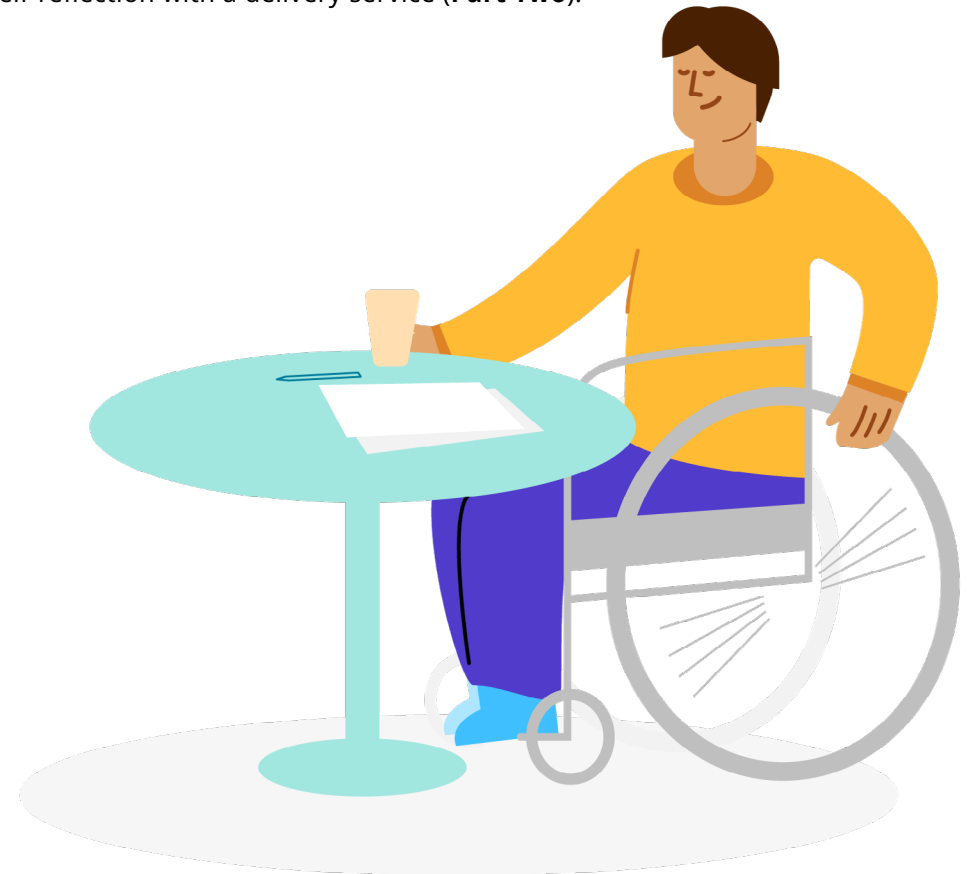
Part One: Designing a service

How to complete

This part of the self-reflection tool can be used at any point in the design of a service, up to and including the service being put out to tender, although the earlier in the design process it is used, the greater will be the likely benefit.

Commissioners should identify a staff member to take the lead on completing the tool. The tool consists of seven tables (one for each of the Housing First principles), and each table has four columns with the following headings:

- **Indicator** – some principles have more than one indicator

- **RAG rating** – a way to reflect on your Housing First service and if the indicator is met **(Green)**, being worked toward **(Amber)** or is not met **(Red)**

- **Reflection** – a free-text box to note down any key information discussed in relation to the indicator

- **Potential actions** – a second free-text box to note down any potential actions that could be taken in relation to the indicator

It is intended that use of the tool should be a collaborative exercise, but it is recognised that the extent of that collaboration will vary depending on the intended size and geographical coverage of the service. Collaboration might involve gathering the views of potential referral agencies, landlords, people with lived experience, procurement colleagues, and other stakeholders.

When all views have been gathered, the lead staff member should fill out the self-reflection tool. They will need to give the service a RAG rating against each of the indicators, record why they have given this RAG rating in the 'Reflection' column, and note in the 'Potential actions' column what commissioners might be able to do to respond to the points raised in the 'Reflection' column. For each indicator, example RAG ratings can be found by clicking the purple button in the table.

After completing the tool, the lead staff member should convene a meeting of all relevant commissioning staff to consider the outcome of the process and to complete the **Next Steps** action plan table. This involves firming up the potential actions, and agreeing who will take responsibility for each one, target dates for completion of actions, and how progress will be monitored.

The commissioning self-reflection tool: Designing a service

Principle 1:
People have a right to a home

Indicator	RAG rating			Reflection	Potential actions
Commissioners play an active leadership role in engaging with landlords to raise awareness and understanding of the Housing First principles and the expectations of landlords.	Red	Amber	Green		
Commissioners and providers have clear roles and responsibilities to secure access to homes for Housing First and to establish agreements with landlords that are consistent with the Housing First principles/fidelity framework.	Red	Amber	Green		
One of the main key performance indicators for the service is tenancy sustainment.	Red	Amber	Green		

Principle 2:
Flexible support is provided for as long as it is needed

Indicator	RAG rating	Reflection	Potential actions
The service is targeted at individuals with multiple disadvantage, which manifests in a combination of experiences including homelessness, substance misuse, gender-based violence and abuse, contact with the criminal justice system and mental ill health.	Red Amber Green		
Partnerships and functional pathways are in place to ensure timely access to the service.	Red Amber Green		
The provision of support that is tailored to an individual's needs and that has no fixed end date is embedded in the service design.	Red Amber Green		
In recognition of a commitment to open-ended support, contract length is maximised as far as availability of funding and procurement rules allow.	Red Amber Green		

Principle 3:
Housing and support are separated

Indicator	RAG rating	Reflection	Potential actions
Landlords are aware that, where a housing placement doesn't work out, their support will be required for a planned move to be facilitated.	Red Amber Green		
Where a landlord organisation might also provide support, commissioners make clear that housing and support must remain separate.	Red Amber Green		

Principle 4:
Individuals have choice and control

Indicator	RAG rating	Reflection	Potential actions
Individuals having choice – where possible – over where they live is embedded in the design of the service.	Red Amber Green		
Individuals having choice over when, where and how they are supported is embedded in the design of the service.	Red Amber Green		
Personal budgets are provided.	Red Amber Green		

Principle 5:
An active engagement approach is used

Indicator	RAG rating	Reflection	Potential actions
Sufficient resources are provided to allow for small caseloads with a maximum capacity of 1:7, and the provision of services outside of typical office hours.	Red Amber Green		
Sufficient resources are provided to enable and support Housing First staff to deliver trauma-informed and assertive support, with provision for reflective practice and/or clinical supervision.	Red Amber Green		

Principle 6:
The service is based on people's strengths, goals and aspirations

Indicator	RAG rating	Reflection	Potential actions
The importance of providers adopting a strengths-based approach to service delivery is embedded in the design of the service.	Red Amber Green		

Principle 7:
A harm reduction approach is used

Indicator	RAG rating	Reflection	Potential actions
The importance of balancing considerations around safety and harm reduction is embedded in the design of the service.	Red Amber Green		

Next Steps: action plan

Agreed actions	By whom	By when	Comments

Agreed actions	By whom	By when	Comments

Part Two: Providing a service

How to complete

This part of the tool can be used at the same time as a commissioned delivery service is carrying out its own self-reflection.

Commissioners should identify a staff member to take the lead on completing the self-reflection tool. The tool consists of seven tables (one for each of the Housing First principles), and each table has four columns with the following headings:

- **Indicator** – some principles have more than one indicator

- **RAG rating** – a way to reflect on your Housing First service and if the indicator is met (Green), being worked toward (Amber) or is not met (Red)

- **Reflection** – a free-text box to note down any key information discussed in relation to the indicator

- **Potential actions** – a second free-text box to note down any potential actions that could be taken in relation to the indicator

It is intended that use of the tool should be a collaborative exercise, but it is recognised that the extent of that collaboration will vary depending on the size and geographical coverage of the service. Collaboration might involve gathering the views of the service provider, referral agencies, landlords, service users, people with lived experience and other stakeholders.

When all views have been gathered, the lead staff member should, on the self-reflection tool, give the service a RAG rating against each of the indicators, record why they have given this RAG rating in the 'Reflection' column, and note in the 'Potential actions' column what commissioners might be able to do to respond to the points raised in the Reflection column. For each indicator, example RAG ratings can be found by clicking the purple button in the table.

After completing the tool, the lead staff member should convene a meeting of all relevant commissioning staff to consider the outcome of the process and to complete the **Next Steps** action plan table. The task of the staff meeting is to firm up the potential actions and agree who will take responsibility for each one, target dates for completion of actions, and how progress on completing the actions will be monitored.

The commissioning self-reflection tool: Providing a service

Principle 1:
People have a right to a home

Indicator	RAG rating	Reflection	Potential actions
One of the main key performance indicators for the service is tenancy sustainment.	Red Amber Green		

Principle 2:
Flexible support is provided for as long as it is needed

Indicator	RAG rating	Reflection	Potential actions
The service is targeted at individuals with multiple disadvantage, which manifests in a combination of experiences including homelessness, substance misuse, gender-based violence and abuse, contact with the criminal justice system and mental ill health.	Red Amber Green		
In recognition of a commitment to open-ended support, contract length is maximised as far as availability of funding and procurement rules allow, and continuation funding is actively sought when end of contract is approaching.	Red Amber Green		

Principle 3:
Housing and support are separated

Indicator	RAG rating	Reflection	Potential actions
If a landlord organisation is also providing support, checks are in place to ensure that housing and support remain separate.	Red Amber Green		

Principle 4:
Individuals have choice and control

Indicator	RAG rating	Reflection	Potential actions
Individuals have choice – where possible – over where they live.	Red Amber Green		
Individuals have choice over when, where and how they are supported.	Red Amber Green		
Personal budgets are provided.	Red Amber Green		

Principle 5:
An active engagement approach is used

Indicator	RAG rating			Reflection	Potential actions
Commissioners work with providers to review cases where Housing First does not appear to be the right service for an individual and, if appropriate, facilitate a referral into a suitable alternative service.	Red	Amber	Green		

Principle 6:
An active engagement approach is used

Indicator	RAG rating			Reflection	Potential actions
Hard outcomes and soft outcomes are viewed as having equal importance.	Red	Amber	Green		

Principle 7:
A harm reduction approach is used

Indicator	RAG rating	Reflection	Potential actions
Providers are using a robust and comprehensive harm reduction approach.	Red Amber Green		
Policies and procedures are in place with appropriate escalation mechanisms to manage situations where the safety of residents or others is at risk.	Red Amber Green		

Next Steps: action plan

Agreed actions	By whom	By when	Comments

Agreed actions	By whom	By when	Comments

The delivery services self-reflection tool

Delivery services vary in size and geographical coverage across the country, from small services based in one local authority area to large regional services that cover several local authority areas. The process outlined below will therefore need to be adjusted to take account of the local situation, but it is recommended that the key stages are followed as far as possible (see the process flowchart on **page 31**).

Introduction

The delivery services self-reflection tool is for the use of the service delivering the support element of Housing First, whether commissioned or otherwise, to reflect upon their service.

Where the service has been commissioned, it is anticipated that completion of the service delivery tool will become a commissioner's expectation and be included within service specifications. It is recommended that the tool is not completed until the service has been in operation for at least six months, is thereafter completed at least annually, and that each self-reflection is shared and discussed with commissioners.

The tool consists of a set of indicators to enable self-reflection on fidelity to each of the seven Housing First principles, in relation to both the service structure and day-to-day support delivery.

The use of this tool provides a valuable opportunity for the resident voice to be heard and it is strongly recommended that delivery services closely involve users of the service in the self-reflection process. The 'how to complete' section includes suggestions for how this can be achieved.

How to complete

Delivery services should identify a staff member to take the lead on completing the self-reflection tool. The tool consists of seven tables (one for each of the Housing First principles), and each table has four columns with the following headings:

- **Indicator** – some principles have more than one indicator

- **RAG rating** – a way to reflect on your Housing First service and if the indicator is met **(Green)**, being worked toward **(Amber)** or is not met **(Red)**.

- **Reflection** – a free-text box to note down any key information discussed in relation to the indicator

- **Potential actions** – a second free-text box to note down any potential actions that could be taken in relation to the indicator

When choosing the staff member, services should bear in mind that the first time that the tool is completed is likely to be quite time and resource-intensive. However, subsequent use of the tool should not be so demanding if the framework becomes embedded in the service's ways of working.

If the delivery service is a standalone voluntary organisation that only delivers this Housing First service, the most appropriate staff member would be the manager of the service/organisation. If the delivery service is part of a larger voluntary organisation, Registered Provider or statutory body, the service manager might still be the most appropriate staff member to lead on completing the tool, but equally it might be felt that other staff members are better placed to do this, e.g. the service manager's line manager or a colleague from an in-house quality assurance team.

Convening a reflection group

The staff member leading on tool completion should convene and chair a reflection group meeting that includes:

- **Staff** – the number of staff on the group will depend on the size of the service and the need to ensure staff cover, but services should try to ensure that at least one frontline support worker is enabled to be a member of the group.

- **Stakeholders** – the stakeholders in the service will vary from area to area but are likely to include the commissioner, referral agencies, and landlords (NB ideally, the commissioner should be completing their own self-reflection tool at the same time).

- **Service users and/or people with lived experience** – the number of service users and/or people with lived experience will depend on the size of the service and the processes that the service already has in place for gathering the views of service users and/or people with lived experience, but services should try to ensure that at least two service users and/or people with lived experience are enabled to be group members.

The reflection group should be convened with **psychologically informed environment (PIE)** principles in mind. This could mean considering the physical space, either in-person or online, and ensuring all participants can access it easily and feel comfortable; the date and time of the meeting to ensure everyone is able to participate; providing refreshments; agreeing some short ground rules so that the space feels equitable, accessible and safe; sharing the self-reflection tool in advance so everyone is able to prepare for the meeting; creating an agenda for the meeting and considering the format to help everyone engage in the process.

The purpose of the initial meeting should be to make everyone aware that the self-reflection is being carried out and to agree the key values that will underpin the work of the group. These should include building a culture of learning, creating a safe environment for honest conversations, valuing all voices equally, considering diversity and inclusion, and sharing and taking responsibility for actions.

The reflection group should also agree how the views of staff, stakeholders and service users will be gathered. The best approach will vary from service to service and depend on a number of local factors, but possible approaches include:

- **Staff** – the lead staff member could convene and chair one or more special meetings (depending on the size of the staff group), based on the PIE principles as above, to go through the tool and reflect on the RAG rating for each indicator.

- **Stakeholders** – the lead staff member could ask each stakeholder to feedback on sections of the tool that are most relevant to them, e.g. landlords could be asked to give feedback on the indicators in Principle 1.

- **Service users and/or people with lived experience** – focus groups that consider indicators that are most relevant to service users and/or people with lived experience and/or guided conversations with several different service users and/or people with lived experience (**see GMHF Guided Conversations Recording Tool**).

Filling in the tool

When all views have been gathered, the lead staff member should fill in parts of the self-reflection tool, giving the service a RAG rating against each of the indicators and recording why they have given this RAG rating in the 'Reflection'

column. For each indicator, example RAG ratings can be found by clicking the purple button in the table.
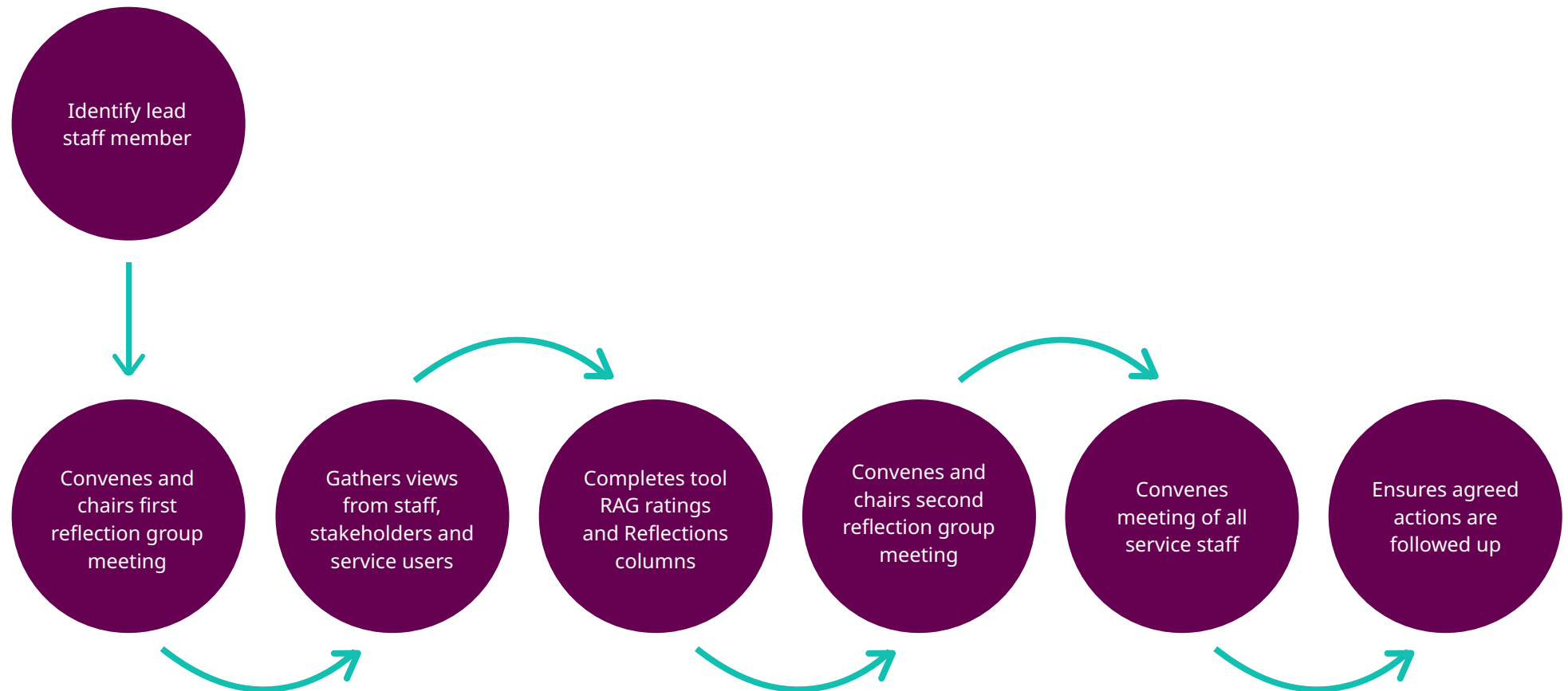
The lead staff member should send the partially completed tool to the members of the reflection group and convene and chair a meeting to discuss it. At the meeting, the group should agree or amend the RAG ratings and reflections and note in the 'Potential actions' column what the service might be able to do to respond to the points raised in the 'Reflection' column. It is likely that some of the actions identified will relate to systemic constraints on achieving fidelity, over which the service has little influence, e.g. availability of social housing in the local area, but they should be noted nevertheless.

After the group has signed off the self-reflection, the lead staff member should convene a meeting of all service staff to consider the outcome of the process and to complete the **Next Steps** action plan table. The reflection group will have noted potential actions to respond to the points raised, so the task of the staff meeting is to firm up those actions, and agree who will take responsibility for each one, target dates for completion of actions, and how progress will be monitored.

The staff meeting should also reflect on how well the whole process went. In particular, it should consider to what extent the views of stakeholders and service users and/or people with lived experience informed the outcome and what could be done to ensure that their views are more effectively gathered when the service next carries out the self-reflection exercise.

Process flowchart

Identify lead staff member

Convenes and chairs first reflection group meeting

Gathers views from staff, stakeholders and service users

Completes tool RAG ratings and Reflections columns

Convenes and chairs second reflection group meeting

Convenes meeting of all service staff

Ensures agreed actions are followed up

The delivery services self-reflection tool

Principle 1:
People have a right to a home

Indicator	RAG rating	Reflection	Potential actions
Access to housing is unconditional and not subject to any tenancy readiness checks.	Red Amber Green		
The service aims to house individuals as quickly as possible.	Red Amber Green		
The housing is affordable to each individual, and housing costs are covered by welfare benefits.	Red Amber Green		

Indicator	RAG rating			Reflection	Potential actions
The service clearly communicates to individuals the nature of the Housing First offer and the expectations of being a tenant.	Red	Amber	Green		
The service ensures that sufficient information is provided about a housing offer in relation to location, size, affordability and quality, to enable individuals to make informed decisions about the suitability of that offer.	Red	Amber	Green		
The individual holds the tenancy and therefore any decision they make about accessing support does not impact their housing.	Red	Amber	Green		
Tenancies remain open for individuals to return to following a short period in hospital, prison, residential rehabilitation.	Red	Amber	Green		

Principle 2:
Flexible support is provided for as long as it is needed

Indicator	RAG rating	Reflection	Potential actions
The support offer from the service does not have a fixed end date.	Red Amber Green		
The service is designed so that intensity of support can vary but with no expectation that it will taper over time.	Red Amber Green		
The service is designed so that support can be offered in a flexible way, including outside of typical office hours.	Red Amber Green		

Indicator	RAG rating	Reflection	Potential actions
The service has a clear process for supporting the individual to transition away from Housing First support if this is a positive choice for them.	Red Amber Green		
Providing the individual meets the criteria for the service, referral and assessment processes are open, flexible and don't create barriers to access.	Red Amber Green		
The service has established links with other relevant services that can help to meet the full range of an individual's needs, should they choose to seek access to those services.	Red Amber Green		

Principle 3:
Housing and support are separated

Indicator	RAG rating	Reflection	Potential actions
The offer of support stays with the individual even if the tenancy comes to an end for any reason.	Red Amber Green		
Support and housing management functions are separated and carried out by different workers.	Red Amber Green		
If an individual is at risk of eviction or abandonment, the service takes steps to enable a planned move to another home, which may or may not be within the service.	Red Amber Green		
If an individual does not engage with support, the tenancy continues unaffected.	Red Amber Green		

Principle 4:
Individuals have choice and control

Indicator	RAG rating	Reflection	Potential actions
Arrangements are in place to ensure tenancies are furnished and decorated in line with tenant choice.	Red Amber Green		
The tenancy agreement places no more restrictions on the individual than would be the case for any other tenant.	Red Amber Green		
Individuals have choice over when, where and how they are supported. This may change over time but is led by them.	Red Amber Green		

Indicator	RAG rating	Reflection	Potential actions
Individuals have choice over which other services they access and which other partners are involved in their support.	Red Amber Green		
Measures of progress are co-produced with the individual.	Red Amber Green		
Individuals have access to a personal budget and are supported to make choices about how it is spent.	Red Amber Green		

Principle 5:
An active engagement approach is used

Indicator	RAG rating			Reflection	Potential actions
Clear procedures are in place to prevent caseload capacity exceeding 1:7 (except for short periods of time) and for dealing with the return of dormant cases.	Red	Amber	Green		
Staff are persistent, consistent and creative in their approach, and cases are not closed on the basis of 'non-engagement'.	Red	Amber	Green		
Where the individual has chosen to access other services, the Housing First service seeks to develop a multi-agency approach.	Red	Amber	Green		
Staff are provided with adequate support to assist them in delivering assertive support, including reflective practice and/or clinical supervision.	Red	Amber	Green		

Principle 6:
The service is based on people's strengths, goals and aspirations

Indicator	RAG rating	Reflection	Potential actions
Individuals are supported to identify their strengths and aspirations and to set goals that are meaningful to them.	Red Amber Green		
Having identified their strengths and goals, individuals are supported to identify coping mechanisms and to develop resilience in other areas.	Red Amber Green		
The service supports individuals to begin building relationships within their local community.	Red Amber Green		
Hard outcomes and soft outcomes are viewed with equal importance.	Red Amber Green		

Principle 7:
A harm reduction approach is used

Indicator	RAG rating			Reflection	Potential actions
Staff support individuals holistically to think about their health and social care needs in relation to harm and risk, and support people to reduce the negative impact on their lives.	Red	Amber	Green		
Support staff hold the hope for individuals that change is possible, supporting them to identify the steps required for change.	Red	Amber	Green		
Staff are aware of harm reduction and relapse prevention techniques and use them in support.	Red	Amber	Green		
Where individuals have chosen to link into their local community, and/or local services and/or their local recovery community, they are supported to build relationships and assets.	Red	Amber	Green		
The service takes steps to ensure the safety of staff, partners and community as well as the individual receiving support, whilst minimising the impact this has on the provision of that support.	Red	Amber	Green		

Next Steps: action plan

Agreed actions	By whom	By when	Comments

Agreed actions	By whom	By when	Comments

What We Do

Homeless Link is the national membership charity for frontline homelessness services. We work to improve services through research, guidance and learning, and campaign for policy change that will ensure everyone has a place to call home and the support they need to keep it.

Homeless Link