

# **Glasgow City HSCP**

## **Rapid Rehousing Transition Plan**

**2019/20 – 2023/24**

## Foreword

Reflecting back on the progress that HARSAG represents, it struck me how it is possible, given the right circumstances, for colleagues from diverse backgrounds to come together and to quickly, collectively and practically agree a set of proposals that will radically improve outcomes for homeless people in Scotland.

This Rapid Rehousing Transition Plan for Glasgow contains our vision and the practical steps we see as necessary to deliver the systemic shift that will allow the city to respond much more effectively to homelessness.

I think it is important to view this RRTP as a dynamic document that will change and evolve over time. For me this process is predicated on 3 fundamental principles:

- the plan is based on a genuine partnership approach with a commitment to learn as we move through implementation;
- it is important that we work with and listen to people with lived experience of homelessness to ensure that what we do is always flexible and solution focussed;
- we are keen to effectively challenge our normal ways of working while simultaneously recognising the skills and experience of all our frontline staff.

There is a lot to be done and our RRTP sets out where we want to go and how we think we can get there.

To deliver, It's all about collaboration, learning as we go and partnership working with the express purpose of improving the lives of those who are homeless in Glasgow.

Susanne Millar

Chair of the HSCP Homelessness Strategic Planning Group

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## 1 Rapid Rehousing in Glasgow

**This is the Glasgow Rapid Rehousing Transition Plan. It sets out how City partners will work together over the next 5-years to deliver a housing led approach to tackling and ending homelessness in Glasgow. This means that if it is not possible for us to prevent homelessness, our priority is to provide a safe and secure home for every homeless household as quickly as possible.**

As a result, homeless households in Glasgow will spend much shorter periods in temporary accommodation than they do at present. It also means that the balance of homeless accommodation and support options will shift over 5 years so that in the future our resources will be focused on:

1. The fastest possible journey through temporary accommodation to settled housing

2. The provision of flexible, person-centred support that follows the household from temporary to settled housing to enable successful sustainment

**This means we will shift our focus from providing accommodation based support to community based services which focus on people and their needs**

Our plan is ambitious and reflects a strong commitment to the rapid rehousing philosophy. This commitment is reflected in the principles which underpin our plan, which are:

- That we work in partnership to prevent homelessness and where it does occur, we ensure that people access the right support at the right time;
- That secure housing enhances peoples' life experiences. With the right support, most people are capable of sustaining settled housing in local communities;
- That time spent in temporary accommodation is kept to a minimum, with access to settled housing our main priority; and
- People with lived experience of homelessness have unique and valuable insights and need to be involved in service development.

It is our view that the transition to rapid rehousing is a catalyst for systemic change in the way that public services meet the needs of homeless households. It is the right model, at the right time to tackle homelessness in the city. Homelessness in Glasgow has a long, unique and challenging history. Our transition began nearly two decades ago with the closure of the large-scale hostels. Rapid rehousing will allow us to finally complete this transition and to transform both the quality of our service and the outcomes experienced by people affected by homelessness.

For Glasgow, possibly more than any other local authority in the country, partnership working is an essential component in the delivery of rapid rehousing. The city has faced a very specific set of challenges around homelessness. This is a consequence of a series of factors that are fundamentally rooted in severe levels of poverty and social deprivation, which in turn have, among other things, intersected in a very specific form with the operational separation of statutory homelessness from the broader social housing system post stock transfer. Rapid rehousing in Glasgow is a major opportunity to transform the experiences of homeless households and to form a new public service partnership model focused on both the housing and underlying needs of homeless households. We believe strongly in the rapid rehousing philosophy and have designed a

model which enables us to achieve each principle set out in the Scottish Government's Rapid Rehousing Guidance.

### Our vision for rapid rehousing in Glasgow is:



#### Vision for rapid rehousing

Homeless people in Glasgow access settled housing at a rapid pace and with flexible, personal support services which enable housing sustainment and long-term success



### To deliver this vision for rapid rehousing, our objectives will be:

1. To prevent homelessness wherever it is possible to do so
2. To ensure that all homeless households in Glasgow access settled housing quickly and effectively
3. To upscale Housing First as the optimum model for homeless households with complex needs
4. To work with Alliance partners to reduce the scale of temporary accommodation in the City
5. To invest City resources in the delivery of person-centred housing support services

### To achieve these objectives, over the next 5 years, City partners will:

1. Reduce time in temporary accommodation by more than 50%
2. Eradicate the use of bed and breakfast accommodation for homeless people
3. Reduce the supply of temporary furnished flats by 1,000 units
4. Reduce the supply of hostel provision by 500 units
5. Develop 600 Housing First tenancies for the City's most complex and disadvantaged service users
6. Invest savings in the delivery of person-centred floating support services

### Achieving the transition to rapid rehousing will result in:

- Transformation of the experiences and outcomes achieved by homeless people in Glasgow
- Significant reductions in temporary accommodation and movement away from unsuitable accommodation
- A system change in the homeless commissioning model from accommodation based services to community based support services
- Net savings in public expenditure on homelessness of up to £70M



The purpose of this document is to detail how the transition to rapid rehousing in Glasgow will take place and builds on a strong foundation of local research, analysis, service redesign, stakeholder engagement, service user involvement and joint planning. The document sets out:

- the context for rapid rehousing from both a local housing system and policy perspective;
- the current homelessness position as a clear starting point for developing a rapid rehousing approach;
- detailed analysis of the needs of homeless households and how rapid rehousing should be tailored to deliver the best outcomes in Glasgow;
- the Glasgow vision and objectives which will enable transition to a rapid rehousing approach and the detailed plan we will deliver with our partners in the Housing Association and Third Sectors including the outcomes of a modelling exercise to design and test the implementation framework;
- our proposals to fund the 5-year rapid rehousing plan, where we need additional funding to manage the transition and how we will mainstream resources to futureproof the model;
- the impact of investment in rapid rehousing in Glasgow from a service user and public spending perspective; and
- our detailed 5-year Rapid Rehousing Action Plan which sets out how we will programme action, deploy funding and resources, coordinate activity across partners and measure progress and activity.

## **1.1 Background to rapid rehousing**

In 2017, the Scottish Government set out a national objective to end homelessness in 5-years as part of its Programme for Government. To enable this, the Homelessness & Rough Sleeping Action Group (HARSAG) was established in October 2017 to produce the actions and solutions needed to reduce and then eradicate rough sleeping, transform temporary accommodation and to end homelessness. The final HARSAG report 'Ending Homelessness in Scotland' was published in June 2018, setting out 70 detailed recommendations which form the basis of a whole system approach where prevention is always prioritised, and where homelessness does occur, all parts of the public sector collaborate to enable fast access to settled accommodation with person-centred support to enable housing sustainment.

The Scottish Government accepted the recommendations of HARSAG in June 2018, including the recommendation that every Local Authority in Scotland should develop a Rapid Rehousing Transition Plan setting out how a housing-led approach to ending homelessness will be achieved locally. The plan should document a 5-year transition to securing settled housing for all homeless households as quickly as possible, with the right support in place to enable successful housing sustainment. As a result, the use of temporary accommodation will be minimised. To support this, the Scottish Government provided national guidance and a planning and implementation framework to enable Local Authorities and their partners to plan the transition to rapid rehousing.

This framework is built around Scotland's vision for rapid rehousing, which means:

- a settled, mainstream housing outcome for every homeless household as quickly as possible;
- time spent in any form of temporary accommodation reduced to a minimum, with the fewer transitions the better; and
- when temporary accommodation is needed, the optimum type is mainstream, furnished and within a community.

And for people with multiple complex support needs beyond housing:

- Housing First is the first response for people with complex needs and facing multiple disadvantages;
- Housing First provides ordinary, settled housing as a first response for people with complex needs;
- it recognises a safe and secure home as the best base for recovery and offers personalised, open-ended, flexible support for people to end their experience of homelessness and address wider needs; and

- the model separates the provision of housing and support, offers choice and control to tenants and works to the principles of harm reduction.

In November 2018, the Scottish Government published a high-level action plan for 'Ending Homelessness Together' as the blueprint to deliver real and lasting change across Scotland. With homelessness prevention, rapid rehousing is the cornerstone to this ambition and key to the following actions:



## 1.2 Transition to rapid rehousing

Listening to the views of the people who have been affected by homelessness and people who use our services is critical to understanding how we can reform and improve our services. Engaging with a range of stakeholders has added much to the development of our Rapid Rehousing Transition Plan. Whilst it hasn't been possible to directly engage with all our stakeholders, we have attempted to work with representative bodies through established structures to gain as wide a perspective as possible on the approach to rapid rehousing we should pursue. A range of methods have been used including:

- a stakeholder engagement event with strategic leaders from Housing, Health, Social Care Services, Third Sector agencies and people affected by homelessness;
- a service user engagement session; and
- round table discussions at the Homelessness Strategic Planning Group.

A paper drawing together stakeholders' experiences and views on the way forward have been collated and is available from the Council's website at: [www.glasgow.gov.uk/23633](http://www.glasgow.gov.uk/23633)

As we implement our Rapid Rehousing Transition Plan, we are committed to engaging with our stakeholders to ensure that the plan reflects the full range of partners' views. In developing the RRTP we have undertaken



an analysis of current and likely future demand for homelessness services. We have also modelled the impact of the reduction of case duration through an increase in settled lets on our use of temporary accommodation. Our modelling has/will inform our resource allocation.

In line with the national ambition to 'join up planning and resources to tackle homelessness', rapid rehousing offers a major opportunity for the HSCP to deepen our collaboration with partners in the Housing Association and Third Sectors to transform the provision of accommodation and support to homeless households across Glasgow.

**Therefore, our vision for our plan is that it is jointly owned by all the partners involved in our collective move to rapid rehousing and presents a whole system approach to homelessness for public services across Glasgow to:**

- **reduce the use of temporary accommodation in Glasgow and prioritise access to settled accommodation for homeless households as a first principle;**
- **coordinate the interventions of statutory services and redirect support from accommodation-based services to community-based provision; and**
- **upscale the Housing First model as the catalyst for jointly meeting the needs of our most complex and disadvantaged service users.**

### **1.3 Strategic planning framework for rapid rehousing**

The Glasgow Rapid Rehousing Transition Plan supports the delivery of both local and national strategic objectives. At a national level, the RRTP makes a strong contribution to achieving the Scottish Government's overarching vision to end homelessness: "that everyone has a home that meets their needs". Equally, the Rapid Rehousing Transition Plan also supports the delivery of Glasgow City Council strategic objectives including those set out in the Council Plan: "to promote human rights and reduce inequalities across Glasgow" and "to improve the life chances and choices for all our citizens".

More specifically, the RRTP will play a major part in delivering the Glasgow Local Housing Strategy (2018-22) aim to "improve access to housing of all housing tenures". Aligned to this, the RRTP has significant capacity to support the implementation of the Glasgow Health and Social Care Partnership's Strategic Plan including the strategic aim: *"that the City's people can flourish, with access to health and social care support when they need it. This will be done by transforming health and social care services for better lives. We believe that stronger communities make healthier lives"*.

The Glasgow RRTP therefore aligns to and will form a key delivery component of a range of local plans and strategies which combine to ensure that the housing, care and support needs of households and communities across the city are met. These include:

- Glasgow City Health & Social Care Partnership Strategic Plan and Housing Contribution Statement;
- the Community Planning Framework;
- Local Housing Strategy;
- Local Development Plan;
- Strategic Housing Investment Plan; and
- Local Outcome Improvement Framework.

## 2 Glasgow Housing Market & Homelessness Context

Glasgow is Scotland's largest city with a population of over half a million (593,245). The 2011 Census projected that the city's population is expected to continue to grow by 3,450 per annum through to 2022. Glasgow is an ambitious city with a track record of success in attracting world class events, investment and business.

However, it is also one which still faces huge challenges in addressing the well documented de-industrialisation, poor health and social inequalities that exist within it. Glasgow remains the most deprived city and Local Authority area in Scotland. The following summary provides some specific statistics for Glasgow:

- Almost half (47%) of Glasgow's residents (292,000 people) reside in the 20% of most deprived areas in Scotland
- Just 4.4% of the population live in the 10% of least deprived areas in Scotland
- A lower proportion of Glaswegians are coping financially (85%) compared to Scots as a whole (91%)
- 34% of all children in the city were estimated to be living in poverty in 2017
- The distribution of child poverty varies dramatically across Glasgow from 59% of children in one neighbourhood to 5% in another
- In 2016, 19% of children lived in workless households, 6.5% higher than the Scottish average
- It is estimated that up to 75,000 people in Glasgow experience common mental health problems such as depression or anxiety, with around 6,000 people experiencing a more severe and enduring mental illness
- Glasgow has over 69,000 residents estimated to be problem alcohol drinkers, and has the highest rate of alcohol related hospital admissions in Scotland.
- Glasgow has an estimated 13,000 problem drug users, most of whom also consume alcohol on a daily basis
- Although increasing, life expectancy at birth in Glasgow is currently 72.6 years for males and 78.5 years for females (compared to the Scottish averages of 76.6 and 80.8).



### 2.1 Housing market context



Populations & households

Glasgow is the city at the centre of the Glasgow and Clyde Valley area. Its housing needs and demands are different to the other parts of the West of Scotland. The city's population is younger (due to sizable inflows of young people moving into the City) and has greater ethnic diversity, mainly due to inflows of economic migrants, international students and asylum seekers. Home Office data suggests that at the end of April 2015 there were 3,106 asylum seekers in Glasgow representing 0.5% of Glasgow's population

The city has higher numbers of single person households, partly due to the outward migration of families from the city to the suburban parts of the region.

It is estimated that Glasgow has over 606,340 households living in 297,070 residential properties (2015 housing stock estimates). Approximately 44% of households live in owner occupied housing, 36% live in

social housing, with the remaining 20% living in the privately rented sector. The city is home to a growing population of students (around 13% of the total population) with many living in purpose-built accommodation.



There are 68 Registered Social Landlords (Housing Associations) operating across Glasgow, with the vast majority operating within very specific neighbourhood and community boundaries. Glasgow City Council no longer owns or manages any social housing in the city following the whole stock transfer of all 83,000 properties to Glasgow Housing Association in 2003. A subsequent round of second stage transfers took place with around 22,000 units transferring to Community Based Housing Associations across the city.

There are around 60,000 registered properties in the private rented sector in Glasgow (about 20% of all residential properties in the city), managed by over 35,000 registered private sector landlords. City Lets report that the average monthly PRS rent in the city is £785 (Q3 2018), with an average re-let time of 24 days. Demand for private rented accommodation is strong in Glasgow with almost a third of properties (31%) let within a week.

The effect of the economic downturn since 2008 has created affordability issues in the city, resulting in an increase in affordable housing need. As owner occupation is now less accessible for potential first-time buyers, many of these households are now living in the PRS with the sector almost doubling in size in the last 10-years. The recession and the lack of housing affordability have had an impact on the rate of household formation in the city, with fewer smaller households being formed. Up to 2006, the average household size in the city had been falling, but since then that figure has risen slightly as the population has grown without a corresponding rise in the city's dwelling stock.



Meeting the housing needs and demands of households in the city depends upon achieving the right mix of good quality and accessible housing in both the existing and new build housing stock. Parts of Glasgow are going through a process of major regeneration to tackle significant levels of deprivation and to improve and/or replace poor quality housing stock. As a result, access to settled accommodation for homeless households will be more pressured in some areas than in others.

There are significant social care housing needs in the city. Providing support solutions in a more tailored homely setting should ease pressure on health and social care provision. In the existing funding climate with pressures on public sector budgets and with the introduction of Welfare Reform, it is important that the HSCP and its partners continue to develop new service models which recognise the housing requirements of a changing population with different needs and aspirations.



The recent Glasgow & Clyde Valley Housing Needs & Demand Assessment (GCVHNDA) estimates that there are around 5,700 who have an unmet housing need in the city, with 2,500 homeless or concealed with larger households at any one time. This represents 48% of total existing need within the Glasgow and Clyde Valley Housing Market Partnership.

To meet both backlog and newly arising housing need, a housing supply target of 15,000 new homes has been set for the City over a 5-year planning period, with at least 50% to focus on the delivery of affordable housing. This target is an increase on previous plans in line with the national "More Homes Scotland" target which will see the Scottish Government invest additional funding into affordable new build housing over the next 5 years. The Council views the 7,500 target for affordable housing as a minimum target for the city over the life of the Local Housing Strategy and intends to exceed this. The increase in new supply will contribute towards our collective ability to transform our homelessness services in the city.

## 2.2 Glasgow's Housing Strategy 2017 – 2022

Glasgow's Housing Strategy (GHS) sets out the issues and challenges for housing across all tenures in Glasgow and how the Council and its partners will address these over the 5 years between 2017 and 2022. Glasgow's strategic housing priorities, which are outlined in the Housing Strategy are to:

- Promote area regeneration and enable investment in new build housing;
- Manage, maintain and improve the existing housing stock;
- Raise management standards in the private rented sector;
- Tackle fuel poverty, energy inefficiency and climate change;
- Improve access to housing across all tenures; and
- Promote health and wellbeing.

GHS sets out a number of actions that relate to preventing and reducing homelessness in Glasgow. Glasgow City Council and the HSCP will continue to work with Housing Association partners to develop joint arrangements for increasing access to housing for households affected by homelessness. Improving partnership working across the affordable housing sector will assist in improving the speed at which the Council's housing investment programme is delivered. Increasing affordable housing supply is a critical element of the rapid rehousing model.

### 2.2.1 Strategic Housing Investment Plan

Glasgow City Council's Strategic Housing Investment Plan (SHIP), which covers the 5-year period between 2019/20 and 2023/24, was approved on 1st November 2018. The SHIP outlines the delivery plan for Glasgow Affordable Housing Supply Programme and is a key element of the Glasgow Housing Strategy. Glasgow City Council has worked with Housing Association partners to increase the volume of new homes that will be built by March 2021.

Tackling homelessness is one of the investment priorities outlined in the Strategic Housing Investment Plan. Glasgow City Council aims to support the delivery of 8,464 affordable homes during the next 5 years based on a total £557M of grant funding from the Affordable Housing Supply Programme. The increased supply of affordable homes will have a range of positive impacts on the city, and especially in terms of the RRTP, will deliver a substantial increase in lets across the social rented sector while simultaneously helping to address very specific supply challenges in relation to larger households affected by homelessness.

Table 2.1 provides a summary of the housing completions that are outlined in the SHIP 2019/20 – 2023/24. The profile and number of completions are dependent on actual resources made available over the 5-year period. In terms of tenure, 63% of the planned unit completions (5,342 units) will be for social rent.

AHSP Unit Completions	2019/20	2020/21	2021/22	2022/23	2023/24	Total
Glasgow North West and Govan	345	632	666	464	441	2,548
Glasgow North East	543	1,234	971	407	346	3,501
Glasgow South (Excluding Govan)	689	544	252	546	384	2,415
Total Completions	1,577	2,410	1,889	1,417	1,171	8,464
Total Social Rent Completions	1,300	1,355	1,238	782	667	5,342

**Table 2.1: GCC SHIP Unit Completions 2019/20 – 2023-24**



As a priority, the SHIP sets out plans that will contribute towards reducing homelessness and assist in moving towards rapid rehousing. Glasgow City Council is working in partnership with Housing Associations and the HSCP to ensure that the size and type of new homes planned for construction in Glasgow reflects identified need. This includes developing a range of properties including 3-bedroom homes and larger family houses (4 or more bedrooms and 6 or more bed spaces). It is recognised that there is a shortage in all sizes of family houses/flats in Glasgow particularly in relation to housing families that are affected by homelessness. A Citywide new supply target of developing 60 larger family units (4 or more bedrooms and 6 or more bed-spaces) each financial year has been established and is outlined in the SHIP.

### **2.2.2 Acquisition Strategy Programme**

As part of the Affordable Housing Supply Programme (AHSP), Glasgow City Council provides funding to allow RSLs to acquire private sector properties. The strategy complements the City's new build programme and has provided RSLs with an opportunity to acquire properties that meet established acquisition criteria. This strategy was established during 2014/15 to address a range of key housing issues that exist in Glasgow.

Funding towards the strategy is currently limited to £5M each financial year. Grant funding support is only given to RSLs to acquire properties in priority geographical areas that meet the established criteria. Acquiring homes meets a range of investment priorities, is a quick method for increasing the affordable housing supply in pressured areas of the City and can be cost effective. As part of the RRTP Glasgow City Council will explore opportunities through the Acquisition Strategy Programme to fully integrate this area of work in relation to expanding settled housing options for homeless households as well as in reshaping the profile of the city's temporary accommodation.

## **2.3 Homelessness position statement**

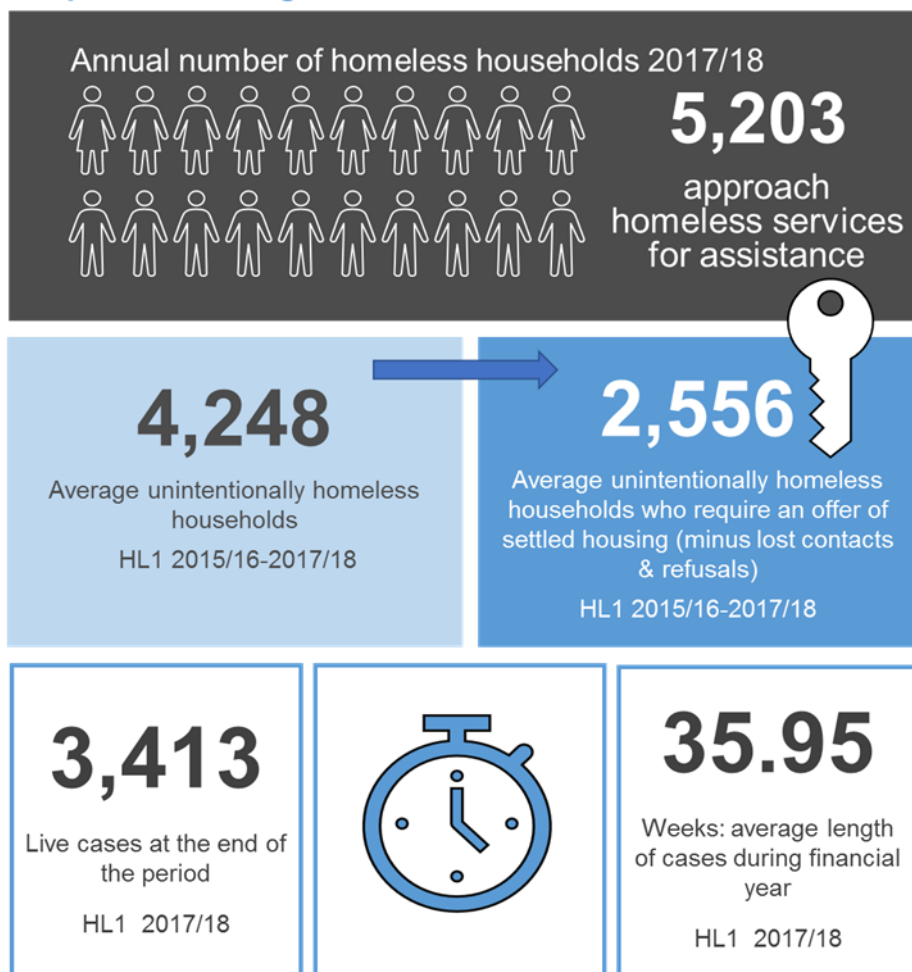
Glasgow City Council faces major challenges in preventing and alleviating homelessness and continues to receive the largest number of homeless applications per year in Scotland. Whilst the introduction of the Housing Options approach across Glasgow has contributed to a significant reduction in the number of Homeless Applications received, nationally, the City is fifth highest in terms of the number of Homeless Applications received per head of population. Difficulties remain in relation to provision of temporary accommodation, and processes around provision of settled accommodation.

In 2017/18 Glasgow received 9,017 approaches for Housing Options advice, with 5,203 approaches progressing to a Homeless Application. This represents a reduction of 214 (4%) on the previous year when 5,417 homeless applications were received, attributed mainly to the impact of Housing Options, rather than changes to the underlying drivers of homelessness or overall reduction in demand on the service.

In 2017/18, approximately 5,200 households presented for assistance under the homelessness legislation in Glasgow with around 2,500 households receiving an offer of settled housing in that year.

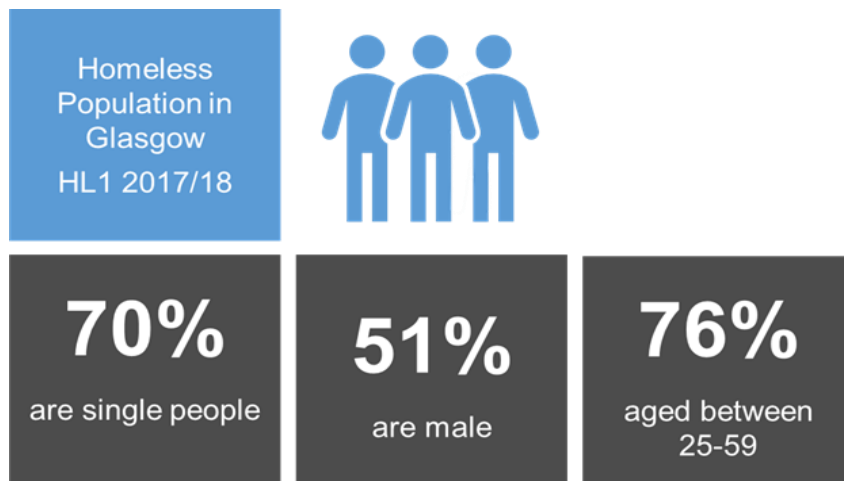
At the end of this period, the Homelessness Service was managing approximately 3,400 live cases with the average time taken to discharge our statutory duty being 36 weeks. The length of time to discharge the homeless duty in Glasgow is greater than the time taken regionally in the West of Scotland Hub (at 14 weeks on average). This would indicate that significant improvement in speed through the homeless system in Glasgow is required particularly given that a key aspect of the vision for rapid rehousing is that time spent in any form of temporary accommodation is reduced to a minimum, with as few transitions as possible.

### The homelessness journey in Glasgow: Population & length of time to resolve homelessness



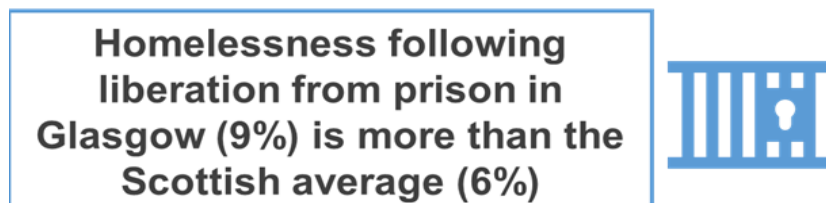
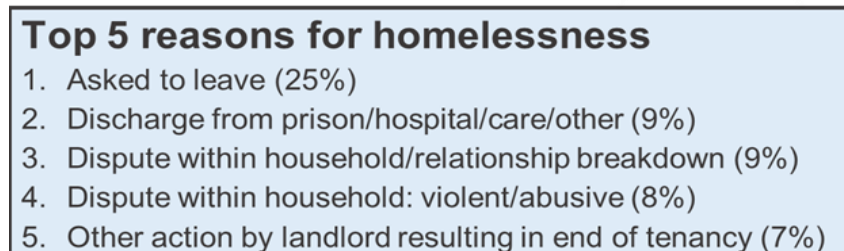
In Glasgow, the majority of Homeless Applications continue to be from single person households. Within this group, single male applicants account for the majority of applications (2,651 in 2017/18, 51% of all Homeless Applications). Households with children totaled 1,312 or 25% of all homeless applications in Glasgow in 2017/18.

In 2017/18, 430 homeless applicants (9%) were recorded as prison leavers which is higher than the average for Scotland. Having said this, the number of prison leavers making Homeless Applications has been reducing over the last five years from 661 applications, 2013/14.



Prison leavers are more likely to make repeat Homeless Applications (135 cases, 29.6%), lose contact after the initial homelessness assessment (166 cases, 18%), and are less likely to have an outcome of a Scottish Secure Tenancy (87 cases, 18% of all prison leaver outcomes). They therefore form a key priority group within the Glasgow rapid rehousing plan.

In 2017/18, 103 people stated that they had been in hospital prior to making a homeless application, 11 in armed services accommodation, and 3 in children's residential accommodation. Over and above this, 53 applicants stated that they, or a member of their household, had been looked after as a child by the Local Authority within the last five years. These figures reflect the successful approach taken by Children and Families Services to ensure that young care leavers access settled accommodation without recourse to Homelessness Services.



With an increased and targeted level of support services to the client groups shown in the infographic, our plan is to dramatically improve their access to housing and ongoing tenancy sustainment levels, offering person-centred and flexible

floating services to meet both housing and underlying needs.

Analysis of the technical reasons for homelessness recorded over the last four years shows little variation in the spread of reasons for application. Of the reasons recorded for making an application, 'Asked to Leave' is consistently the highest category recorded, accounting for 25% of all applications in 2017/18, indicating that a sizeable number of homeless applicants had been living with family or friends. Of those who had their own tenancy prior to making an application in 2017/18, 677 (13%) stated they had a private rented sector tenancy and 635 (12%) a Local Authority or RSL tenancy. 81 (1.5%) had owned or were in the process of buying their own home.

In 2017/18, 9% of homeless households had recently been discharged from prison, hospital, care or another institution, with 9% of applicants becoming homeless as a result of a non-violent dispute or relationship

breakdown. Numbers recorded for applicants who had their tenancy or mortgage terminated due to arrears are comparatively low at 3%, with 7% of applicants homeless as a result of other action taken by their landlord.



Currently homeless people who are roofless in Glasgow will be allocated temporary accommodation and provided with a package of support, until they are resettled into permanent housing. **As at 31/03/2018, there were 2,149 households living within temporary accommodation. During the year we closed 2,285 homeless cases in temporary accommodation.**

There is a wide variance across the country in the proportion of lets made to homeless applicants with some Local Authorities reporting levels as high as 75-90%. On an annual basis the Registered Social Landlords in Glasgow, allocate 26% of lets to homeless people. During 2017/18, this amounted to 2,191 lets. This means that 41% of homeless cases closed in the period resulted in the allocation of a social rented tenancy. We

can see that Glasgow is below the Scottish average in this respect.

There is clear evidence that the rapid rehousing model will deliver the mechanism to increase the percentage of lets to homeless households in Glasgow in line with recommendations from the Scottish Housing Regulator.

## 2.4 Homelessness Services in Glasgow

The Council has a statutory duty under the Housing (Scotland) Act 1987 (as amended) to provide services if someone is homeless or threatened with homelessness. Where homelessness occurs, there is a duty to; provide temporary accommodation; undertake an assessment of need, provide permanent housing and a package of housing support for those who require it. The current homelessness strategy is based upon 2 key principles: (i) to prevent homelessness where possible, by providing access to good quality advice,

assistance and support; and (ii) where people do become homeless, work with them to access emergency, temporary and settled accommodation and support which meets their needs.

The Homelessness Service in Glasgow has therefore been structured around these principles. The HSCP operates a Community Homelessness Service in each of the three strategic planning areas of the city. In recognition of the need to improve the delivery of homelessness casework services in Glasgow, a new operating model was formed in 2015, creating an integrated Community Homelessness Service alongside a qualified Social Work element in each locality area. The Community Homelessness Service is now fully integrated into the HSCP management framework and as a result has much closer alignment and access to operational health and social care services. This has led to significant improvements in partnership working across homelessness, health and social care functions in order to enhance outcomes for vulnerable households and improve support for service users with multiple needs.

Homelessness Services in Glasgow incorporates various strands of provision and involves substantial commissioning of purchased services, totaling £38M (net of rental income on temporary accommodation). The service model includes:

- Homelessness Casework Services (North East, North West, and South Community Homelessness Teams, the Asylum and Refugee Support Team and the Prison Casework Team located in HMP Barlinnie;
- Social Work Services such as specialist Addictions, Mental Health and Criminal Justice practitioners;
- temporary accommodation services;
- residential accommodation for homeless households whose needs cannot be met in settled housing;
- flexible outreach services;
- Housing First provision;
- Housing Support outreach provision.

The success of rapid rehousing in Glasgow will necessitate a shift of public resources towards prevention, access to housing and housing sustainment and away from accommodating households for extended periods in temporary accommodation. To achieve this, rapid rehousing should form the basis of a new commissioning model across public services in Glasgow where investment in service provision shifts from accommodation-based services to community-based support services that promote housing sustainment. Table 2.2 sets out where the balance of investment in homelessness services in Glasgow is focused at the present time.

Service management costs = 18%	Social care services	1,652,701	4%
	Service Coordination/Management	405,022	1%
	Casework & commissioning	4,875,647	13%
	<b>Service Management total</b>	<b>6,933,370</b>	<b>18%</b>
Accommodation costs = 60%	Accommodation - purchased services	10,417,828	4%
	Residential accommodation	12,042,288	32%
	<b>Accommodation based support total</b>	<b>22,460,116</b>	<b>60%</b>
Support & outreach costs = 22%	Day Centre	384,450	1%
	Flexible Outreach	4,892,498	13%
	Housing First	792,131	2%
	Housing Support/Outreach	2,258,906	6%
	<b>Support and Outreach total</b>	<b>8,327,985</b>	<b>22%</b>
		<b>37,721,471</b>	<b>100%</b>

**Table 2.2: Total 2017/18 expenditure on Homelessness Services (excluding expenditure on temporary accommodation property costs funded through rents)**



**Table 2.2 shows that the greatest investment in Homelessness Services in Glasgow is on temporary accommodation (60%), with statutory casework and assistance and outreach and support totaling 22% respectively.**

**Our approach to rapid rehousing should aim to ‘shift’ a significant portion of these costs from the ‘accommodation category’ to the ‘support and outreach’ category. This is consistent with the vision for rapid rehousing in Glasgow which focuses on moving homeless people into settled housing more quickly and with the right type of support to enable successful housing sustainment.**

**This shift in investment will enable us to move away from providing unsuitable accommodation (such as B&B) and should reduce expenditure in temporary accommodation across the City. This shift in resources should then provide a catalyst to invest in person-centred, accessible and flexible housing support services that enable housing sustainment and prevent repeat homelessness.**

## **2.5 Housing access for homeless households**

The Scottish Housing Regulator (SHR) recently looked at how effectively the HSCP/Glasgow City Council and Registered Housing Associations accommodate homeless people in the city and published their report findings in March 2018. The findings are important context to the implementation of rapid rehousing in the city, which will provide the framework to address the SHR’s improvement recommendations. The SHR examined three broad areas:

- the Council’s Community Homelessness Teams performance in assessing the extent and nature of homelessness and the type of outcome required to meet need;
- the Housing Access Team performance in managing Section 5 Referrals process; and
- the quality of Housing Association’s housing offers to homeless people.

As the Council no longer holds its own stock of social housing, it works with 68 Housing Associations to discharge its statutory duty to secure homes for people who are homeless. Coordinating and managing the contribution from such a large number of social landlords inevitably brings challenges. To assist this process, the HSCP and its partners established the Housing Access Board (HAB) in 2015. The HAB introduced a new Housing Access Team (HAT) in 2016 to improve homelessness referral processes and partnership working between the Council and the city’s 68 Housing Associations. It established 10 Local Letting Committees (LLCs) across the city to help improve collaboration and access to housing supply at local level.

Although important improvements have been implemented in homelessness processes since the SHR first engaged with the Council we accept that the pace of change has been slow and not all people who are homeless access the right outcomes as quickly as possible. There remains a number of significant inefficiencies, bottlenecks and failure points in the system. These have resulted in duplication of effort and additional work for the HSCP and its partners. Most importantly, people who are homeless can wait a long time to access settled housing and many have lengthy stays in temporary accommodation. The average length of stay for people in temporary furnished accommodation in 2016/17 was 238 days: and this increased to 249 days for the first 6 months of 2017/18.

The SHR concluded in its report that:

- the Council is not housing enough people quickly enough. In 2016/17, around half of those the Council had a duty to house accessed settled housing;
- the Council target of securing 3,000 homes for people who are homeless each year is too low for the number of people it holds a duty for;

- the Council loses contact with around a quarter of people who are homeless while they wait for settled housing and should keep in better contact to help minimise the number of people who lose contact with the service;
- some Housing Associations need to do more to support the process of providing settled housing for homeless people; and
- the Council needs to streamline its approach to assessment and referral, especially for those who need only limited or no assistance beyond getting a home.



Rapid rehousing is the right model at the right time for Glasgow. It will provide the framework to allow us to proactively address the SHR's recommendations and to transform the experiences and housing outcomes for homeless people in the City. In delivering rapid rehousing, it will be very important for us to build the RRTP framework at a locality/sub-area level aligned to Local Letting Communities. This will be key to ensuring homeless households can access settled accommodation which maintains access to support networks and optimises opportunities for sustainment.

We will also work with stakeholders to strengthen tenancy sustainment activity across the city. In recent years, Housing Associations and other stakeholders have worked to improve tenancy sustainment rates aligned to the delivery of Housing Options in Glasgow. This work has led to reductions in tenancy failure rates. As part of the RRTP prevention objective, we will continue to work with Housing Associations on ways to support tenancy sustainment activity. In particular, we will ensure that we are enabling pathways for Housing Association tenants to access the advice and support needed to achieve tenancy sustainment and avoid housing crisis.

## **2.6 Housing market & homelessness context: key messages**

The HSCP faces significant challenges in delivering Homelessness Services within the city. The current economic and fiscal climate, Welfare Reform agenda and pressures on the city's social housing stock are likely to continue to provide a difficult context to the delivery of Homelessness Services within the city. When considering the housing market in Glasgow and the Homelessness Service delivery context in this section of the RRTP the following key messages can be drawn:

- the effect of the economic downturn since 2008 has given rise to affordability issues, resulting in an increase in affordable housing need. As owner occupation is now less accessible for potential first-time buyers, many of these households are now living in private rented housing;
- access to settled accommodation for homeless households will be more pressured in some areas of the city than in others;
- as Welfare Reform is rolled out one issue that has gained greater prominence is Housing Support funding. This covers a range of different house types including group homes, hostels, refuges and supported housing complexes;
- the Council views the 7,500 target for delivering new-supply affordable housing as a minimum target for the city over the period of the strategy and intends to exceed this. The increase in new supply will contribute towards the Council addressing homelessness issues in the city;
- the vast majority of homeless applications in the city continue to come from single person households. Within this group, single male applicants account for the majority of applications (2,651 in 2017/18, 51% of all homelessness applications);
- as at 31/03/2018, there were 2,149 households living within temporary accommodation;
- on an annual basis the Housing Associations as a whole in Glasgow, allocate 26% of lets to homeless people. This is significantly lower than the national position at 33%;

- a key aim of the rapid rehousing plan is to 'shift' the significant expenditure on temporary accommodation costs to investment in support and outreach services, which is consistent with our vision for moving people more quickly into settled housing with the right support;
- the Scottish Housing Regulator's review of Glasgow's Homelessness Service made a number of important recommendations on improving the access of homeless people to settled housing, including an increase in the target of securing 3,000 homes for people who are homeless each year in line with the number of households where a statutory duty is held; and
- to achieve this, rapid rehousing is the right model at the right time for Glasgow. It will provide the framework to allow us to proactively address the SHR's recommendations and to transform the experiences and housing outcomes for homeless people in the City.



### 3 Temporary Accommodation in Glasgow

When homelessness cannot be prevented in Glasgow, homeless households are provided with temporary accommodation and offered a package of support, if required, until they are resettled into permanent housing. Significant public resources are devoted to the delivery of temporary accommodation across the city, with expenditure of £25M on purchased services from partners who provide a range of hostel and residential units for homeless households. Over and above this, £14M is generated in rental income to cover the costs of temporary tenancies managed by Community Homelessness Service used by homeless households.

As Table 3.1 illustrates, there is a wide variety and type of temporary accommodation provision across Glasgow, ranging from individual flats and houses dispersed throughout the City, through to B&B, emergency hostel and residential support.

TA Type	Number of Units	Number of Properties
Dispersed -RSL Owned	1,558	1,558
Dispersed - PSL	242	242
<b>Total Dispersed Accommodation</b>	<b>1,800</b>	<b>1,800</b>
B&B	4	146
Emergency Hostel	14	357
High: intense wrap-around support for individuals	2	32
Low: 24-hour low level concierge/accommodation-based support	21	307
Medium: visiting individual housing support, or other professional support	1	40
PSL Emergency	4	92
<b>Total Interim Accommodation</b>	<b>43</b>	<b>974</b>
High: intense wrap-around support for individuals	1	38
Low: 24-hour low level concierge/accommodation-based support	1	21
Residential support	3	66
<b>Total Residential Support</b>	<b>5</b>	<b>125</b>
<b>All Temporary Accommodation</b>	<b>1,851</b>	<b>2,899</b>

**Table 3.1: Profile of Temporary Accommodation in Glasgow**

There is a total of 1,851 units providing 2,899 temporary tenancies ranging from flats and/or houses in the case of dispersed accommodation; to individual rooms in the case of emergency hostels and B&B placements. Currently, there is a total of 974 interim accommodation places, with much of this in hostel accommodation. A varying level of support provision is associated with each type of temporary accommodation, from the low or no support level associated with dispersed accommodation to the five high or intensively supported units in the residential accommodation sector.

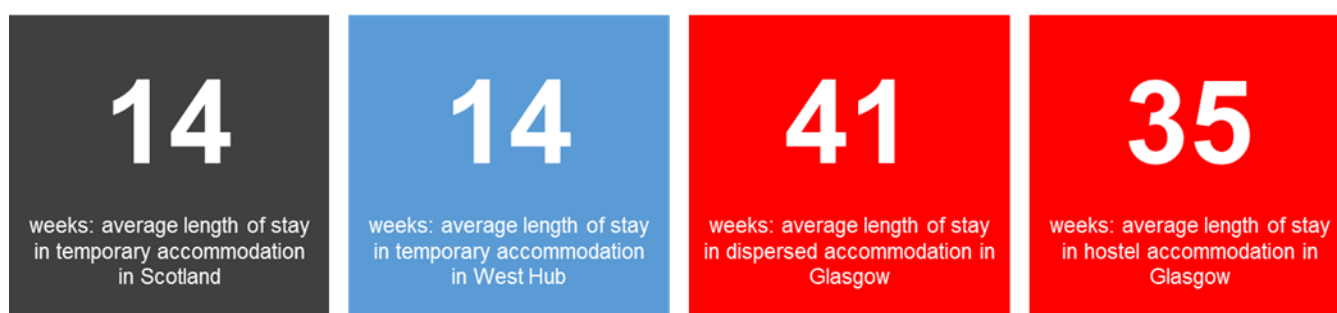
### 3.1 Length of time in temporary accommodation

As Table 3.2 clearly illustrates, the average length of stay in Glasgow's temporary accommodation varies significantly, from a relatively fast throughput of 45 days in B&B accommodation, to many years in residential accommodation. Having said this, residential accommodation by its nature is intended to deliver long-term provision for homeless people for whom settled housing in the community is not a suitable option. The extended length of stay is therefore part of the service model.

TA Type	Average length of stay	Max length of stay	Min length of stay
Dispersed - RSL Owned	200 (Average Days)		
Dispersed - PSL	333	435	231
<b>Total Dispersed Accommodation</b>	<b>289</b>	<b>435</b>	<b>200</b>
B&B	45 (Average Days)		
Emergency Hostel	82	146	33
High: intense wrap-around support for individuals	742	834	649
Low: 24-hour low level concierge/accommodation-based support	361	730	152
Medium: visiting individual housing support, or other professional support			
PSL Emergency	97	136	78
<b>Total Interim Accommodation</b>	<b>247</b>	<b>834</b>	<b>33</b>
High: intense wrap-around support for individuals	198	198	198
Low: 24-hour low level concierge/accommodation-based support	1,916 (Average Days)		
Residential support	4,015	4,380	3650
<b>Total Residential Support</b>	<b>2,536</b>	<b>4,380</b>	<b>198</b>
<b>All Temporary Accommodation</b>	<b>436</b>	<b>4,380</b>	<b>33</b>

Table 3.2: Average length of stay in temporary accommodation by category

However, the length of stay in other forms of temporary accommodation in Glasgow is clearly problematic as the following diagram illustrates:



On average, in Scotland, homeless households spend 14 weeks in temporary accommodation until the offer of settled housing is made. This is consistent with the length of stay in the West of Scotland Housing Options Hub, the network of neighbouring Local Authorities to Glasgow.

**In Glasgow, households in dispersed accommodation spend 41 weeks in temporary accommodation until the offer of settled housing is made, almost 3 times the length of stay in Scotland. Only marginally better, households in hostel accommodation in Glasgow spend 35 weeks in temporary accommodation until the offer of settled housing is made.**

**As the principles of rapid rehousing make clear, the length of time spent in temporary accommodation is one of the biggest negative factors reported by homeless people transitioning to settled housing. Reducing time in temporary accommodation, reduces the damage to people's health and wellbeing that homelessness causes. It is therefore imperative that rapid rehousing in Glasgow substantially reduces the length of time spent by homeless households in temporary accommodation by rapidly speeding up access to settled housing. Further, our rapid rehousing vision sets our ambition to avoid the use of temporary accommodation where possible, using it only in genuinely urgent situations where homelessness cannot be prevented.**

Given the scale of dispersed accommodation provision (1,800) and the costs associated with managing and maintaining this stock, this sector is clearly worthy of a detailed focus within the Glasgow rapid rehousing model. The average length of stay in dispersed accommodation is 200 days for RSL owned properties, and 333 for private sector leased accommodation. Predominately households with no or low support needs will be residing in dispersed accommodation. We need to vastly improve performance in reducing the time spent in dispersed accommodation in Glasgow, ultimately reducing the number of dispersed units in operation over the transition period.

The average length of stay in hostel provision in Glasgow is also clearly too long. We know that for many homeless people this is not a preferred or sustainable form of temporary accommodation. Rapid rehousing in Glasgow must therefore ensure that homeless people in hostel accommodation can access settled accommodation at the same pace as those in dispersed accommodation. This approach reinforces our commitment to moving away from the concept of 'tenancy readiness' in enabling homeless people to access settled housing. Hostel/communal type provision is often the most expensive form of temporary accommodation and reducing our reliance on this model could unlock the significant capacity to shift the balance of investment towards community-based housing support services.

### **3.2 Lived experience of temporary accommodation in Glasgow**

A recent study by Watts et al of Heriot Watt University commissioned by HARSAG in 2018 provides important evidence of the lived experience of a sample of residents in various forms of temporary accommodation in Scotland. Glasgow served as a case study for this work with observations recorded from homeless people as part of the overall sample survey.

Few homeless people had wholly positive experiences of temporary accommodation. The most consistently negative comments related (perhaps unsurprisingly) to communal forms of provision such as Bed & Breakfast and hostel accommodation, particularly the former. The impersonal nature of such accommodation with the imposition of rules and routines for living was often mentioned; as was the impact of resident behaviour, especially when tending towards the anti-social or criminal. Having said this, some respondents reported advantages arising from those forms of provision, including increased feelings of security and locational advantages if centrally located close to amenities.

Experience of living in dispersed furnished accommodation was generally better regarded than hostels and B&B accommodation. Location, if close to family and other networks, and autonomy to live independently were two particularly positive aspects. Location was also seen as a negative factor if accommodation was in an unpopular area, and/or not close to family, friends and amenities. The length of time spent in temporary furnished accommodation was also cited as a significant negative factor, as was the lack of control over choice of location, size of property (frequently too small resulting in overcrowding) and the ever-present uncertainty associated with living in temporary accommodation. The report concluded that:

*“Common across all forms of temporary accommodation were negative experiences relating to a lack of control or choice over temporary accommodation allocations, dissatisfaction in relation to the length of time they had been in temporary accommodation (albeit less so in Bed and Breakfasts where stays are shorter), and work disincentive effects due to the very high weekly charges of temporary accommodation. This issue had profound effects on people’s wellbeing, led to boredom and isolation from friends, locked young people out of the labour market at a time they felt they needed to be building their skills and for parents impacted their ability to be good role models for their children. Across all kinds of temporary accommodation, households reported the location of their accommodation (in relation to friends, families, services and amenities) being an important driver of their wellbeing.”<sup>1</sup>*

The Watts et al research is helpful and confirms our understanding in Glasgow of the difficulties experienced by homeless people living in temporary accommodation. Glasgow partners accept that quick access to settled housing is by far the best option for anyone facing housing crisis, is fully committed to this vision, and through this RRTP, to exploring and implementing person centred and effective solutions to this challenge. That is why our rapid rehousing vision is to enable homeless people to access settled permanent accommodation as quickly as possible and preferably with no interim placements. We plan not only to reduce length of stay in all forms of temporary accommodation to a minimum but to eliminate its use where possible.

### 3.3 The affordability of temporary accommodation

The average rental charge for dispersed temporary accommodation in Glasgow is currently £139 per week, with £232 charged per week on average for hostel type accommodation. The Rapid Rehousing Transition Plan assumes no change to the current rent structure. It is acknowledged that the rent charge is not affordable to all, particularly homeless households in employment.

It is recognised that in Glasgow part of this rent is driven by the extent of investment in support costs. To examine this in more detail, Glasgow is currently participating in a study with both COSLA and the Scottish Government aimed at understanding the full cost of providing temporary accommodation and support costs in Scotland. The study will establish how costs for temporary accommodation are funded in each local authority area, not only through housing benefit from the DWP, but also through other funding streams and the commissioning of services. The outcomes of this review will be used to help inform the future temporary accommodation rental strategy in Glasgow, with a view to ensuring that rents are affordable to all homeless households, whilst mitigating the funding gap which might occur from a revision to this structure.

### 3.4 Temporary accommodation: key messages

The following key messages emerge from the review of temporary accommodation in Glasgow:

- significant public expenditure is focused on the delivery of temporary accommodation across the City, with the Community Homelessness Service recovering £14M on the rental income associated with temporary tenancies and a further £25M invested in purchased services through commissioned providers;
- there are currently 2,899 units of temporary accommodation available across the City, comprised of hostel, refuge and residential provision;

<sup>1</sup> *Temporary Accommodation in Scotland: Final Report, Watts et al: Heriot Watt University 1918 (p13)*

- the current average length of stay in temporary accommodation in Glasgow is 41 weeks for dispersed accommodation and 35 weeks for hostel. This is almost 3 times higher than the 14-week average for the West of Scotland Housing Options Hub and the 14-week average across Scotland;
- our vision for rapid rehousing will reduce significantly the average length of stay in temporary accommodation and ensure that households are not transitioning across temporary provision;
- service user feedback confirms that B&B or hostel type accommodation is not the preferred model of provision. The length of time spent in temporary furnished accommodation is cited as a significant negative factor, as is the lack of control over choice of location, size of property (frequently too small resulting in overcrowding) and the ever-present uncertainty associated with living in temporary accommodation; and
- the Glasgow rapid rehousing model therefore plans not only to reduce length of stay in all forms of temporary accommodation to a minimum but to eliminate its use where possible.

## 4 The Support Needs of Homeless Households

The support needs of homeless households in Glasgow are consistently more complex and severe than those of the population across Scotland. The city has the highest level of 'Severe and Multiple Disadvantage' (SMD) in our homeless population than anywhere else in Scotland. 8.7% of Glasgow's population are recorded as having "bad" or "very bad" health while 31% have one or more long term health conditions. The city also has the highest rate of alcohol related hospital admissions in Scotland. This is important context for the design and implementation of the rapid rehousing model in Glasgow.

### 4.1 Homelessness statistics

Local Authorities have a statutory duty to assess the support needs of homeless applicants [1]. As Table 4.1 illustrates, the majority of households assessed as unintentionally homeless or threatened with homelessness in Glasgow (62%) present with no support needs. However, support needs are identified in 38% of cases, with around 21% exhibiting at least one support need and with 17% identified as having two or more support needs. Clearly the more complex the support needs, the more integrated and resource intensive the service response needs to be.

Support need identified	2017/18	
Cases with no support needs identified	3,228	62.0%
Cases with 1 support need identified	1,103	21.2%
Cases with 2 support needs identified	495	9.5%
Cases with 3 or more support needs identified	379	7.3%

**Table 4.1: Extent of support needs in Glasgow homeless population (HL1 statistics 2017/18)**

HL1 statistics in Glasgow also measure the nature of support needs reported covers the following categories (multiple responses are included):

Nature of support needs	Number
Mental Health Problem	939
Learning Disability	65
Physical Disability	211
Medical Condition	410
Drug or Alcohol Dependency	906
Basic Housing Management / Independent Living Skills	852

**Table 4.2: Nature of support needs in Glasgow homeless population (HL1 statistics 2017/18)**

Significantly, in the context of designing effective service responses, the most commonly identified support needs are mental health problems, drug and/or alcohol dependency, followed by basic housing management/independent living skills. In reality, the identified needs are very likely to be both complex in nature and inter-related. This points to a clear need for integrated, adequately resourced models of support if the goal of housing sustainment in settled accommodation is to be achieved. We say more about shifting the balance of resources towards community-based support services in the rapid rehousing resource plan (Chapter 8).

[1] The support needs identified are based upon self-reporting by service users at the point which they made a Homeless Application. This may lead to an under reporting of support needs within the homeless population.



## 4.2 Rough sleeping & complex housing needs

The root causes of homelessness are complex and varied and can relate to both structural and individual factors. Homeless households often have multiple and complex needs and require a range of support services from different agencies, which need to work well together. This can include support with a range of issues including mental, physical, and sexual health, drug and alcohol dependency, behavioural problems, daily living skills, employability, and the development of social networks.

A study commissioned by Glasgow Homelessness Network estimated that between 1,500 and 1,800 people approached homelessness services with needs that could be defined as complex during 2013/14. The majority of these people were single men aged between 25 and 59 years. They include people with drug or alcohol problems, poor mental health, and involvement in the criminal justice system.

In 2017/18 repeat homelessness represented around 10% of all cases assessed as unintentionally homeless, similar to the previous year (456 cases 2017/18, 463 cases 2016/17). A spot case analysis of this population indicates that a number of applicants could be described as complex cases, demonstrating characteristics of multiple exclusion, including a high representation of prison leavers (135 cases in 2017/18, 29.6% of all repeat applications).

It is widely acknowledged that it is difficult to accurately capture the numbers of rough sleepers in the city. During 2017/18, small numbers of applicants indicated that they were long term roofless (37 cases, 0.7%). Having said this, 10% (532 applicants) reported that they had slept rough in the last three months, with 9% (459) indicating that they slept rough the night prior to making a homelessness application, both numbers showing an increase compared to the previous year (427 in the three months before, 401 the night before in 2016/17). Having said this, voluntary sector research indicates that this figure may be an under representation of the number of people who have slept rough in the city, and that many who sleep rough do not present to statutory homelessness services. Again, the profile of rough sleepers is of single, relatively young men. There is some evidence that the nature of rough sleeping within the city could be related to the pressures on temporary and settled accommodation. Further research to better understand the utility and accuracy of the rough sleeping data, compiled by both the statutory and Third sectors, is currently being undertaken and the conclusions will inform this RRTP and our implementation of Housing First.

## 4.3 Homelessness with severe & multiple disadvantage

The research paper, “Developing a Profile of Severe and Multiple Disadvantage in Scotland – Working paper: Homelessness Data Sources” clearly demonstrates the complexity of homelessness in Glasgow.

The incidence of homelessness in Glasgow is 9.4 per 1,000 population, well above the Scottish average of 6.6.

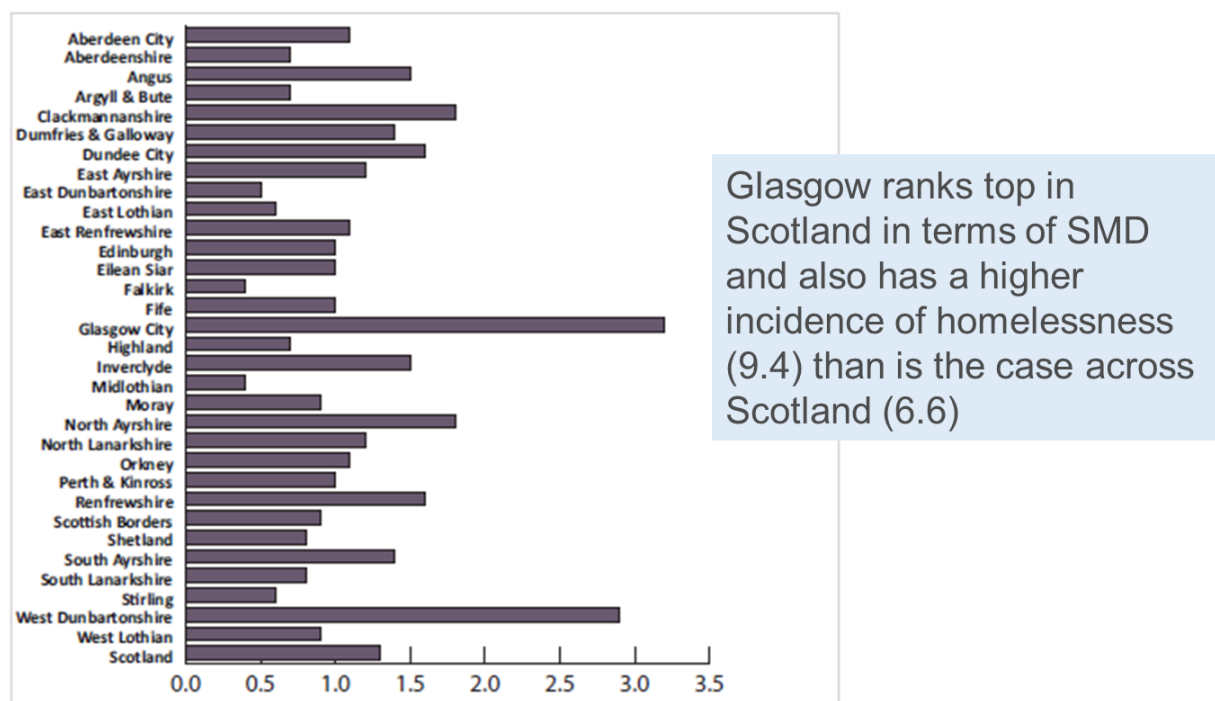
However, when the relative levels of severe and multiple disadvantage (SMD) within Glasgow is considered and compared with the rest of Scotland; the **sheer complexity** of the needs of Glasgow’s homeless population becomes apparent.

**The incidence of homelessness in Glasgow is higher than that of Scotland as a whole.**

**Homelessness is more complex in Glasgow than Scotland as a whole.**



## SMD per 1000 of Population by Local Authority Area



Graph 4.1: SMD per 1,000 of Population by Local Authority Area

As the Graph 4.1 illustrates, at 3.2 the SMD level for Glasgow is the highest in Scotland. In other words, not only are more people in Glasgow homeless (9.4 per 1000 compared with 6.6 in Scotland as a whole) but more of Glasgow's homeless people also have SMD (3.2 per 1000 for Glasgow compared with the Scottish average of 1.3). When considered together, the HL1 data on the support needs of homeless households, and the SMD rankings, clearly suggest that a high level of complex needs characterise the homeless population in Glasgow.

As we note rapid rehousing ambitions on prevention, this complexity will require a multi-faceted and integrated approach to intervention. In this RRTP we set out clearly how we plan to do this.

### 4.4 Housing options study 2016: support needs analysis

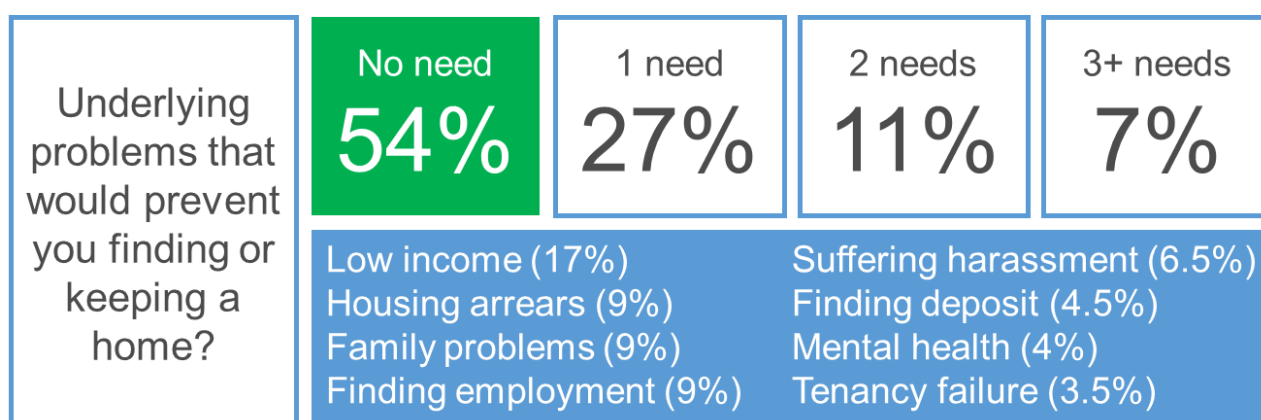
As part of the Housing Options Evaluation in 2018 (Arneil Johnston), extensive customer survey programme was delivered to track customer journey through the homelessness prevention process. The research process was designed to establish both customer experiences and expectations following initial engagement with the housing options model, and then housing options activity and outcomes achieved in the three months following interview. It included:

- the completion of 400 self-assessment customer surveys immediately after the housing options interview to assess experiences, expectations and satisfaction levels; and
- a further 200, in-depth 20 minute telephone interviews, 12 weeks from the initial interview to assess follow up activity, the impact of advice, outcomes and satisfaction levels.



The survey probed the extent to which each customer may have underlying support needs which could impact on their ability to find or keep a home; and the extent to which housing options was successful in diagnosing and addressing these issues. Survey outcomes suggest that the majority of housing options customers have a simple housing need (54%) with no underlying factors that could prevent them finding or maintaining accommodation. This reinforces 2017/18 HL1 statistics in the city, which suggest that around 60% of homeless applicants have no underlying support needs.

Of those who did identify underlying support needs, 27% had low level needs (just 1 underlying need), 11% identified multiple needs (2 underlying needs) and 7% identified complex needs (3 or more underlying factors).



Common underlying needs which may present a barrier to achieving a sustainable outcome, include low income (17%), housing arrears (9%), family problems (9%) and finding employment (9%).

These survey outcomes offer compelling evidence to influence the evolution and development of the homelessness prevention services in Glasgow. A significant majority (54%) of customers facing housing crisis have no underlying problems and simply require support to access settled housing. Aligned to this, around one in five service users (18%) have multiple or complex needs and likely to require a more in-depth range of support options and interventions.

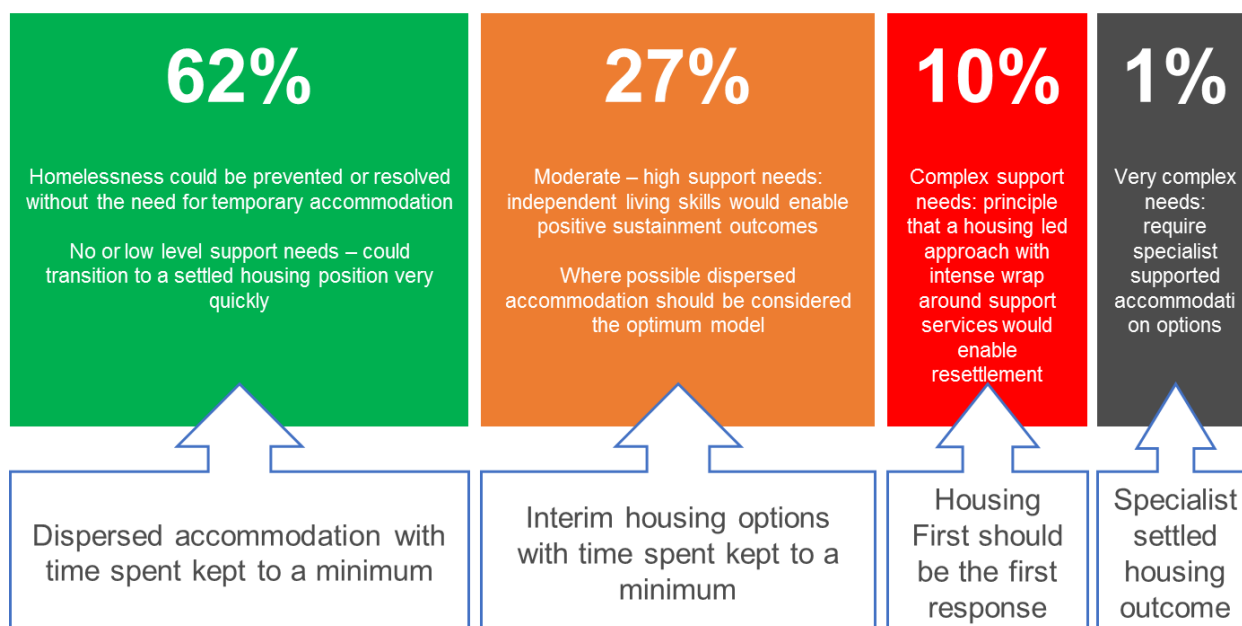
## 4.5 Rapid rehousing support need analysis 2018

Derived from our data on homelessness (both HL1 statistics and City research studies), we have estimated the proportion of homeless households with housing support needs, aligned to appropriate rapid rehousing responses as part of building the RRTP for Glasgow.

Our analysis of the population suggests that, with the availability of and speedy access to suitable settled housing, in the vast majority of cases, only a low or moderate level of housing support will be required to enable housing sustainment.

Where interim temporary accommodation options are needed on an emergency basis (such as hostel type accommodation), these should be in place for the minimum time necessary. Quick access to settled accommodation has the same level of priority for the 27% of households who have moderate – high support needs.

We estimate that in 10% of cases the use of a Housing First approach together with intense wrap around services that enable sustainable resettlement into mainstream housing, is the most appropriate option. Only in 1% of cases do we envisage that ongoing support will be required in specialist supported accommodation.



In arriving at the above conclusions, we are aware of the potential under recording of need together with the reality that too often the interim accommodation destination for homeless applicants will be determined by pressure on places and available accommodation rather than applicant's assessed needs. We are also aware of the high number of applicants (over 17%) with whom we lose contact before our duty to them has been discharged.

#### 4.6 The support needs of homeless households: key messages

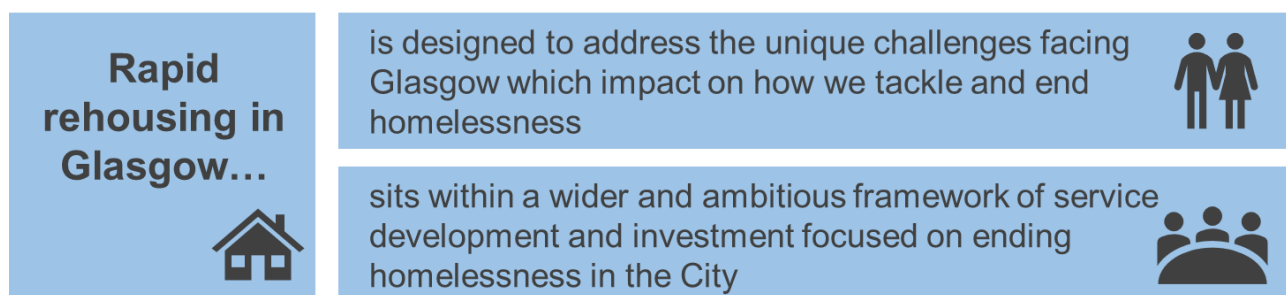
The following key messages emerge from the review of support needs of Glasgow homeless households:

- Glasgow has almost more than double the number of homeless people with severe and multiple disadvantage than is the case in Scotland (3.2/1000 compared with 1.3/1000 for the nation as a whole);
- support needs are identified in 38% of homeless people in Glasgow. Two or more support needs are assessed in almost 17% of cases, the most commonly reported being mental health issues closely followed by drug and/ or alcohol addiction issues. Lack of independent living skills is also frequently identified as a significant support need;
- in 2017 /2018, 459 applicants reported having slept rough the night before making their application, many of whom exhibited complex support needs and multiple exclusion;
- an independent study evaluating our housing options model broadly confirmed the official statistics, concluding that many homelessness and housing needs issues had their roots in problems of low income and lack of housing affordability. The report recommended that effective support measures must also include measures to improve financial inclusion and access to effective welfare and debt advice services;
- the support needs of homeless households in Glasgow are complex and varied. Effective homelessness intervention in pursuit of sustainable housing outcomes will require multi-faceted and integrated response; and
- rapid access to good quality settled housing will clearly be cornerstone of our approach, but so too will new approaches to long term problems, including the re-modelling of service delivery on efficient and preventative principles. This approach includes, but is not limited to, a Housing First model backed by the “wrap around” service support which we know will be vital in delivering successful outcomes.

## 5 Ending Homelessness in Glasgow: redesigning the system

Rapid rehousing is a central pillar in the wider strategy for ending homelessness in Glasgow. In many ways the challenge the city faces is unique. This is why we need an ambitious plan that prioritises access to settled housing, maximises resources through partnership and collaboration and focuses firmly on homelessness prevention.

Homelessness in Glasgow is both significant in scale and impact and complex in its nature, both in terms of the needs of homeless people in the city but in the service delivery framework in operation to prevent and alleviate homelessness. As a result:



Chapter 5 sets out how the system for meeting the needs of homeless people in Glasgow is being redesigned to address the challenge of ending homelessness in the city and the role of rapid rehousing in making this vision a reality.

### 5.1 Ending homelessness in Glasgow: key challenges

The Health and Social Care Partnership face a set of unique challenges in delivering Homelessness Services within the city. In responding to these challenges Glasgow has developed a culture of partnership and collaboration, to bring together all the key stakeholders in a genuine spirit of collaboration and consistently striving to develop strategies and services that benefit Glasgow's people and its communities.

Glasgow has a very diverse population, with interpreting services providing support for over 80 regularly used languages in the city. One in every six residents (15.4%) identified themselves in the last Census (2011) as non-British White. Our non-British White population has more than doubled in the last decade, with growth across most ethnic groups, but most significantly in Polish and Roma communities. However, this may reduce as the consequence of the UK's exit from the European Union.



We understand that around one in every fourteen residents are Lesbian, Gay, Bisexual or Transgender (LGBT). We understand that womens' trajectories into and experience of homelessness are qualitatively different from those of their male peers. We acknowledge that Homelessness Services in Glasgow have progress to make in enabling homeless people to routinely disclose equalities information so that we can tailor interventions and support to better meet their needs.

Furthermore, there is an interdependent relationship between ill-health and homelessness presentations. Health inequalities are likely to exist between people that have experienced homelessness and those who have not. Homelessness Services will increasingly be required to meet the needs of an aging population. This challenge will be particularly acute within the Older Drug Using Population who are differentially found

within the homeless population. A key aspect of enabling homeless people to successfully sustain settled housing must focus on flexible, tailored support services to meet the health, care and housing needs.



People seeking  
asylum in the City

Glasgow has a proud tradition of welcoming and supporting people fleeing conflict and persecution in their own countries. As a city we welcome and support around 3,000 people seeking asylum in Glasgow per year.

The city has worked hard to ensure that refugees and asylum seekers access support and services that enhance their health, well-being and encourage the development of strong social networks and integration. We are likely to see an increase in the numbers of households seeking refuge within Glasgow over the coming years. This will place additional pressures on the supply of accommodation, support and health services. The HSCP will work with

partners in the city to ensure that we are adequately resourced to continue to support people seeking asylum, refuge from war and persecution. At any one point around 10% of all Homeless Applications will be from refugee households. We have a dedicated Team to work with refugees and rapid rehousing will form the mainstay of our approach for new refugees. We will continue to work in partnership with the Scottish Refugee Council and other stakeholders as we move into rapid rehousing to maximize positive outcomes for new Scots.

The law governing the rights and entitlements of people who have no recourse to public funds is complex and evolving. People who have no recourse to public funds and have no rights to support or assistance are at high risk of homelessness and destitution. Decisions at UK Government level to restrict entitlement to welfare benefits for failed asylum seekers and certain EU migrants are likely to increase pressure on the HSCP and undermine our attempts to end the need to sleep rough. As part of our work to end rough sleeping, the HSCP will work in partnership to identify ways of supporting destitute failed asylum seekers.



Access to the PRS

The Private Rented Sector in Glasgow has increased in size in recent years as a result of the trend in 'buy to let' investment strategies and, more recently, housing market conditions post credit crunch, where many first-time buyers have been unable to access mortgage finance and/or secure the level of deposit required to buy their own home. It is estimated that there are now between 57,000 and 60,000 PRS dwellings throughout Glasgow. Over 20% of the total housing stock is now PRS. Whilst one in five Glasgow households now live in the PRS, the Scottish average is 13%. The vast majority of landlords (81%) have one property in their portfolio.

The Private Rented Sector can offer homeless households alternatives to a tenancy in the Social Housing Sector which is under pressure as a result of the extent of demand. There remains a degree of uncertainty on the affordability of the PRS due to Welfare Reforms. Housing management practices can at times be poorer than in social housing and concerns regarding security of tenure can also mean that people don't view the sector as a long-term housing option. The introduction of the Private Residential Tenancy in Scotland strengthens security of tenure in the PRS.

In February 2010, Section 32a of the Housing (Scotland) Act 1987 was amended to give Councils the ability to discharge duty to homeless people by securing a private sector tenancy. At present, the Council makes



The use of B&B  
accommodation

limited use of this power. The Council is committed to examining opportunities to expand its use of the PRS to extend the choice available to service users and to increase the supply of settled accommodation. Having said this, affordability across the PRS in Glasgow remains an increasing issue. A recent study into the PRS by Arneil Johnston, indicated that Local Housing Allowance Rates do not cover the costs of average PRS rents in the City.

The use of Bed and Breakfast accommodation is recognised as being unsuitable to accommodate homeless households, particularly families with children and pregnant women. The Homelessness Service works to ensure that

it does not breach The Unsuitable Accommodation Order, introduced by the Scottish Government in 2004, and amended in 2014.

The Homelessness Service on average uses 160 places in Bed and Breakfast establishments on a nightly basis. Whilst, the Service has set a target of 90 places per evening, a key ambition of the RRTP over the next 5 years is to eradicate the need for B&B use in the city entirely. In the short-term, whilst it is agreed that this is not the best use of available resources, an over reliance on bed and breakfast accommodation is clearly linked to the broader issue of systemic change that can only be resolved by the adoption of a rapid rehousing approach. In the meantime Glasgow is providing additional emergency accommodation to help alleviate these pressures, improve the quality of provision for service users, and reduce the financial pressure on the service.



Changes to the UK welfare benefit system pose unprecedented challenges for Glasgow partners in the delivery of homelessness services. The range of measures delivered by the UK Government has reduced household incomes and placed many households reliant on benefits at increased risk of homelessness and poorer housing conditions. The reductions in household income is also likely to impact on people's physical and mental well-being and lead to increased pressures on health and social care services.

The potential effects of the Social Sector Size Criteria have been mitigated by increased levels of Discretionary Housing Payment. In addition the introduction of the Benefit Cap on the amount paid to people receiving welfare benefits has led to additional cost pressures on services as families in temporary accommodation have been unable to meet the short-fall in rent payments. Furthermore the Benefit Cap is exerting financial pressure on larger households living in the PRS, rendering a substantial number of tenancies precarious and increasing the likelihood of homelessness. To mitigate this the Council have recently formed a PRS Housing Options Hub Team who will play a key role in the RRTP homelessness prevention work.

The increase in sanctions is also having an impact on the income of vulnerable households and is leading to an increase in destitution and use of foodbanks within the city. We have not, as yet, seen an increase in homeless presentations due to Welfare Reform, however, we will continue to monitor the situation. We continue to work with colleagues within Revenue and Benefits Section, other Council Departments and wider stakeholders to maximise rental income and household income for our service users. The introduction of Universal Credit and further reforms will place additional pressures on household incomes and our ability to respond to homelessness, as many elements of the service are funded through Housing Benefit. We will continue to attempt to mitigate the effects of Welfare Reform on service users and maximise income to the Service to meet operating costs. A key element of this will be to significantly reduce the use of temporary accommodation in the city over the next 5 years that is an explicit outcome in the RRTP.



Our review of Homelessness Services indicated that there is a group of service users with particularly complex needs whose lives are marked by transience, involvement in the criminal justice system, poor physical and mental health, and a general level of vulnerability. Their early life experiences can be punctuated by trauma; neglect; Child Sexual Abuse; poor educational attainment; and involvement with Social Work Services. Services also appear to struggle to engage and penetrate beyond the immediate challenges posed by this service user group. Despite considerable expenditure in this area, this group of service users have generally poorer outcomes across the range of health and wellbeing indicators than the general population. They are also likely to have poorer physical and mental well-being than suitably housed individuals with similar

incomes.

An early priority is to work with our partners to develop a radically different approach to meeting the needs of this group of service users. Our aim is to implement a robust, holistic integrated system across health, housing, social care, independent and the voluntary sector to meet the distinct needs of this service user



group. We aim to dramatically improve the outcomes for this service user group. Our approach will be informed by the Housing First Pilot within the city and the research commissioned by Glasgow Homelessness Network (Homelessness and Complex Needs in Glasgow, Glasgow Homelessness Network and the Oak Foundation, December 2014). We acknowledge the need to have services that understand the impact of trauma that homelessness and negative life experiences cause.

The Glasgow Winter Night Shelter has operated from December 1st to March 31st every year since 2010. The shelter provides access to basic accommodation and a range of services for people who would otherwise be at a high risk of rough sleeping. The Winter Night Shelter is a Voluntary Sector initiative led by Glasgow City Mission with strong links to statutory services. All stakeholders are committed to improving service responses to people who use the Winter Night Shelter as part of our response to rough sleeping. Our work with the Institute of Global Homelessness and our Housing First programme will see concerted action to eradicate rough sleeping in the city. As part of these programmes, we will work with partners to examine the place of a low threshold services like the Winter Night Shelter in the City's service mix. However, our ambition is to remove the need for the Winter Night Shelter.



A significant number of homeless applicants have support needs beyond access to settled housing. Support services are recognised as providing valuable help to those at risk of losing their home or to households who are aiming to transition to settled housing.

At times service users experience our services as fragmented and they tell us that they feel that they are 'bounced around' the 'homelessness system'. As part of our move to rapid rehousing we will simultaneously improve the integration of services and coordination of support in order that people are supported holistically and that care is joined-up.

As we increase the focus on integrated models of care and support, community-based responses to homelessness prevention and tenancy sustainment activity, there is a need to ensure the cohesive delivery of support and that models of provision remain strategically relevant.

## 5.2 Redesigning the system: Ending Homelessness Together in Glasgow

Rapid rehousing is a central pillar in the wider strategy of planning and development underway to end homelessness in Glasgow. It sits within and contributes to a range of plans and partnerships aimed at prioritising access to settled housing, maximising resources through collaboration and preventing homelessness. We believe strongly that rapid rehousing is the right approach, at the right time to address the scale of the homeless challenge facing Glasgow.

As set out below, it is a natural fit to the ambitious framework of action already underway.



Where it is not possible for us to prevent homelessness, our priority is to ensure that homeless households in Glasgow experience the fastest, most effective journey to settled accommodation possible. In the past, we have not been good enough at enabling homeless households to achieve this, a conclusion also reached by the Scottish Housing Regulator review (outlined in Section 2.4). To better understand why this is the case, we have been working hard with our Housing Association partners to identify how we improve access to settled housing and speed up the process. As a result, there is a consensus across all stakeholders that rapid rehousing is both the best and most effective solution for improving the experience and outcomes for homeless people in the City.

In Glasgow, there are two key components to making rapid rehousing work:

1. managing and processing Homeless Applications more quickly and effectively within Community Homelessness Teams; and
2. rapidly meeting the needs of homeless households by improving access to housing across the 68 Housing Associations operating in the city.

For Local Authority landlords, the process of managing the demand from homeless households and managing housing supply can be achieved in an integrated way, largely within the resources of the Council housing stock and with additional Section 5 Referrals across RSL partners. As a large stock transfer authority with 68 Housing Association partners, Glasgow faces a unique and extensive challenge. Following the SHR review, we are now clearer, both strategically and operationally, on the precise nature of the challenge we must overcome to achieve rapid rehousing.

**Glasgow receives approximately 5,300 homeless applications each year and this in turn assesses approximately 4,300 applicants as unintentionally homeless. However, over the past few years, GCC has only resulted in making approximately 3,000 Section 5 Referrals to Housing Associations. This number of referrals for settled housing is too low to meet the needs of all homeless households in Glasgow each year. Our improvement plan, submitted to the Scottish Housing Regulator, outlines how we will radically change how we manage homeless applicants and enable access to settled housing.**

Across the city, statutory homelessness services are accessed and delivered by 5 Teams, these consist of 3 Community Homelessness Teams based locally in the West, East and South of the City, 1 Asylum and Refugee Support Team, and 1 Prison Casework Team based in Barlinnie Prison. Each of these teams now has a specific target for Section 5 Referrals to be processed each week. This overall, will shift the number of referrals for settled housing for homeless households from 3,000 each year to over 4,100 which reflects the true extent and nature of need we are managing.

In addition, the Community Homelessness Teams and the Asylum and Refugee Support Team will aim, to produce either a Section 5 Referral or a Housing First Referral within 28 days of the full duty being accepted by the Council. The ability of the teams to process this volume with the speed required will be instrumental to the success of rapid rehousing. To enable this to be implemented and sustained we will:

- change the work processes of all Community Homelessness Teams, in conjunction with the Wheatley Group, using the Vanguard intervention and methodology to maximise organisational efficiency, minimise waste and focus on the core business of, assessing, preventing and alleviating homelessness;
- refocus our work with housing support services to align resources towards enabling housing sustainment in settled housing. To achieve this, an allocated Housing Support Worker will collaborate with the Homelessness Caseworker in the 28-day post decision period, to assist in the Housing Prospects discussion that will generate the Section 5 Referral;
- we will consolidate a dedicated Housing First Assessment Team who will work alongside the Community Homelessness Teams. This team will assess, coordinate support and manage the process for homeless people with complex needs and facing multiple disadvantage. This Team will be integrated into the broader Housing First Network in Glasgow and ensure a rapid movement from homelessness assessment to settled housing with support.

However, as we get better at managing the demand for homeless services, we also must ensure that a sufficient and effective supply of settled housing is delivered across the city's 68 Housing Associations. In the absence of a Common Housing Register, Common Allocations Policy and Common Selection Process; this important process will require to be carefully managed at an operational and strategic level. To do this we will:

- maintain and strengthen the network of 10 Local Letting Communities (LLCs) across the City. These consist of geographical clusters of Housing Associations, including the Wheatley Group, that meet with Community Homelessness Teams on a quarterly basis to plan and manage the Section 5 process at a local level. This permits mutual oversight and management of individual Section 5 Referrals, including timescales, made and governed through the 'End to End Process' mutually agreed by all LLCs;
- produce an annual Local Lettings Plan (LLP) for each Local Letting Community, outlining the projected level of Section 5 Referrals to each Housing Association with projections of expected offers and lets. The LLP will constitute the local planning framework for the delivery of rapid rehousing and Housing First between the Council and local Housing Associations;
- the Housing Access Board, comprising senior representatives from the HSCP, GCC Development and Regeneration Services, Glasgow and West of Scotland Forum of Housing Associations, the Wheatley Group and Glasgow Homelessness Network will be maintained to ensure strategic oversight and that the operational framework is functioning effectively
- increase the number of Section 5 Referrals (by up to 40%) to ensure that all statutorily homeless people in the city access settled housing as quickly and effectively as possible. From 2019/20, it is anticipated that we will process approximately 4,100 Section 5 Referrals, not including any backlogs, per annum resulting in a similar number of housing offers across the city; and
- produce a detailed Local Lettings Plan in February 2019 for 2019/20, and subsequently for each year for the duration of the RRTP to allow Housing Associations to plan for, consult on and anticipate the levels of demand from homeless households they will receive annually.

There is a clear disparity between the timescales for housing outcomes between single/smaller households and larger households. For families requiring a 5-apartment property there is a substantial wait for an offer of settled housing. Our analysis of recent trends concludes that this is for 2 specific reasons; firstly, as a result of the UC benefit cap, the PRS is less of an option for larger families; and secondly, the size profile of dispersed asylum households is growing which increases demand for larger properties as households are given leave to remain. Through the Housing Access Board this issue is being addressed by GCC's Housing Investment Team in DRS and priorities have been amended accordingly.

The step change in both the speed and volume of Section 5 referral activity to enable access to settled housing for all homeless people in Glasgow, combined with the increase in lettings activity to homeless households will be significant and challenging. It will require a noticeable shift in the balance of allocations from waiting list applicants to homeless applicants across the city. This shift will form the core of rapid rehousing in Glasgow.

The Social Housing Sector in the city is among the most extensive and diverse in the UK and there are many stakeholders who require to be engaged in managing this change in approach. This will include senior officers, housing management and allocations staff and committee members. Furthermore, the move to rapid rehousing will also bring a set of challenges around process, training, IT infrastructure, and better intelligence of housing system operation at a local level. It will also be essential that relationships across operational services are invested in and developed to ensure that there is capacity present for the necessary collaborative working that will underpin the delivery of the RRTP.



Glasgow Housing Options approach understood the structural and strategic challenges facing the city and has been led by a partnership across HSCP, Housing Associations, and the Third Sector, with the aim of preventing homelessness across Glasgow. The Glasgow Housing Options model is unique in Scotland given the depth of joint working across Health, Housing and Social Work on homelessness prevention. The development model for Housing Options is founded firmly on partnership with a strong focus on building relationships to meet both the housing and underlying needs of the service user. Strong focus has been given to the Christie Commission principles of public sector reform, which seek to maximise resources through partnership and early intervention. Key development principles for the



Glasgow Housing Options model going forward with the RRTP are therefore: (i) prevention; (ii) capacity through collaboration; and (iii) innovation to meet housing and underlying need. These principles underpinning the development model have already proven to be so successful that they have now been transferred to other contexts including 'Housing Options for Older People' and the City-wide financial inclusion and debt advice model.

The Glasgow Housing Options model is focused on the delivery of a comprehensive front line advice and support service for any customer who makes a housing enquiry in the city. The service offers a range of interventions, tailored to the individual, which aim either to prevent homelessness or promote successful tenancy sustainment including:

- intervention or referral to secure alternative accommodation;
- intervention to sustain the customer in their current home;
- intervention or referral to delay the urgent need to move home; and
- consistent advice and information with solutions tailored to the customer.

The model has been designed to promote independence, choice and increased opportunity by offering personalised housing advice to anyone in housing need. Advice is provided to customers on all housing tenures, suitable to their circumstances, and can include owner occupation and private renting. The provision of housing advice is linked to advice on health, social care and employment with the aim of sustaining people in their tenancies or helping them secure alternative accommodation as their personal needs change.

The HSCP has invested significant resources to ensure the co-location of outreach services within our Community Homelessness Services. These include:

- low level housing support services to promote proactive tenancy sustainment interventions;
- financial inclusion and debt advice services aligned to improving financial capability;
- a dedicated Universal Credit Financial Inclusion Team within the Homelessness Service; and
- employability and third sector support agencies.

We have also worked in partnership as part of our response to welfare reform to create a post hosted by the Simon Community Scotland, which provides outreach money and debt advice services to people rough sleeping and engaging in street activity in Glasgow City Centre.

This has led to staff being able to offer a comprehensive range of options for people at risk of homelessness in order that they can sustain their tenancies where possible. The extent of proactive engagement with service users facing problems with housing, including those at risk of homelessness has undoubtedly contributed to the reduction in homelessness in the city since 2012. Homelessness in Glasgow has fallen substantially over this period, from just over 8,000 applications in 2012/13 to just under 6,000 in 2015/16; a decline of 29%. Beyond this the independent evaluation indicated that the Glasgow housing options model has been hugely successful in shifting front line practice to a more person centered, preventative delivery model which protects people's rights, reduces housing crisis and delivers substantial economies to the public sector in Glasgow.

As rapid rehousing is delivered, we recognise the need to ensure that a culture of homelessness prevention is embedded within our Community Homelessness Services and the network of 68 RSLs offering settled housing across the city. In doing so we require to continue to sustain the funding on money, debt, advice and support services. We also need to ensure that our front-line homelessness staff are focused upon preventing homelessness through a housing options approach and have the skills and abilities to offer high quality advice and assistance and ensure that people have access to the right support at the right time. This will require ongoing investment.



Glasgow Health and Social Care Partnership (HSCP), with support from The Salvation Army, Wheatley Group and Social Bite, has rapidly progressed a Housing First project to meet the needs of individuals with complex needs who have experienced repeat homelessness. Housing First will be a critical element of our rapid rehousing model as the default response to reducing homelessness for those with multiple and complex needs.

The HSCP Housing First service offers individual tenancies with bespoke, assertive outreach support packages delivered by The Salvation Army. The support element of Housing First is in no way dependent on or affected by the housing situation of the homeless person and will be available for up to 2

years, however, can continue beyond this if required. The Wheatley Group have committed 75 tenancies for this project with financial support for furnishing for all Housing First households provided by Social Bite. The HSCP Housing First Project has already enabled 27 individuals to access their own tenancy with intensive support, with a further 6 being progressed and capacity for a further 42 Housing First tenancies with intensive support packages.

Following the successful delivery of the HSCP Project, Glasgow is extending the Housing First model in partnership with The Salvation Army, the Wheatley Group, Social Bite Consortium, City Mission and Simon Community Scotland. The model will be expanded to include a further 78 Housing First tenancies with support provided via the Social Bite Consortium and will be extended to include additional Housing Associations in Glasgow. In addition to the 153 Housing First Housing Association tenancies provided to the HSCP Project and the Social Bite Consortium, City Mission and Simon Community have acquired an additional 25 tenancies via the Private Rented Sector. It should also be noted that Glasgow has purchased a Housing First service from Turning Point Glasgow for several years, with 37 individuals receiving a Housing First tenancy/package since 2010.

The total number of Housing First tenancies available within Glasgow to date is 225, however it is our ambition that Housing First will grow significantly as a critical element of our adoption of rapid rehousing.



Glasgow HSCP commissioned Flexible Outreach Support Services (FHOS) within each of the 3 localities in Glasgow (South, North West and North East) in 2017 for a maximum of 4 years.

These services are a strategic redesign of traditional housing support services to a new assertive, outreach approach to supporting people through their homelessness journey and transitioning them into settled housing. This can also include support to individuals within their own tenancy.

The aims of Flexible Outreach Support Services are to:

- work closely with statutory homelessness services to meet the housing, care and support needs of service users;
- deliver services at flexible times including evenings and weekends to support vulnerable people;
- provide community-based, accessible and flexible homelessness outreach services focused on prevention, early intervention and move-on to settled accommodation with the ultimate aim of moving people out of homelessness services to settled accommodation;
- deliver professional and effective outreach service interventions with the aim of preventing repeat homelessness and assist in the resettlement process from homelessness to settled accommodation;
- support service users to develop the skills, knowledge and support networks to achieve long term tenancy sustainment;
- provide a short-medium term service intervention to promote resilience and reduce dependencies;

- develop support plans to reduce peoples' length of stay in homelessness services; and
- reduce numbers of homeless presentations, ensure quicker throughput for individuals/households who are homeless, and improve the standard and quality of interventions and support outcomes.

The FHOSS service works with up to 1,500 people at any one time, with the majority of support delivered to people living in Temporary Furnished Flats across the city.



Glasgow HSCP developed locality-based Addiction Recovery Hubs within each of the 3 localities in Glasgow (South, North West and North East) in 2016 for a maximum of 5 years. Recovery Hubs work in tandem with the statutory Glasgow Alcohol and Drug Recovery Service (GADRS) and other services to support service users recover from alcohol and/or drug addiction issues. Each Recovery Hub provides addiction recovery, housing support and pregnancy/ parenting support across the locality they are based in. Recovery Hubs work with service users to address alcohol and drug use including new psychoactive substances, developing appropriate responses and partnerships with other agencies/services, where required, to respond to the

impact of these issues and provide appropriate support. In addition to support with recovery the Recovery Hubs also offer support with tenancy sustainment and housing support for people who are at risk of homelessness or are returning to the community following a period of inpatient, or residential care (and who were previously homeless or at risk of homelessness). Individuals can receive both 1-1 and/or group work support to:

- address immediate risks to tenancy sustainment, including rent arrears, eviction notices, or significant health and safety issues, such as, fire safety or home maintenance issues; and
- develop tenancy sustainment skills including establishing routines, door management, and household management, such as, budgeting, healthy eating, cleaning, personal care and general household maintenance.

At any one time, Recovery Hubs will be engaging with a total of 2,400 people across the City, with 1,400 engaging in a live recovery plan via a named key-worker.



Another core element of service development to end homelessness is the City Ambition Network (CAN) and the City Centre Hub. The CAN is a multi-agency partnership led by the third sector that works to address the needs of the multiply excluded City Centre homelessness population who either do not engage with services or do so chaotically whilst in crisis. The CAN works to build trust with a relatively small group of very vulnerable people in order to develop relationships with a view to accessing positive pathways towards a settled housing outcome. Collaboration with Housing First providers has enabled access to settled housing for several multiply excluded homeless people in Glasgow.

The City Centre Hub will open in the Spring of 2019. This will be a multi-disciplinary one stop shop for the City Centre homeless population. It will offer health and social care interventions as well as a route into statutory homelessness services. The vision is that CAN, The City Centre Hub and Housing First will have strong links in a pathways model which meets the need of the chronic homeless population.

In addition, Glasgow established a Multi-Agency Begging Strategy Working Group during 2017, to inform a distinct strategy for the city that recognises the complex issues and challenges associated with begging. The work has been informed by people with lived experience of rough sleeping and street begging, as well as UK and international best practice research.

Like many cities, Glasgow faces particular challenges in dealing with begging within the City Centre. Whilst there is a relationship between homelessness, rough sleeping, substance misuse and street activity; the

main driver of begging is extreme poverty underpinned by the social and digital exclusion of the begging population. The reasons people why people beg are complex and require integrated responses which meet the needs of the begging population and offer alternatives to street activity. We believe that in developing responses to rough sleeping through the City Ambition Network, City Centre Hub and Housing First, this will go some way to addressing the needs of people who engage in begging. However, we will also bring forward a strategy to deal with street begging in 2019. The strategy will bring forward actions to address street begging within the City Centre that reflect the values of the City.

Glasgow has recently been selected as a Vanguard City by The Institute for Global Homelessness (IGH) in its programme to end Global Street homelessness. One of the driving factors in Glasgow becoming a Vanguard City was the recognition that significant progress was being made in developing innovative partnership approaches to addressing rough sleeping. The initial pledge from GHSCP in collaboration was to set targets for a reduction in rough sleeping in the city including a 75% reduction in chronic rough sleeping by 2020.

We will build on existing strong partnership working in the city to develop an integrated multi-agency case management approach to targeting the chronic rough sleeping population and work with them to secure settled accommodation. Our Housing First programme will be a core element of this work. At the same time, we will commission Glasgow Homelessness Network to map wider patterns of rough sleeping in order to develop coherent pathways and service responses. Part of this work will scope appropriate responses to the Bellgrove Hotel population. Whilst the Bellgrove Hotel is a privately-run business with no links to the HSCP, we are of the view that the Bellgrove Hotel is not appropriate accommodation resource for the people that stay there, and as part of our RRTP we will now begin work to systematically find alternatives for the men who use the Bellgrove and to prevent the need for its use in the future by those who are homeless.



The HSCP is seeking to establish an ambitious Alliance with service provider organisations to end homelessness in Glasgow. The Alliance will plan and deliver a large-scale transformational change agenda across the purchased service sector, re-designing and modernising the homelessness system in Glasgow.

Homelessness continues to affect too many people's lives and has an impact beyond the inability to secure and sustain accommodation, it impacts on a person's health, financial and social well-being. The Alliance will ensure individuals have access to joined up services, which promote health and well-being, and enable people to focus on their strengths and abilities to maximise

potential for independent living.

**The vision is that the Alliance will transform purchased homelessness services in Glasgow. Bringing together a range of partners with different expertise, skills and ideas; the Alliance can work in partnership to achieve much more together. Involving people in all aspects of what we do, providers, other stakeholders and most importantly individuals with lived experience, we can ensure that we have services and support in Glasgow that are responsive and flexible to meet individual and changing needs. This is an ambitious approach, requiring commitment and determination to achieve positive outcomes for service users across the city. The Alliance agreement will be in place for a 7-10-year period.**

The Alliance will work in partnership with individuals with lived experience, statutory services, Housing Associations and others, to prioritise homelessness prevention, adhering to the principles of Housing Options, and the sustainable resettlement of those who experience homelessness. The Alliance will aim to reduce the risk of/and the time spent homeless in the city.

The Alliance priorities will be aligned to the Rapid Rehousing Transition Plan. As we see a reduction in the requirement for temporary accommodation through the delivery of rapid rehousing, we will see a redirection of resources towards community-based housing support services. We will also see a reduction in the use of unsuitable emergency accommodation through the life of the RRTP. Where we do continue to provide communal living settings these will increasingly be underpinned by a trauma informed model.

### **5.3 Ending Homelessness Together in Glasgow: rapid rehousing's contribution**

Rapid rehousing in Glasgow has been designed to address the unique challenges faced by the city in tackling and ending homelessness. We are confident that it provides the right approach to meet the challenges we face including:

- the diversity of need across our homeless population and ensuring equal access to person-centred services;
- enabling better opportunities to access the PRS in Glasgow;
- end the use of B&B accommodation;
- address the risks associated with welfare reform; and
- tackle multiple exclusion homelessness.

Rapid rehousing is a central pillar in the wider strategy of planning and development underway to end homelessness in Glasgow. It will play a central role in the wider strategy to develop services, partnerships and approaches to meeting the needs of homeless people in the City including our ambitions to:

- improve the way we manage demand for homeless services and access to settled housing;
- housing options and homelessness prevention;
- the upscaling of Housing First;
- boost the central role of housing support services in enabling effective tenancy sustainment;
- enable easy access to addiction recovery services that contribute to tenancy sustainment;
- meet the needs of the chronic City Centre homeless population including ending rough sleeping; and
- transform the provision of homelessness services in City using the Alliance commissioning model.



## 6 Rapid Rehousing Vision & Objectives

Rapid rehousing in Glasgow is a major opportunity to transform the experiences of homeless households and to form a new public service partnership model focused on both the housing and underlying needs of homeless households. We believe strongly in the rapid rehousing philosophy and have designed a model which enables us to achieve each principle set out in the Scottish Government's rapid rehousing guidance.

In Glasgow, we see rapid rehousing as the catalyst to take a housing led approach to meet the needs of any household facing homelessness. This means that whilst preventing homelessness will always be our primary focus, where homelessness does occur, providing settled housing for all homeless households as quickly as possible, will be our priority. To achieve rapid rehousing, a Glasgow vision has been developed with a set of practical objectives which will enable the Council and its partners to manage the 5-year transition process.

### 6.1 Glasgow Rapid Rehousing Vision

The vision for rapid rehousing in Glasgow is simple and reflects our priorities that:

1. homeless households spend as little time in temporary accommodation as possible;
2. flexible, person-centred support services are available that follow the person to settled housing; and
3. the balance of temporary accommodation and support options shift from accommodation-based services to community-based services which focus on people and their needs.

The vision for rapid rehousing in Glasgow is as follows:



#### Glasgow vision for rapid rehousing

To reduce the time spent in temporary accommodation by enabling homeless households to access settled accommodation quickly and with the right support to sustain their housing outcome



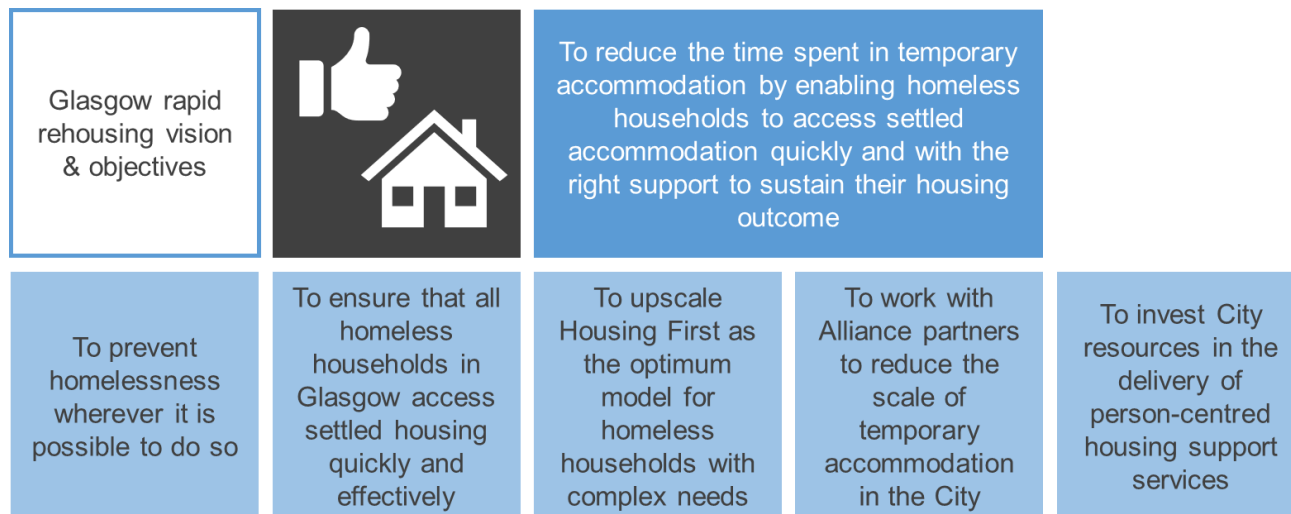
### 6.2 Glasgow Rapid Rehousing Objectives

To achieve this vision, a number of rapid rehousing objectives have been developed as the basis of planning and implementing our approach to transition. Specific areas of development activity have been designed around the needs of our homeless population in Glasgow and the wider strategy for ending homelessness in the city.

We have identified four specific objectives which detail how we will programme our activity, partnership, time and resources to transition to rapid rehousing. These objectives are focused around the outcomes we want to achieve and reflect our commitments to:

- prioritising the prevention of homelessness wherever it is possible to do so;
- reducing the time spent in temporary accommodation for all homeless people in Glasgow;
- upscaling Housing First as the optimum model for meeting the needs of our most complex and disadvantaged service users; and
- reduce the scale of temporary accommodation in the city through the Alliance commissioning model and redirect resources to the delivery of person-centred housing support services.

Our rapid rehousing objectives are as follows:



These objectives form the basis of meeting the needs and transforming the experiences of homeless households in Glasgow and link directly to the wider strategy for ending homelessness in the city.

Together these objectives will deliver a range of accommodation options which offer the right support to enable homeless households to quickly access and then sustain settled housing. These objectives have therefore provided the framework to plan our activity, funding model and partnership arrangements according to the extent and nature of need across the homeless population in Glasgow. This framework ensures that we have the right balance of resources to meet current and emerging need over time and forms the basis of the rapid rehousing model developed to test how we programme our delivery activity and investment over time (outline in more detail in Chapter 7).

### **To achieve these objectives, over the next 5 years, City partners will:**

1. Reduce time in temporary accommodation by more than 50%
2. Eradicate the use of bed and breakfast accommodation for homeless people
3. Reduce the supply of temporary furnished flats by 1,000 units
4. Reduce the supply of hostel provision by 500 units
5. Develop 600 Housing First tenancies for the City's most complex and disadvantaged service users
6. Invest savings in the delivery of person-centred floating support services



### **Achieving the transition to rapid rehousing will result in:**

- Transformation of the experiences and outcomes achieved by homeless people in Glasgow
- Significant reductions in temporary accommodation and movement away from unsuitable accommodation
- A system change in the homeless commissioning model from accommodation based services to community based support services
- Net savings in public expenditure on homelessness of up to £70M



Whilst rapid rehousing objectives focus on the extent of support needs across the homeless population in Glasgow, we recognise that it will continue to be essential that we focus on the nature of support needs and the priority groups who are most susceptible to homelessness. Within the Rapid Rehousing Transition Plan, we will continue to develop and improve the pathways to settled housing for the following priority groups:

## **Prison discharge pathway**



The HSCP will continue to operate the specialist Prison Homelessness Service located at HMP Barlinnie. The service provides outreach to a number of prisons through-out West Central Scotland. Through the specialist Prison Homelessness Service we provide a Housing Options and statutory homeless service to the prison.

We continue to work with a range of partners to ensure effective through-care arrangements are in place in order that people have access to support to sustain tenancies and accommodation/support on liberation. There are a range of specialist best practice examples within the city including Tomorrow's Women Glasgow, a trauma informed approach to support for the most vulnerable women in our city with a history of offending. GHA have seconded a Housing Officer to the service in order to improve access to mainstream accommodation for women in contact with the service who have long established patterns of offending. Across the HSCP we also continue to commission a range of specialist and mainstream services in order to meet the accommodation and support needs of people with histories of involvement with the criminal justice system.

## **Veterans and service leavers pathway**



The HSCP currently does not have an exclusive pathway for veterans. The pathway for veterans who present as homeless to the Council is through the section 5 process.

Help for Heroes and Scottish Veterans Housing Association provide support and accommodation within the city. Homelessness Services has good operational links with both services. Beyond this, the City's RSLs have developed pathways into settled accommodation with the Help for Heroes Service.

As part of the RRTP we will work with partners to look at service responses to veterans. The review will clarify service pathways and bring forward recommendations on how we enhance provision for Veterans. We will work with colleagues across the service network to ensure the distinct needs of Veterans are met. In particular we will work to ensure that people have access to psychological services as we know that veterans have higher levels of trauma based problems due to early life experiences and experiences during their time in the armed forces.

## **Hospital discharge pathway**



There are current robust systems and processes to ensure clear pathways are in place between acute NHS services through the Homelessness Hospital Discharge Team and the Council's Homelessness Services. Hospital care planning and discharge procedures ensure that people are not de-admitted without a positive accommodation destination.

Where people are likely to be homeless on discharge then contact will be made with the Homeless Service and emergency accommodation will be sourced. The Homelessness Service is facing increasing challenges due to an increase in the number of long term drug users with complex health and social care needs, particularly people with mobility issues. Through the life of the RRTP we will work with our colleagues across the HSCP, Development and Regeneration Services and within the city's RSLs to ensure that there is an adequate supply of accessible accommodation for the needs of this growing population.

## Domestic abuse pathway

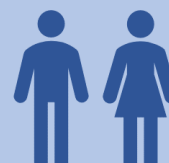
The Homelessness Service has invested significant resources to ensure that we provide a service sensitive to the needs of people who have suffered domestic abuse. We ensure access to appropriate safe accommodation.

We also ensure that people have access to the right support in order that they can make informed decisions about their circumstances. The co-location of our Homelessness Service with Children and Families Social Work Services ensures effective joint working in cases involving children.

For women who have long histories of domestic trauma and abuse we are increasingly developing residential services that are trauma informed. Ensuring that service users are accommodated in therapeutic environments that support them to examine the issues impacting upon their lives rather than exacerbating their trauma. A key element of our RRTP will see the HSCP withdraw from unsuitable accommodation services. The residential services that we do retain will operate a trauma informed model of provision. To this end we are currently operating pilots within two of our women's residential support services. A priority action for the RRTP will be to work with colleagues within the Wheatley Group and West of Scotland Forum of Housing Associations to ensure allocation and transfer policies to enable homelessness prevention.

## Care leavers pathway

The Homeless Service has very good interfaces with Children and Families Social Work. In the main young people who have been previously looked after and accommodated are supported within discrete care leaver's support and accommodation provision.



Where a young person loses their accommodation in a crisis the Homelessness Service will assist our colleagues within Leaving Care Services to provide emergency accommodation. However, the pathway will be back to designated care leaver resources in line with our corporate parenting duty as we do not wish our young people to have to present as homeless in order to secure accommodation. The HSCP also has access to housing agreement with the Wheatley Group and the West of Scotland Forum of Housing Association members. The agreement sets out the pathway into settled housing for care leavers. Positive interfaces exist between the city's housing associations and the HSCP's Leaving Care Services. These positive relationships ensure that care leavers are able to access good housing that supports their transition to independent living. An early priority for the RRTP will be to review the plan in order to ensure that we maintain positive destinations for formerly looked after and accommodated young people.



## **7 Rapid Rehousing Transition Planning**

To define Glasgow's detailed plan to transition to a rapid rehousing approach over a 5-year period, we worked with Arneil Johnston (a Scottish housing consultancy) to carry out an analytical modelling exercise to design and test the rapid rehousing implementation framework. To achieve the vision for rapid rehousing in Glasgow, the aim is to develop a delivery model which:

- reduce times in temporary accommodation by more than 50%;
- eradicates the use of bed and breakfast accommodation for homeless people in Glasgow;
- reduces the supply of temporary furnished flats by 1,000 units;
- reduce the supply of hostel provision by 500 units;
- develops up to 600 Housing First tenancies for the most complex service users; and
- invests savings in the delivery of person-centred floating support services.

Whilst a Glasgow version of the Scottish Government's Rapid Rehousing Toolkit is prepared providing a useful snapshot of the baseline temporary accommodation model and the proposed year 5 position; our objective is to build a 5-year projections model that will allow us to test data inputs and assumptions, year on year, and in relation to changes in:

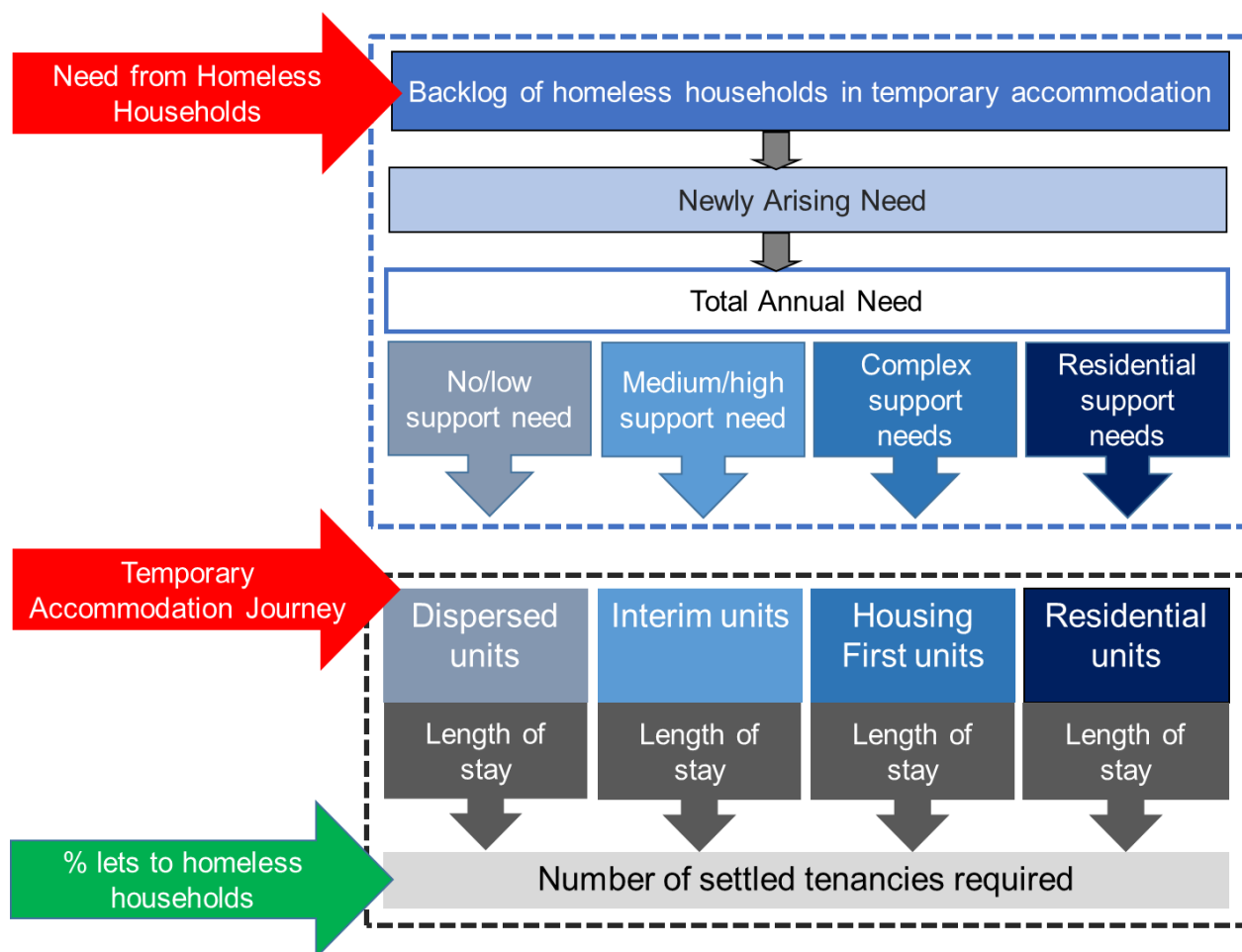
- demand from homeless households (both in relation to reductions through prevention or increases through pursuing a rapid rehousing model);
- changes in the profile of the support needs of the homeless population as Housing First proactively manages the needs of the most complex and disadvantaged service users;
- the number of units required in each category of temporary accommodation as target reductions in the length of stay are implemented annually;
- the supply of social rented housing as the Strategic Housing Investment Programme is implemented (both in terms of new build development and demolitions); and
- the proportion of social tenancies required to deliver a target length of stay in temporary accommodation to transition to the vision for rapid rehousing.

To achieve this, Arneil Johnston developed a rapid rehousing modelling tool which projects the need for temporary accommodation annually over a 5-year period, as a more rapid transition to settled housing is pursued. The model also calculates the proportion of social tenancies required each year to enable a target reduction in the length of stay in temporary accommodation to be achieved.

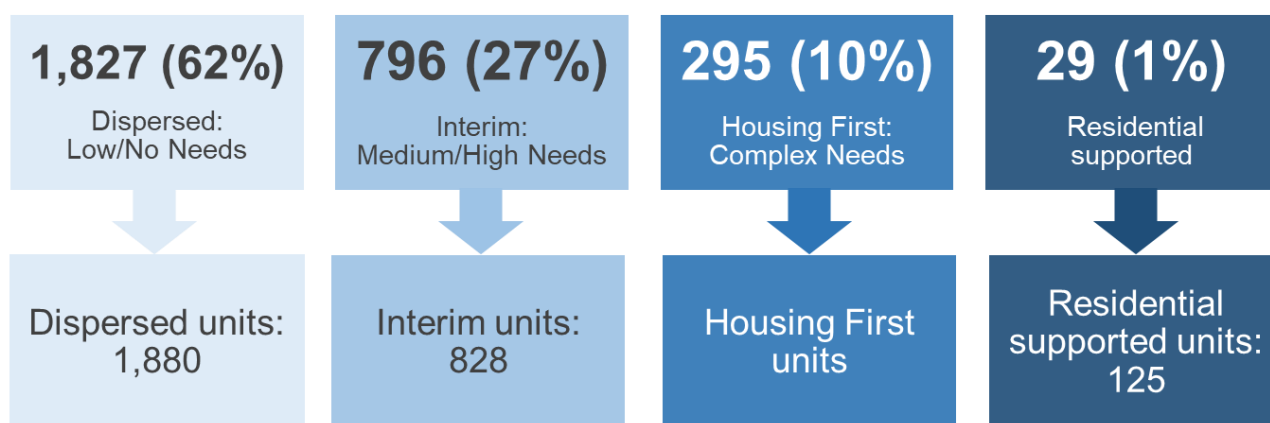
The structure of the rapid rehousing modelling tool is set out as follows:

1. annual need from homeless households is calculated (including a proportion of the backlog of households in temporary accommodation and the annual flow of households who present for assistance), profiled to reflect the support needs of the homeless population locally;
2. temporary accommodation journeys are projected as homeless households are matched to each category of provision and remain in temporary accommodation according to a target length of stay; and
3. % lets to homeless households are calculated based on the number of tenancies required per category to enable the target length of stay to be delivered.





Households in temporary accommodation have been matched to each category of provision on the following basis:

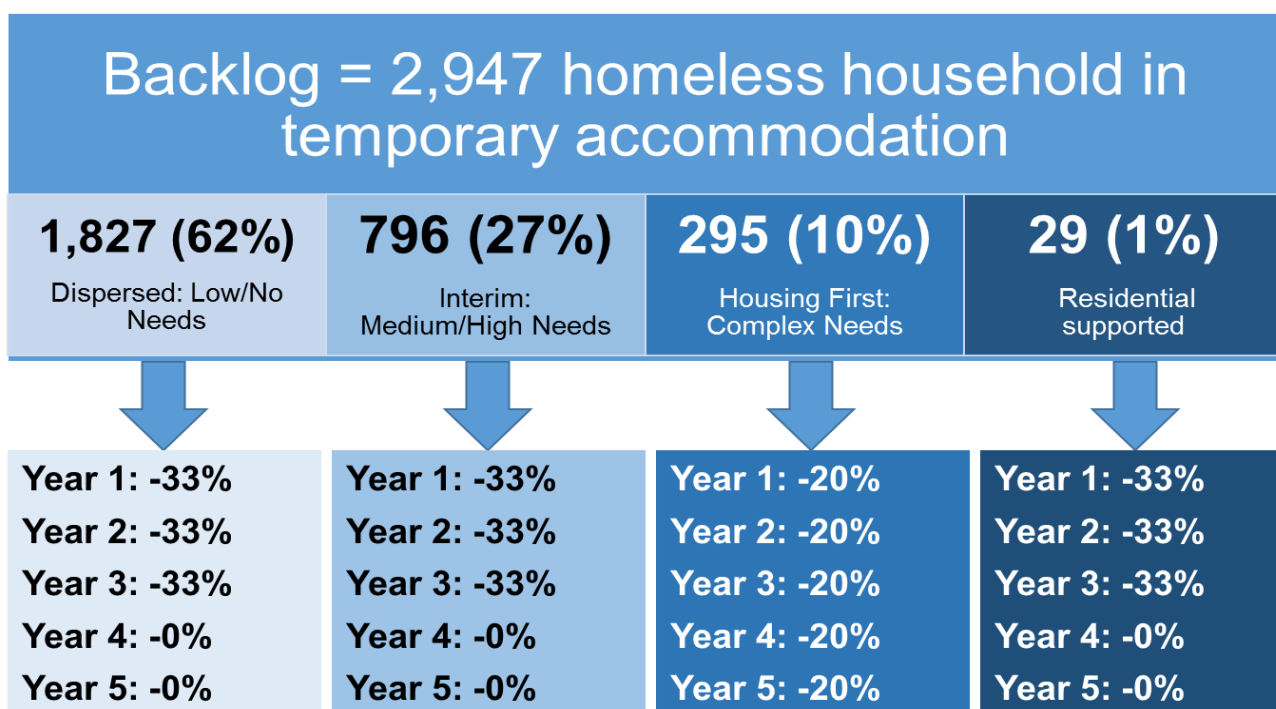


The inputs and assumptions which drive model outcomes and provide evidence of the transition to a rapid rehousing approach are outlined in detail below.

## 7.1 Model inputs & assumptions

The rapid rehousing model is structured around 3 sets of data inputs and assumptions including (i) backlog need for settled housing; (ii) newly arising need for settled housing; (iii) annual access to settled housing.

Backlog need for settled housing equals the number of households currently residing in temporary accommodation in Glasgow which stands at 2,947 households.

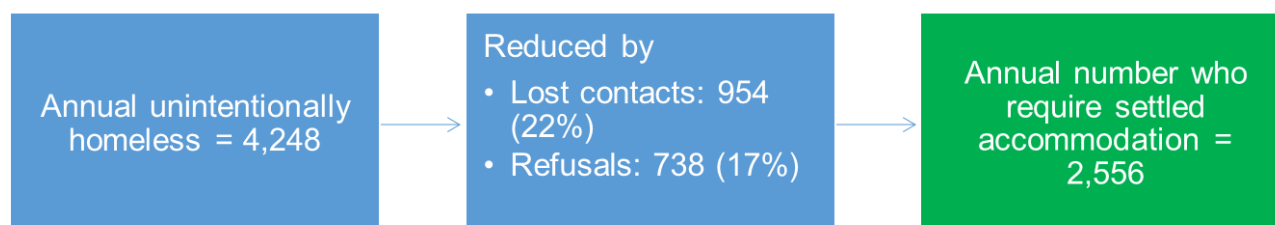


The model projects a reduction in the population of households in each category until the backlog is eliminated over the 5-year period. All components of the backlog start to be addressed in Year 1. It is projected that the backlog of homeless households with no and low support needs, households with moderate to high needs and those who require residential supported accommodation will be met by year 3 of the model by reducing 33% per annum for three years. This reflects our ambitious plans to manage the homelessness and Section 5 Referral process more effectively in partnership with Local Letting Communities.

The backlog of the Housing First population will be met by year 5 of the RRTP at a reduction of 20% per annum for 5 years. The needs of the 1% of households (29) who require residential supported accommodation do not translate into a requirement for temporary accommodation as it is assumed that social work and health services will identify appropriate residential accommodation within shared, supported and trauma informed environments.

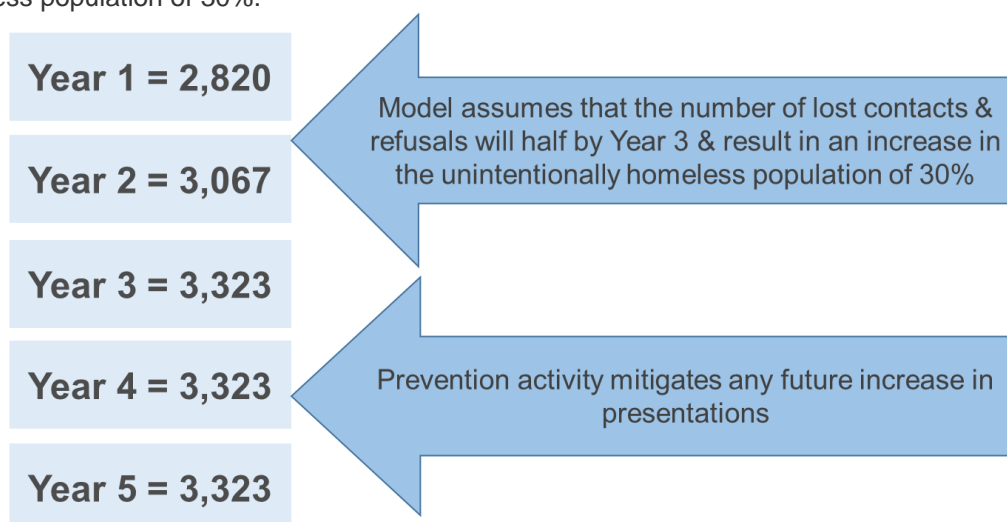
The backlog of homeless household with no and low support needs (1,827) and moderate to high needs (796) is projected to be eradicated by year three. Using these assumptions, the model projects the number of backlog households to be added to the annual population of households who will required settled housing each year.

Newly arising need for settled housing each year equals the total number of unintentionally homeless households who apply for assistance (4,248)<sup>2</sup> net of those who lose contact with the service (954) or refuse the offer of settled accommodation offered to them (738). This gives a baseline annual flow of homeless households who will require temporary accommodation and an offer of settled housing as follows:



The model projects changes in the profile of demand for homeless services over time. It has been assumed that the number of lost contacts and refusals will half by year 3, which will result in an increase in the unintentionally homeless population of 30%.

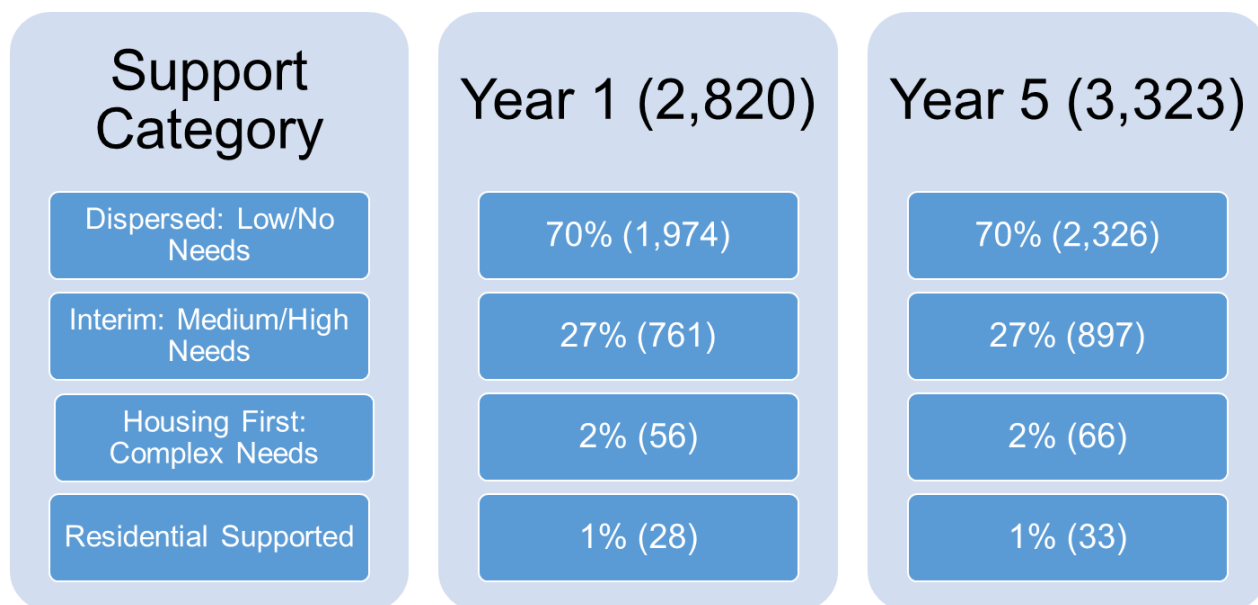
From year 3 it has been assumed that projected increases in service demand (arising as a result of the perceived benefits of the rapid rehousing approach) will be offset by reductions in demand as a result of a more proactive approach to preventing homelessness locally.



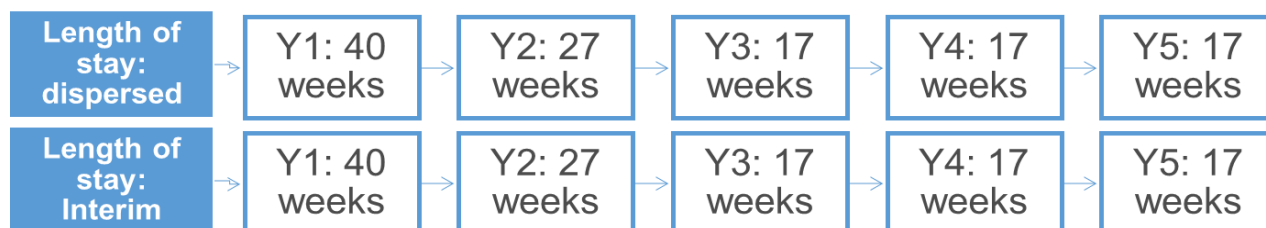
The model also assumes the support need profile of the homeless population will start to shift over time as the expanded Housing First model meets the backlog of complex housing needs and reduces repeat homelessness. It is assumed that in addition to the backlog need in this category, an annual flow of households with complex needs will also emerge at a rate of 2% per annum (317 households in total across years 1-5).

The annual combined figure of backlog and newly arising need is totaled in the model to provide an annual measure of the number of households who will require temporary accommodation pending an offer of settled accommodation as set out by support need category below:

<sup>2</sup> Average number of unintentionally homeless households over the last 3 years (2015/16 – 2017/18), HL1 statistics



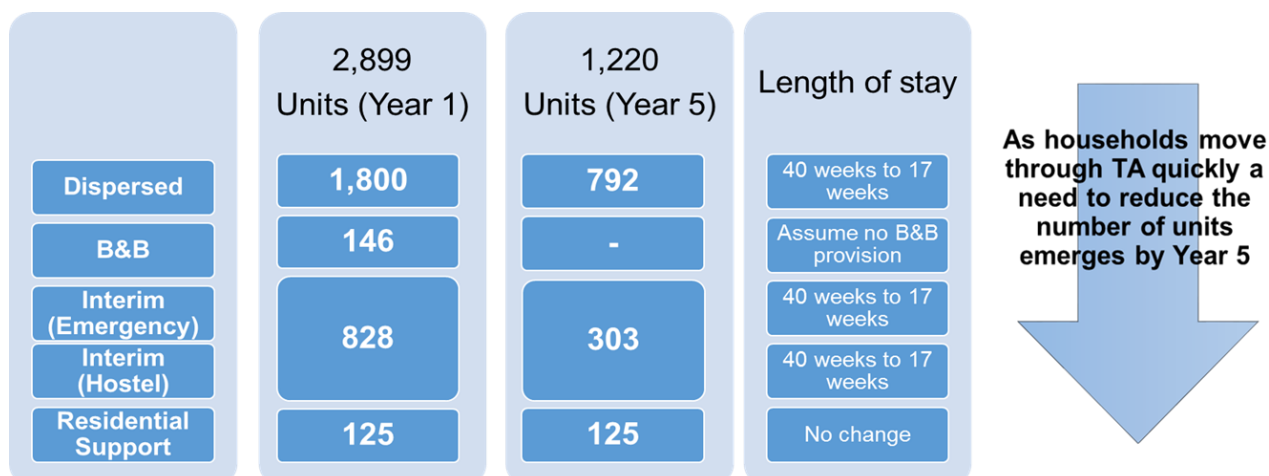
The model then assumes a target length of stay in temporary accommodation based on improving the speed of the homeless journey in Glasgow by over 50% from a current baseline of 40 weeks. This shift in the length of stay in temporary accommodation will incrementally decrease from year 1 to year 5 as follows:



**This length of stay by year 5 of the rapid rehousing model will result in homeless households waiting no more than 17 weeks (approximately 4 months) for an offer of settled accommodation irrespective of the extent and nature of support needs of homeless households.**

**This equality shows the commitment of Glasgow and its partners to move away from a system that focuses on ‘tenancy readiness’ as a pre-requisite for settled housing. The only distinction between those with no-low support needs and those with moderate-high is that floating support services will be targeted to the latter group in enabling the transition between temporary and settled housing and to support successful tenancy sustainment post allocation.**

As the temporary accommodation journey speeds up in Glasgow, temporary tenancies will increase in turnover offering more capacity to meet the needs of homeless households who require emergency assistance. Over time surpluses in temporary accommodation emerge, with a proposed reduction in both hostel accommodation and dispersed accommodation units projected as follows by year 5: The model assumes that the use of B&B accommodation is eradicated from year 3.



The model projects an overall reduction in temporary accommodation units by 1,679 across the 5-year projection period. This reduction is made up of a decrease in dispersed units (of 1,008) and a decrease in hostel units (of 525). This decrease in hostel units will necessitate the closure of hostels or decommissioning of several purchased services through the Alliance commissioning model.

As outlined in Chapter 3 above, the HSCP manage just 4 of the hostels in use across the city, with the remaining 36 hostels managed by a range of providers as purchased services. The HSCP does not receive any income from these commissioned hostels, as rental income is collected by each provider. The HSCP fund the support element of the service.

Therefore, any changes to the 36 units of hostel provision will require to be managed by the Alliance commissioning model, involving relevant providers across all aspects of delivering homelessness services in the City to build an accommodation and support model that is responsive and flexible enough to meet the needs of homeless people. Given Glasgow's commitment to follow the principles of the rapid rehousing philosophy which prioritises the use of dispersed accommodation as the optimum model, decision making over the implementation period may focus on the reduction of further hostel accommodation beyond the model projections.

The model calculates the number of settled tenancies which require to be allocated to homeless households each year to enable the target length of stay in temporary accommodation to be met. This number is then calculated as a proportion of all social tenancies available to meet local need. The model therefore calculates potential access to settled accommodation by projecting the number of social tenancies which become available in both RSL and PRS stock, adjusted for projected demolitions and new build units.

The total number of available social tenancies in existing stock currently sits at 1,943 which represents 26% of available lets being allocated to homeless households (based on data from the Housing Access Team in 2018).



The turnover figure of 7,479 is based on 2017/18 lets minus transfer lets.



The model calculates the extent to which the proportion of allocations require to increase to ensure target reductions in length of stay is achieved under the rapid rehousing model. In addition to existing supply, new build housing will also improve access to settled housing aligned to the delivery of the affordable housing programme in Glasgow. The following 5-year projections in the Strategic Housing Investment plan have been modelled:

New supply	New Builds	Year 1	Year 2	Year 3	Year 4	Year 5
	RSL NB	1,300	1,355	1,238	782	667
	RSL Demo	38	74	33	20	-

This figure is also adjusted to reflect proposed demolitions of 165 units, which results in additional net new supply of 5,177 units over the 5-year period.

Annual access to settled accommodation in Glasgow is also enabled by utilising the private rented sector. Based on the number of households that accessed the PRS as a settled outcome in 2017/18 (118), we estimate that approximately 658 PRS tenancies will be accessed over the 5-year transition period to meet the needs of homeless households. These tenancies are deducted from the number of social tenancies required annually to meet the needs of homeless households as a percentage of all social tenancies available.

## 7.2 RRTP model outputs

The homelessness position statement for rapid rehousing notes that the current proportion of social tenancies allocated to homeless households in Glasgow sits around 26%, which is lower than the national position at 33%. To pursue the Council's rapid rehousing vision, it is acknowledged that this proportion of tenancies will increase in line with the strategy to prioritise access to settled housing and to reduce the length of time spent in temporary accommodation.

The rapid rehousing model projects the percentage of settled tenancies that should be allocated to homeless households each year in Glasgow by calculating:

- the total number of tenancies required to meet the needs of backlog and newly arising homeless households;
- less the number of settled housing options achieved in the PRS; and
- divided by the total number of social tenancies available (both vacancies in existing stock and new supply net of demolitions).

As illustrated below, the proportion of settled tenancies which require to be allocated to enable rapid rehousing assumptions to be implemented ranges from 48% in year 1 to 38% in year 5. These fluctuations arise as a result of projected changes in homelessness demand (driven largely by reducing lost contracts and eliminating backlog need) and supply (driven largely by the delivery of the SHIP).

	Year 1	Year 2	Year 3	Year 4	Year 5
Settled Tenancies Needed	4,239	3,751	4,119	3,245	3,245

PRS Tenancies	85	106	127	149	170
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Tenancies required less PRS	4,154	3,645	3,992	3,096	3,075
Turnover available	8,742	8,761	8,685	8,242	8,147
<b>ALLOCATION % REQUIRED</b>	<b>48%</b>	<b>42%</b>	<b>46%</b>	<b>38%</b>	<b>38%</b>

Average annual lets to homeless to achieve RRTP = 42%

Over the course of the 5-year projection period, on average across Glasgow, 42% of all available social tenancies will require to be allocated to homeless households to enable rapid access to settled accommodation. This model outcome will form the basis of renegotiating the proportion of tenancies allocated to homeless households with Housing Associations through the Local Letting Community mechanism.

These outcomes are achieved in parallel to delivering a reduction in excess of 50% to the length of stay in temporary accommodation in Glasgow (from 40 weeks to 17 weeks).

Whilst the rapid rehousing model successfully evidences the capacity of Glasgow partners to shift the system which provides accommodation and support services to homeless households to one which prevents and resolves homelessness quickly and effectively by prioritising access to settled accommodation; it should be acknowledged that this initial rapid rehousing model assumes that there is a sufficient supply of accommodation of the right size and type to meet the needs identified.

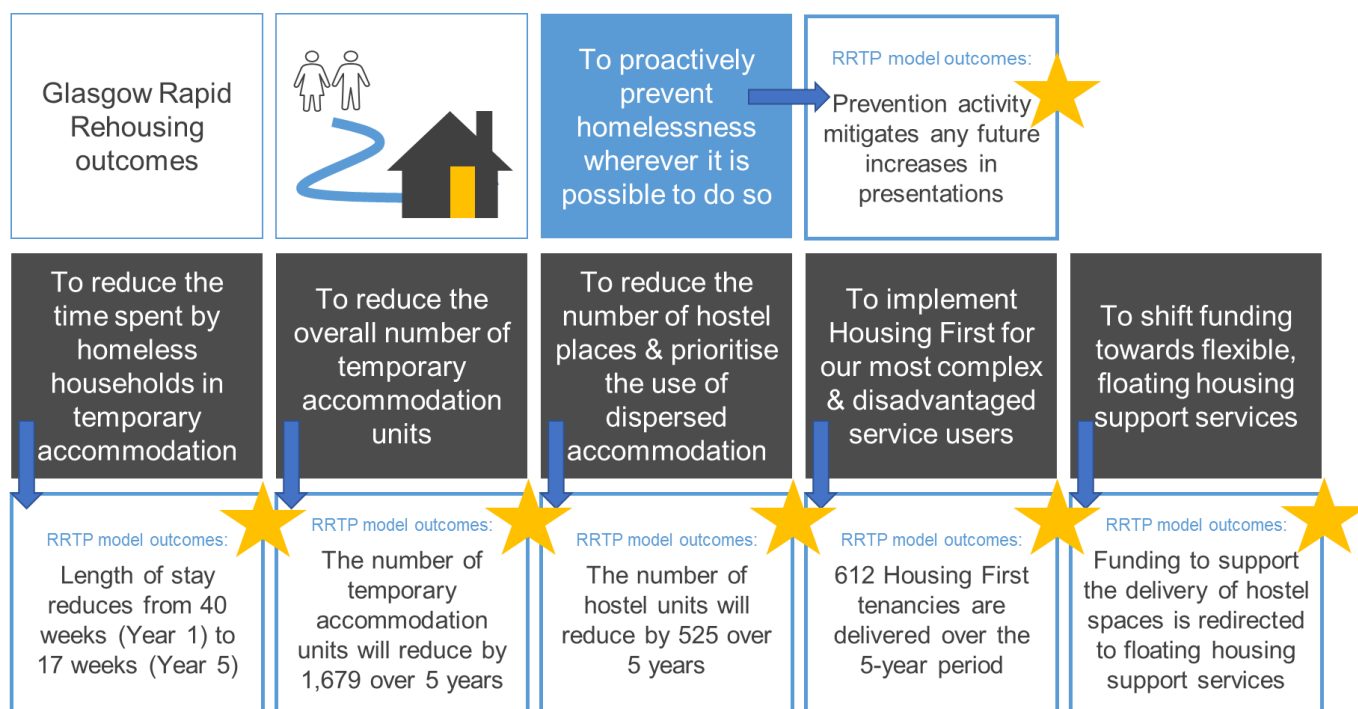
Across Glasgow, the supply of affordable housing varies (sometimes significantly) by property size, type and availability providing potential barriers to meeting the assumptions set in the rapid rehousing model in terms of maximum length of stay. As the plan is approved and implemented, it will be critical to the success of the rapid housing plan, that there is closer joint planning, improved strategic and operational interfaces with the 68 Registered Social Landlords within Glasgow. This will be achieved through the development of annual Local Letting Plans for each of our 10 Local Lettings Communities. The plans will test model assumptions in the context of available housing supply in each community. Where imbalances between the housing supply needed and available are identified, solutions should aim to improve access to settled housing either through investment, negotiation with Housing Association partners or strategic commissioning options. Within this delivery planning framework, it will be essential to ensure that access to settled housing enables homeless households to maintain existing support networks to maximise opportunities for housing sustainment.

Engagement with service users, waiting list applicants and existing tenants will be a key aspect of ensuring that a credible rapid rehousing model is achieved across Glasgow which balances the needs of homeless households with other groups seeking housing.

### 7.3 Rapid rehousing transition model outcomes

The RRTP modelling tool has enabled the design of a local framework which optimises Glasgow's ability to deliver the principles of the rapid rehousing framework across the City.

The model evidences the credibility of our plan as the catalyst to the objectives for rapid rehousing across Glasgow as illustrated below:



## 8 Rapid Rehousing Resource Plan

The success of our Rapid Rehousing Transition Plan will be dependent on being able to shift public resources towards prevention and housing sustainment and away from accommodating households for extended periods in temporary accommodation. To achieve this, the rapid rehousing resource plan will help to inform the Alliance commissioning model in Glasgow, where joint resource planning and budgeting to better meet the housing and underlying needs of the homeless population, is delivered in parallel with the rapid rehousing model.

To manage the transition to rapid rehousing successfully over a five-year planning period, it is clear that we will need a level of front funding to rebalance investment in homeless services. This front funding will allow us to invest in the type of service delivery that enables a shift in resources from the provision of temporary accommodation to the delivery of community based floating support services. As outlined in Chapter 7, by year 5 of the rapid rehousing model, at least 1,600 units of temporary accommodation can be decommissioned, creating potential to invest in further support services to enable sustainment in settled housing.

This rapid rehousing resource plan describes our current resource assumptions, the funding framework for transition and the impact that investment in rapid rehousing will have on public expenditure in Glasgow over the 5-year planning period.

### 8.1 Funding framework for homelessness services in Glasgow:

Table 8.1 below illustrates the funding framework for Homelessness services in Glasgow.

**At present, the total net expenditure on homelessness services in Glasgow sits at £46 Million.**

**Glasgow City HSCP**  
**Rapid Rehousing Transition Plan**

Income/ Expenditure Headings	Details	Total Cost	Temporary Accommodation cost (Properties leased/ owned by GCC)	Other Homeless service costs
Employee Costs	Staff costs relating to service management and accommodation-based staff	£12,193,644	£10,908,400	£1,285,244
Property Costs	Temporary accommodation property rental costs, repairs, property management fees and other property related expenditure	£12,149,900	£11,182,100	£967,800
Transport Costs	Client and staff transport	£161,219	£136,200	£25,019
Supplies and Services	Expenditure on purchases and property management fees	£4,996,259	£3,362,606	£1,633,653
Contracted services	Payments to private contractors	£452,900	£452,900	
Purchased services	Purchased Services through the commissioned providers, this relates to the funding of the support element of the service. The housing costs element is paid for by the providers and collected through their housing benefit.	£25,925,758		£25,925,758
Homecare & other external payments	Homecare for homeless clients and aids and adaptations	£166,065	£146,765	£19,300
Direct Assistance	Budget used to provide assistance to service users in need (mainly used for clients with no recourse)	£58,900	£58,900	
Ring Fenced Grants	Committed annual grant payments to other bodies (GHN/GCIL)	£46,988		£46,988
Housing Benefit Rent Rebates		£17,689,500		£17,689,500
Overhead Allocations	Labour overhead allocation	£745,000	£745,000	
Capital Financing	Principal and interest payments relating to properties	£830,100	£830,100	
Gross Expenditure		<b>£75,416,233</b>	<b>£27,822,971</b>	<b>£47,593,262</b>



Income/ Expenditure Headings	Details	Total Cost	Temporary Accommodation cost (Properties leased/ owned by GCC)	Other Homeless service costs
Housing Benefit Subsidy	Receipt of subsidy for the Housing Benefit Payment	-£14,196,700		-£14,196,700
Rent Income		-£14,597,400	-£14,597,400	-
Income from public bodies	Home office funding for Afghan/Syrian refugees	-£601,300		-£601,300
<b>Total Income</b>		<b>-£29,395,400</b>	<b>-£14,597,400</b>	<b>-£14,798,000</b>
<b>Net Expenditure</b>		<b>£46,020,833</b>	<b>£13,225,571</b>	<b>£32,795,262</b>

8.1 Net Expenditure on Homelessness services in Glasgow

## 8.2 Temporary accommodation and support funding

As illustrated in Table 8.1, HSCP collects £14.5M of rental income from properties that they lease/own and with remaining temporary accommodation commissioned through a network of service providers.

In total, GCC collect rental income for 1,929 temporary properties with the remaining units (970 units) being managed by commissioned service providers. Table 8.2 outlines the properties which are owned by Glasgow and the properties which are managed by commissioned partners.

TA Type	GCC	Alliance	Total
Dispersed -RSL Owned	1,558	-	1,558
Dispersed - PSL	-	242	242
B&B	146	-	146
Emergency Hostel	158	199	357
PSL Emergency Hostel	42	50	92
Hostels	25	354	379
Residential Support	-	125	125
<b>All Accommodation</b>	<b>1,929</b>	<b>970</b>	<b>2,899</b>

**Table 8.2: Temporary accommodation portfolio (management arrangements)**

Table 8.2 illustrates that the HSCP currently fund and manage 1,558 dispersed properties, 146 B&B units and 11 hostels (comprising 225 units). For this portfolio, HSCP receive the rent and pay for the property and housing support costs. The net cost of temporary accommodation to HSCP/GCC as shown in Table 8.1 above is £13.2M. This net cost relates to employee costs and property costs which are not funded through rent. The funding of homelessness services employee costs is discussed further in section 8.1.2 below.

Table 8.1 above also illustrates that the HSCP purchase services of over £25M from a range of commissioned service providers. In Glasgow, service providers manage the funding arrangements for 970 units in 37 hostels. The £25M provided by HSCP funds ONLY the support element of the service in these units, with service providers managing and paying for the property cost element from the income being collected through rent.

The £25M not only supports accommodation-based support, it also funds a range of support and outreach projects. The breakdown of the £25M invested in the purchased services is shown below:

Accommodation costs = 67%	Accommodation - purchased services	5,157,554	20%
	Residential accommodation	12,042,288	47%
Support & outreach costs = 33%	Day Centre	384,450	2%
	Flexible Outreach	4,892,498	19%
	Housing First	792,131	3%
	Housing Support/Outreach	2,258,906	9%
		<b>25,527,827</b>	<b>100%</b>

**Table 8.3: Alliance funding: commissioned homelessness services**

Table 8.3 illustrates that 67% of purchased services relates to accommodation-based services, with 33% relating to community-based support and outreach. The vision for RRTP is to reduce expenditure on accommodation-based services along with the reduction of unsuitable emergency accommodation units.

Through the implementation of RRTP there will be a redirection of resources from temporary accommodation to community-based housing support services.

### 8.2.1 Glasgow homelessness service staff costs

The HSCP homelessness budget funds £12.19M of employee costs, with 67% of this budget relating to service management staff costs (£6.9M) and 43% (£5.2M) relating to accommodation-based staff costs.

Service management costs = 57%	Social care services	1,652,701	14%
	Service Coordination/Management	405,022	3%
	Casework & commissioning	4,875,647	40%
Accommodation costs = 43%	Hostels	3,510,423	29%
	Emergency Services	1,311,642	11%
	TADS	438,209	4%
		<b>12,193,644</b>	<b>100%</b>

**Table 8.4: Glasgow Homelessness service staff costs**

Overall, Table 8.4 illustrates the significant level of resources currently invested in funding the provision of both statutory homelessness services, temporary accommodation and support/outreach service costs.

Service management costs = 18%	Social care services	1,652,701	4%
	Service Coordination/Management	405,022	1%
	Casework & commissioning	4,875,647	13%
	<b>Service Management total</b>	<b>6,933,370</b>	<b>18%</b>
Accommodation costs = 60%	Accommodation - purchased services	10,417,828	4%
	Residential accommodation	12,042,288	32%
	<b>Accommodation based support total</b>	<b>22,460,116</b>	<b>60%</b>
Support & outreach costs = 22%	Day Centre	384,450	1%
	Flexible Outreach	4,892,498	13%
	Housing First	792,131	2%
	Housing Support/Outreach	2,258,906	6%
	<b>Support and Outreach total</b>	<b>8,327,985</b>	<b>22%</b>
		<b>37,721,471</b>	<b>100%</b>

**Table 8.5: Glasgow Homelessness service staff costs & support funding**

**As Glasgow currently funds housing support services for homeless households to a significant level across the City, a strong foundation is in place to enable the rapid rehousing principle to be implemented. The shift in the funding of temporary accommodation provision over time, will enable further housing support funding options to be identified.**

### 8.3 Funding framework for rapid rehousing

The rapid rehousing funding framework has been developed around the objectives of the model, namely:

To prevent homelessness wherever it is possible to do so	To ensure that all homeless households in Glasgow access settled housing quickly and effectively	To upscale Housing First as the optimum model for homeless households with complex needs	To work with Alliance partners to reduce the scale of temporary accommodation in the City	To invest City resources in the delivery of person-centred housing support services
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In order to determine the resources required to deliver rapid rehousing, a five-year budgeting tool has been developed to establish the extent to which the delivery of rapid rehousing model (outlined in Chapter 7) will require additional funding or generate efficiencies.

Table 8.6 sets out the financial resources required to enable the successful delivery of each element of the rapid rehousing model

R RTP Objective	Resource	Detail	Narrative	Total	Annual Cost
To proactively prevent homelessness wherever it is possible to do so	Housing Options Development Officers x 3	To build upon the improvements within service provision	The HSCP and our partners have made significant progress in developing our Housing Options Service. We have invested significant resource in commissioning a range of support services that are co-located within our Community Homeless Service Offices. However, we wish to build upon the improvements within service provision by ensuring that we mainstream our Housing Options Service within our core homelessness services.	£786,120	Year 1-5: £157k per annum
	Universal Credit Support Officer x 1	To strengthen the current team who are struggling to meet demand	The introduction of Universal Credit will likely lead to an increase in homeless applications. The Council has invested £2M over two years to attempt to alleviate the impact of UC. The Homelessness Service has developed a specific UC Team to support people at risk of repeat homelessness. The service targets support towards people with multiple and complex needs. The service is currently not able to meet the demand from potential service users.	£173,510	Year 1-5: £34k per annum
	Mediation Service	Funding for a new service	In developing the Housing Options approach across the City, the HSCP has invested significant new monies in developing access to money, debt and legal advice services. In strengthening our approach to Housing Options, we believe that we need to develop a mediation service for people at risk of losing their tenancy due to family disputes. Having access to a mediation service would allow service users an opportunity to discuss and resolve the issues which have led to family members being no longer willing to accommodate them. Where it is not possible to resolve the conflict the mediation service will be used to improve relationships between family members in order that some level of supportive relationship can be maintained as we know from service users that the biggest reason for tenancy failing following a period of homelessness is isolation.	£500,000	Year 1-5: £100k per annum



RRTP Objective	Resource	Detail	Narrative	Total	Annual Cost
To ensure that all homeless households in Glasgow access settled housing quickly and effectively	Local Letting Community Coordinator x 1	Key role with the RSLs	Critical to success of the City's RRTP is closer joint planning, improved strategic and operational inter-faces with the 68 Housing Associations within Glasgow. We will achieve this through the development of Annual Local Letting Plans for each of our 10 Local Letting Communities. Beyond this in order to address the issue of refusals of offers of settled lets we will work with the Housing Associations to improve joint working for our front-line staff in order that they can provide quality advice and information of people's housing options when seeking settled accommodation. This activity will require additional staffing resource in order to service and maintain the Letting Communities and the operational inter-faces between the HSCP and Housing Associations.	£318,340	Year 1-5: £63k per annum
	Social Care Workers x 7	Increased staffing to facilitate increase in referrals	As a stock transfer authority, a key element in our RRTP is predicated on increasing the number of referrals for settled accommodation to the city's Housing Associations. We will recruit an additional 7 Homelessness Caseworkers. This will help to ensure that we have sufficient capacity in our frontline Teams to manage and process the additional throughput of Section 5 activity the rapid rehousing entails.	£1,488,970	Year 1-5: £297k per annum
	Information Systems Development Officers x 2	Two posts to take forward critical IT infrastructure projects	This additional capacity will allow the service to take forward a number of critical IT infrastructure projects which will improve the efficiency and throughput of the Section 5 Referral process, the wider operation of the Homelessness Service and the next stage of our input to the Glasgow CHR Project.	£524,080	Year 1-5: £104k per annum

RRTP Objective	Resource	Detail	Narrative	Total	Annual Cost
To invest city resources in the delivery of person-centred housing support services	Bellgrove Team x 7	To facilitate the withdrawal and termination of homelessness accommodation at the Bellgrove Hotel	Glasgow City Council does not place anyone in the Bellgrove Hotel as we believe it to be an unsuitable form of emergency accommodation. However, we are aware that on average 120 people are accommodated within the hostel at any one time. We also understand that the Bellgrove population have significant health and social needs because of problematic drinking and substance misuse as well as co-morbid mental health conditions. It would be the aspiration of the stakeholders within the City to see the Bellgrove Hotel closed. However, we believe that whilst the majority of the current residents of the Bellgrove would be in-scope for Housing First it is unlikely that they are in ongoing contact with HSCP care management services. Therefore, specific effort will need to be made to identify and work with the Bellgrove Hotel population. To create a specific pathway for Bellgrove Hotel residents we would seek to develop a discrete multi-disciplinary team of workers focused upon targeting and care managing the Bellgrove population into settled accommodation through a Housing First pathway.	£1,619,170	Year 1-5: £323k per annum
To work with Alliance partners to reduce the scale of temporary accommodation in the city	Tenancy Sustainment Support Capacity	Flexible Housing Support to increase tenancy sustainment	Currently the service spends £5M on Flexible Housing Support Services. However, the bulk of spend is on commissioned building-based services. Moving to a RRTP model will require the HSCP to shift the balance of support provision towards Flexible Housing Support Services in order to sustain the current high levels of tenancy sustainment in order to avoid a rise in the level of repeat homelessness. We will look to do this by dis-investing from building based services and re-directing resource to Flexible Housing Support Services. In order to support this transition, we require an element of transitional funding for Flexible Housing Support Services aimed at mainstream RSL tenancies.	£5,000,000	Year 1-5 £1m per annum

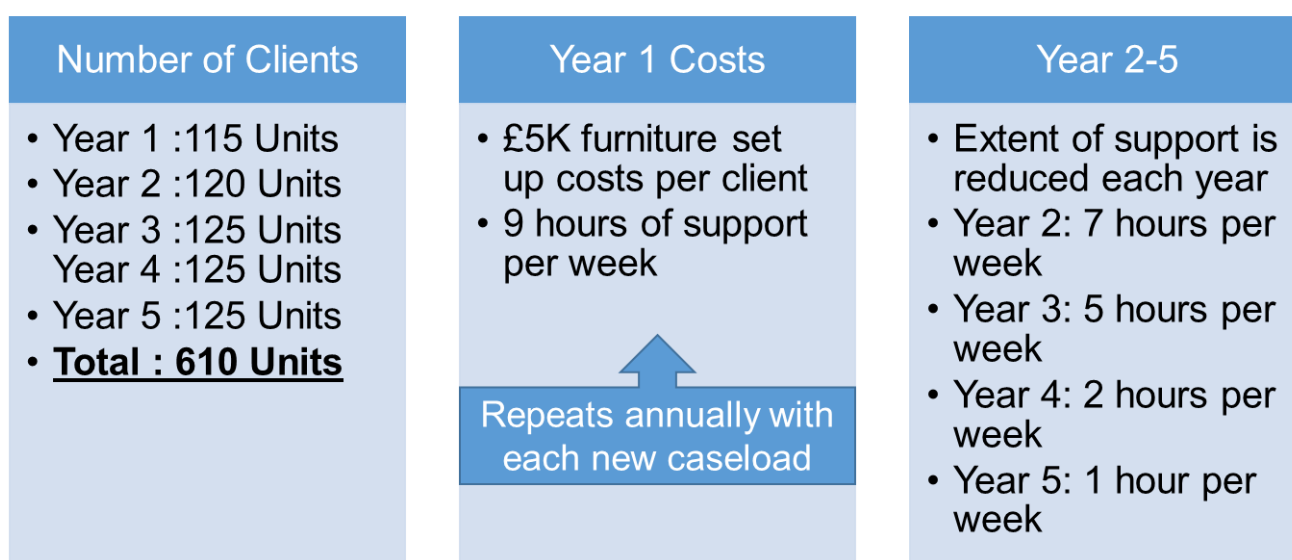
RRTP Objective	Resource	Detail	Narrative	Total	Annual Cost
To upscale the Housing First as the optimum model for homeless households with complex needs	Housing First	Growth of Glasgow Housing First Service	All the key partners within the City are committed to developing the Housing First approach within the City. The details of the costed projection are illustrated in section 8.3.1 below.	£7,653,250	Year 1-5 cost scheduled in section 8.3.1 below

**Table 8.6: Glasgow Rapid rehousing funding resource requirement**

### 8.3.1 Housing First costs

Section 7 above describes the requirement for around 600 Housing First cases over the 5-year transition to rapid rehousing. The funding assumptions on the expansion of Housing First have been informed by Glasgow project evaluation evidence and budget outturns. Glasgow commenced the latest phase of Housing First following the closure of the Clyde Place hostel in September 2018 as part of the re-provisioning of the service.

The evidence from Housing First projects in Glasgow demonstrates that by moving people directly into settled housing and dedicating resources to the coordination of an inter-agency package of care and support, the outcomes for people with complex needs are better met than would have been the case under the traditional temporary accommodation and resettlement model. The cost assumptions around housing first are detailed in the diagram below:



The diagram above illustrates that the funding model for Housing First assumes £5k of furniture set up costs in year 1 for each new Housing First client. The model also allows for 9 hours of support for each client per week, with the extent of this support reducing by 25% each year. Table 8.7 illustrates the detailed costs of Housing First over the Rapid Housing planning period.

Housing First Bid	Year 1	Year 2	Year 3	Year 4	Year 5	Total Cost
Annual Cost	£844,100	£824,850	£1,742,350	£2,046,550	£2,195,400	£7,653,250

Table 8.7 Housing First 5 Year projections

### 8.3.2 5-year funding plan

The overall financial resource plan for the delivery of rapid rehousing model is summarised in Table 8.8 below.

**Glasgow City HSCP**  
**Rapid Rehousing Transition Plan**



R RTP Objective	Resource	Total	Year 1	Year 2	Year 3	Year 4	Year 5
To proactively prevent homelessness wherever it is possible to do so	Housing Options Development Officers x 3	£786,120	£157,224	£157,224	£157,224	£157,224	£157,224
	Universal Credit Support Officer x 1	£173,510	£34,702	£34,702	£34,702	£34,702	£34,702
	Mediation Service	£500,000	£100,000	£100,000	£100,000	£100,000	£100,000
To ensure that all homeless households in Glasgow access settled housing quickly and effectively	Local Letting Community Coordinator x 1	£318,340	£63,668	£63,668	£63,668	£63,668	£63,668
	Social Care Workers x 7	£1,488,970	£297,794	£297,794	£297,794	£297,794	£297,794
	Information Systems Development Officers x 2	£524,080	£104,816	£104,816	£104,816	£104,816	£104,816
To invest city resources in the delivery of person-centred housing support services To work with Alliance partners to reduce the scale of temporary accommodation in the city	Bellgrove Team x 7	£1,619,170	£323,834	£323,834	£323,834	£323,834	£323,834
	Tenancy Sustainment Support Capacity	£5,000,000	£1,000,000	£1,000,000	£1,000,000	£1,000,000	£1,000,000
To upscale the Housing First as the optimum model for homeless households with complex needs	Housing First	£7,653,250	£844,100	£824,850	£1,742,350	£2,046,550	£2,195,400
<b>Total Bid</b>		<b>£18,063,440</b>	<b>£2,926,138</b>	<b>£2,906,888</b>	<b>£3,824,388</b>	<b>£4,128,588</b>	<b>£4,277,438</b>

**Table 8.8 Rapid rehousing model financial summary**



**Table 8.8 illustrates that we require investment of £18M to support the delivery of the rapid rehousing model in Glasgow. This averages at £3.6M per annum.**

**To manage the transition to rapid rehousing successfully over the five-year planning period, it is clear that we will require a level of front funding towards existing accommodation and staffing resources. This front funding will allow us to invest in the type of service delivery that enables a shift in resources from the provision of temporary accommodation to the delivery of community based floating support services. We would therefore like to submit a bid totalling £18M to the Scottish Government's 5-year £50M Ending Homelessness Fund.**

Our resource bid proposal of £18M will deliver the following:

- reduce time in temporary accommodation by more than 50%;
- eradicate the use of bed and breakfast accommodation for homeless people in Glasgow;
- the expansion of a Housing First model for 600 of our most complex and disadvantaged service users as the optimum model of provision for this client. The scale of evidence which highlights the severity and complexity of homelessness in Glasgow, makes this element of the plan a necessity;
- reduce the supply of temporary furnished flats by 1,000 units;
- reduce the supply of hostel provision by 500 units;
- invest savings in the delivery of person-centred floating support services;
- a system change in the homeless commissioning model from accommodation based services to community based support services; and
- transformation of the experiences and outcomes achieved by homeless people in Glasgow.

## 9 Rapid rehousing – financial impact assessment

The Glasgow City Rapid Rehousing Transition Plan has been designed to meet the housing and underlying needs of homeless households by improving access to settled housing as a first priority and ensuring that flexible, person-centred housing support services are available to support housing sustainment.

The Glasgow City RRTP will therefore significantly reduce the current length of stay in temporary accommodation (40 weeks) and will result in an overall reduction in temporary accommodation of around 1,500 units, across the 5-year transition period. Households with multiple and complex support needs will be prioritised for assistance under the Housing First model. This rapid rehousing approach will ensure that all homeless households have a settled, mainstream housing outcome as quickly as possible with the right support to sustain their tenancy, as well as providing massive reductions in public expenditure.

**The outcomes of a financial impact assessment of the Glasgow City rapid rehousing model suggest that investment of £18M in the model will result in the potential to deliver cumulative reductions in public expenditure of up to £105M over the next 5 years.**

The assumptions and analysis which underpin the financial impact assessment are set out in detail in the following sections.

### 9.1 Impact analysis: resource efficiencies associated with prevention

There is a strong body of academic research and sector analysis which measures the reduction in public spending associated with delivering a housing-led rapid rehousing approach (including Housing First). Case study analysis of the impact of Housing First using prevention benchmarks, offers compelling evidence of the impact of Housing First, not just on customer outcomes, but also on public resources.

In building the financial impact assessment of rapid rehousing, we have reviewed an extensive body of research and analysis on the typical savings associated with a preventive housing-led approach. The most significant research findings that inform this analysis have been sourced from the 2016 Crisis study: *'Better than Cure? Testing the case for Enhancing Prevention of Single Homelessness in England'*<sup>3</sup>. This research provides detailed benchmarks which have been applied to build an assessment of the resource impact of rapid rehousing in Glasgow City.

Crisis 2016: Better than Cure?

Testing the case for Enhancing  
Prevention of Single  
Homelessness in England

This research recorded 90 days of homelessness for 86 homeless people in England. Using a mix of standardised costs of publicly funded services such as health and criminal justice this report provided the costs of homelessness as well as the costs of prevention for these 86 people. The report estimates that public spending would fall by £370 million if 40,000 people were prevented from experiencing one year of homelessness. (Crisis, 2016)

A case study from Housing First in Glasgow City has been used as the basis to test the financial impact of Housing First, using 2016 Crisis benchmarks. The case study of Alan, a Housing First client in his late 30's who has had repeated periods in homeless hostels, rehabilitation facilities and prison provide a good basis for measuring the impact of Housing First in Glasgow.

Before experiencing Housing First, Alan's habitual homelessness cost public services in Glasgow an estimated £34,000 per annum. However, since accessing Housing First, Alan has managed to stop using

<sup>3</sup> *'Better than Cure? Testing the case for Enhancing Prevention of Single Homelessness in England'*<sup>3</sup>; Nicholas Pleace and Dennis P. Culhane for Crisis, 2016.

heroin and valium and has maintained his tenancy with the right support and interventions to help him manage his bills, debts and unannounced visitors. Through Housing First, Alan has become more engaged with services, has completed a Community Payback Order. He finds the regular visits and swift intervention from Housing First staff crucial in helping him maintain his tenancy and create structure in his life to combat loneliness and isolation. Alan is now ready to stop using alcohol and to try and rebuild positive relationships with his family. Crisis estimate that the cost of Housing First for Alan is approximately £12,250 per annum. This offers a significant saving of £21,750 on the costs associated with Alan's persistent homelessness (at £34,000 per annum).

## Glasgow City Housing First pilot 2018

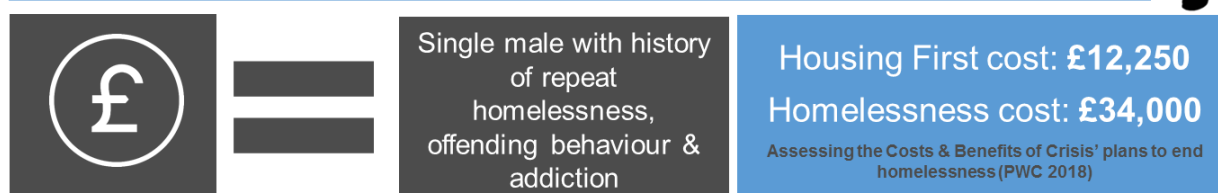
### Alan (38): 24-year history of drug & alcohol addiction

- Repeated periods of homelessness (in and out of hostel provision)
- Recent 9-month custodial sentence
- 2 year period of stability but relapsed due to lack of support

### Since Housing First

- Sustained tenancy with support to manage bills, debts & door management
- Ceased using heroin & Valium and ready to stop using alcohol
- Engaging better with support services & ready to rebuild family relationships

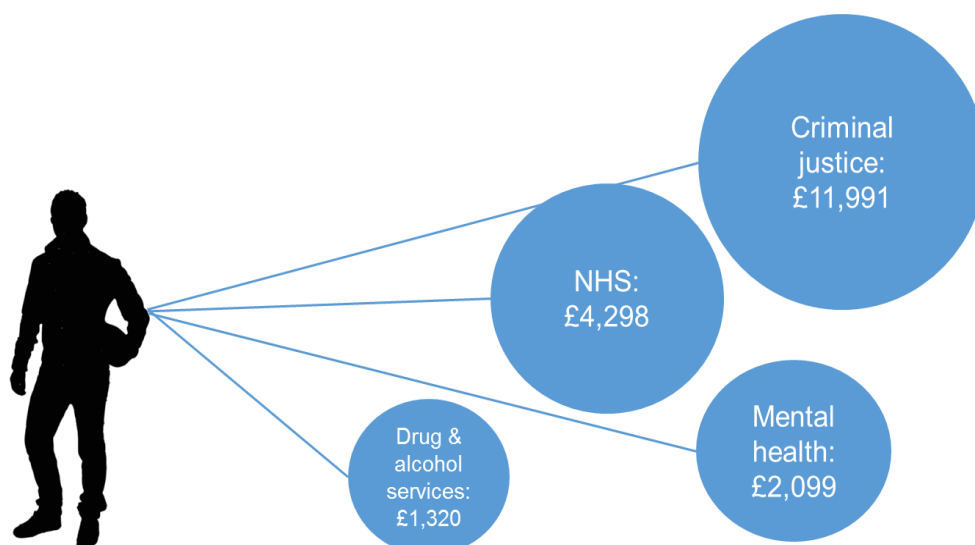
**Alan has sustained tenancy, stabilised addiction, is engaged with services & is now focused on rebuilding family & social network**



Alan's case study highlights the massive impact of Housing First not just on the lives and experiences of the most complex and disadvantaged service users in Glasgow, but on the huge reductions in public expenditure that can be achieved by shifting resources from managing failure demand to a preventative housing-led approach.

The reductions in public expenditure are not solely focused on homelessness services but also generate substantial savings for criminal justice, the NHS, mental health and drug and alcohol services.

This case study analysis demonstrates the powerful impact of housing led



approaches (such as Housing First) to public services in Glasgow and provides compelling evidence of the need to collaboratively shift resources to rapid rehousing.

## 9.2 Impact analysis: Glasgow City's resource efficiencies associated with prevention

Whilst case study analysis clearly illustrates the significant impact of Housing First on ending the revolving cycle of homelessness on a personal basis; a key aspect of the financial impact assessment on rapid rehousing is to estimate the economy of a housing led approach across all aspects of the homeless population in the city and over the 5-year transition period.

To achieve this, we worked with Arneil Johnston to develop an analytical modelling tool to apply benchmark prevention savings to the population of homeless households (by support need) across Glasgow starting from 2019/20 (Year 1 of the model).

On this basis, the following model inputs have been developed to support the financial impact assessment:

1. Benchmarks which assess the resource savings associated with prevention according to the extent and nature of customer vulnerability and need;
2. The profile of customer vulnerability and need across Glasgow City's population; and
3. The cost of implementation of rapid rehousing for each homeless group.

The methodology for assembling model inputs and assumptions is set out in detail below.

### 9.2.1 Prevention savings and cost benchmarks by customer need profile

The 2016 Crisis research: *'Better than Cure? Testing the case for Enhancing Prevention of Single Homelessness in England'*, provides an estimate of the cost of persistent homelessness over one year. Table 9.1 details the estimated cost of persistent homelessness per person over an annual period.

The estimated cost of single homelessness over one year, Crisis 2016	
Cost	Estimate average per person
Drug/alcohol services	£1,320
Mental health	£2,099
NHS	£4,298
Criminal justice	£11,991
<b>Homelessness services</b>	<b>£14,808</b>
<b>Total</b>	<b>£34,518</b>

**Table 9.1: Crisis 2016 Better Than the Cure? Estimated Cost of Single Homelessness over One Year**

Arneil Johnston used these estimates to develop benchmarks on the annual cost of homelessness for those with (i) no or low support needs, (ii) those with moderate to high support needs and (iii) those with complex support needs. For those with no or low support needs, it has been assumed that the annual costs of homelessness would focus on the provision of homelessness services only, which according to Crisis, is approximately £14,808 per person.

At the other end of the scale, it has been estimated that the annual costs for homeless households with complex support needs is £34,518, this is the combined costs of homelessness, drug/ alcohol services, mental health services, NHS services and criminal justice.

The midpoint between the low support needs and complex support needs is £24,663 and this has been used as the basis for costing the service delivery of homeless households with moderate to high support needs. The current annual cost for all three support need categories are outlined in Table 9.2 below:

	Annual cost per person
No or low support needs	£14,808
Moderate to high support needs	£24,663
Complex support needs – Housing First	£34,518

**Table 9.2: Estimated annual cost of homelessness per person by support needs**

By applying these cost benchmarks to the number of homeless households in each support category, it is possible to calculate assumptions on the current cost of homelessness in Glasgow based on an average length of stay in temporary accommodation (at 40 weeks). This creates benchmarks specific to the Glasgow context from which rapid rehousing savings can be calculated. Table 9.3 outlines the estimated current cost of 40 weeks homelessness service provision for both those with no or low support needs and those with moderate to high support needs.

	Current cost per person (40 weeks)
No or low support needs	£11,391
Moderate to high support needs	£18,972

**Table 9.3: Glasgow City: approximate cost of homelessness at 40 weeks per person**

Benchmarking the costs for those with complex support needs is based on the annual cost of homelessness (£34,518). We have assumed that without a model such as Housing First in Glasgow City, homelessness and emergency service interactions will simply continue to persist as the revolving cycle of homelessness continues.

As well as providing an estimation on the annual costs of homelessness, the Crisis study also provides approximate costs for preventative activities which underpin key elements of the rapid rehousing approach. These benchmarks have been applied to estimate the cost of rapid rehousing for the three support need categories within the model. For households with no or low support needs reductions in expenditure focus on the shift in the length of time in temporary accommodation from a cost at 40-weeks of £11,391 (year 1) to a cost at year 5 (17-weeks) of £4,841.

Prevention activity benchmarks have been used to calculate reductions in public expenditure for homeless households with moderate to high support needs, focusing not just on a reduced stay in temporary accommodation but on the provision of community based floating support services to enable resettlement. It has been estimated that all households with moderate to high support needs will require floating support to enable housing sustainment but 39% within this group will require additional specialist assistance with mental health, drug and alcohol issues. This proportion (39%) relates to the percentage of homeless households in Glasgow whose reason for failing to maintain accommodation relates to these more complex issues.



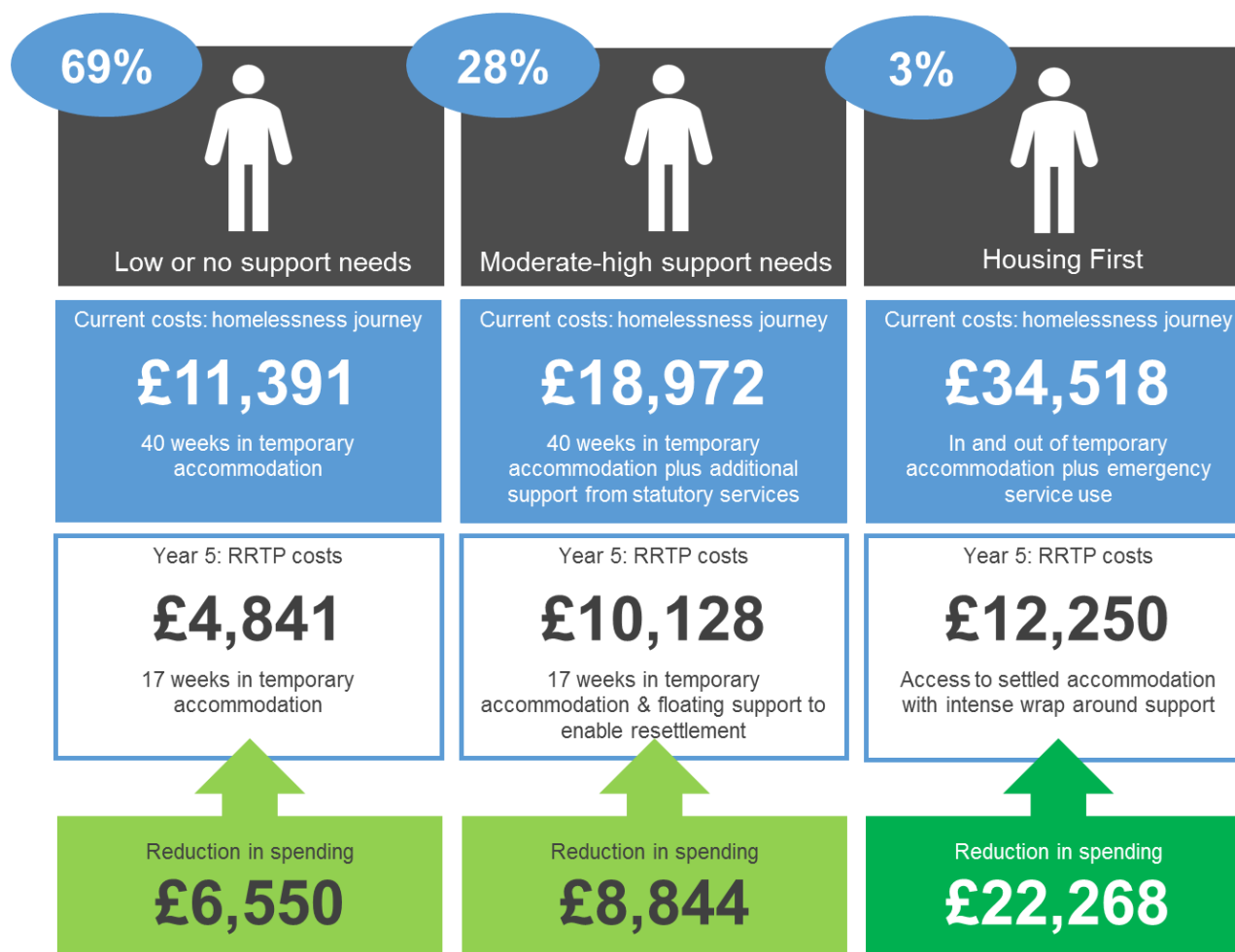
Service type	Approx. costs	Assumptions	Medium to high support needs	% of applicants	Cost per week (per person)
Floating Support Service (low intensity) 90 days	<b>£650</b>	Support from a floating support service for 90 days @ £50 per week	£50	100%	£50
Support mental health/drugs alcohol (90 days)	<b>£1,326</b>	90 days support from a Housing First Service or comparable high intensity floating support/tenancy sustainment @ £102 per week (3 contacts at £34 each) for 90 days	£102	39%	£39.78

**Table 9.4: Crisis 2016 Better Than the Cure? Approximate Costs of Prevention**

With floating support costing £50 per week and mental health, drug and alcohol services costing on average £39.78 per person per week (assuming only 39% receive the service at a rate of £102 per person per week); overall it would cost public services across Glasgow City £90 a week to provide suitable support to homeless households in the moderate to high support needs category.

Reductions in expenditure focus on the shift in the length of time in temporary accommodation plus support, from a cost at 40-weeks of £18,972 in year 1 to a cost by year 5 at 17-weeks of £10,128. The costs of delivering Housing First have been estimated at £12,250 per person according to the 2018 Crisis study '*Assessing the Cost and Benefits of Crisis' plan to end homelessness*'.<sup>4</sup> A summary of the reductions in public expenditure between year 1 and year 5 of the model for each support category is as follows:

<sup>4</sup> PWC for Crisis: Assessing the Cost and Benefits of Crisis' plan to end homelessness June 2018



These prevention benchmarks have been applied to the number of households by support category in the rapid rehousing financial impact model to measure the effect of reducing the length of stay in temporary accommodation but also to test the impact of investment in community-based support services rather than accommodation-based services.

## 9.2.2 Glasgow City Homeless Population: No or low support Needs

Currently in Glasgow from a population of 3,725 homeless households, 2,583 have no or low support needs and are currently spending an average of 40 weeks in temporary accommodation. It is estimated that this costs £11,391 per household, based on the annual benchmark of £14,808 per person<sup>5</sup>.

Reducing the time for those with no or low support needs in temporary accommodation from 40 weeks (currently) to 27 weeks could save £3,702 per person by the end of year two. This would be a £10,203,033 reduction in expenditure if the length of stay of all households with no or low support needs time in temporary accommodation was reduced to 27 weeks.

<sup>5</sup> 'Better than Cure? Testing the case for Enhancing Prevention of Single Homelessness in England<sup>5</sup>'; Nicholas Pleace and Dennis P. Culhane for Crisis, 2016.

Table 9.5 demonstrates that over the life of rapid rehousing model, as time in temporary accommodation reduces year after year; the cost of homeless households with no or low support needs decreases dramatically.

No or Low Support Needs	Baseline	Year 1	Year 2	Year 3	Year 4	Year 5
Annual Demand	2,583	2,583	2,756	2,935	2,326	2,326
Length of Stay	40	40	27	17	17	17
RRTP Cost Per Person (based on length of stay)		<b>£11,391</b>	<b>£7,689</b>	<b>£4,841</b>	<b>£4,841</b>	<b>£4,841</b>
Annual Reduction in Expenditure (Per Person)			£3,702	£6,550	£6,550	£6,550
Total Reduction in Expenditure			£10,203,033	£19,223,391	£15,234,322	£15,234,322
Cumulative Reduction in Expenditure			<b>£10,203,033</b>	<b>£29,426,423</b>	<b>£44,660,746</b>	<b>£59,895,068</b>

**Table 9.5: RRTP Model Results for Homeless Households with No or Low Support Needs**

By reducing the number of weeks in temporary accommodation for those with no or low support needs to 17 weeks by year 5, the cost of homelessness (£4,841) will be less than half the current cost, with a £60M cumulative saving achieved over the 5-years transition period. These savings reflect a projected increase in the number of households who have no or low support needs, as lost contacts and refusals are reduced over time. The following diagram demonstrates the cumulative savings per year for those households with no or low support needs based on a 100%, 70%, 60% and 50% success rate of the rapid rehousing model.

	100 %	70%	60%	50%
Year 2	£10,203,033	£7,142,123	£6,121,820	£5,101,516
Year 3	£29,426,423	£20,598,496	£17,655,854	£14,713,212
Year 4	£44,660,746	£31,262,522	£26,796,447	£22,330,373
Year 5	£59,895,068	£41,926,548	£35,937,041	£29,947,534

**The analysis illustrates the financial impact of the rapid rehousing model on households with no or low support needs by generating public expenditure savings of between £30M and £42M (based on a 50% - 70% success rate of the model).**

### 9.2.3 Glasgow City Homeless Population: Moderate to High Support Needs

In Glasgow City there are currently 1,027 homeless households with moderate to high support needs who on average spend 40 weeks in temporary accommodation. It is estimated that this 40-week period in temporary accommodation costs £18,972 per household in Glasgow, based on annual costs of £24,663 per person<sup>6</sup>.

Applying the estimated costs of rapid rehousing to this group (including a reduced length of stay in temporary accommodation plus the provision of floating support services), Glasgow could see a reduction in expenditure of £4,999 per person in year two. This equates to a £5,465,350 reduction in expenditure across all households with moderate to high support needs if there is a 100% success rate in the model in year two.

Table 9.6 demonstrates the reductions in public expenditure which could be generated by the rapid rehousing model across homeless households with moderate to high support needs across the 5-year transition period.

Moderate to High Support Needs	Current	Year 1	Year 2	Year 3	Year 4	Year 5
Annual Demand	1,027	1,027	1,093	1,162	897	897
Length of Stay	40	40	27	17	17	17
RRTP Cost Per Person (based on length of stay)		£18,972	£13,973	£10,128	£10,128	£10,128
Annual Reduction in Expenditure (Per Person)			£4,999	£8,844	£8,844	£8,844
Total Reduction in Expenditure			£5,465,350	£10,279,787	£7,934,174	£7,934,174
Cumulative Reduction in Expenditure			£5,465,350	£15,745,137	£23,679,311	£31,613,484

**Table 9.6: RRTP Model Results for Homeless Households with Moderate or High Support Needs**

By reducing the number of weeks in temporary accommodation to 17 weeks and by providing person-centred floating support services to those with moderate to high support needs; by year 5, reductions in public spending of £8,844 per person could be achieved.

Over the 5-year transition period, cumulative savings of £31.5M could be achieved based on a 100% success rate. The following diagram demonstrates the cumulative savings per year for those households with moderate to high support needs based on a 100%, 70%, 60% and 50% success rate of the rapid rehousing model.

<sup>6</sup> 'Better than Cure? Testing the case for Enhancing Prevention of Single Homelessness in England<sup>6</sup>'; Nicholas Pleace and Dennis P. Culhane for Crisis, 2016.

	100 %	70%	60%	50%
Year 2	£5,465,350	£3,825,745	£3,279,210	£2,732,675
Year 3	£15,745,137	£11,021,596	£9,447,082	£7,872,569
Year 4	£23,679,311	£16,575,517	£14,207,586	£11,839,655
Year 5	£31,613,484	£22,129,439	£18,968,091	£15,806,742

The analysis illustrates the financial impact of the rapid rehousing model on households with moderate to high support needs by generating public expenditure savings of between £15.8M and £22.1M (based on a 50% - 70% success rate of the model).

#### 9.2.4 Glasgow City Homeless Population: Complex Support Needs

In Glasgow City there are currently 115 homeless households with complex support needs who are experiencing persistent homelessness in Glasgow City. The current costs of homelessness for our most complex and disadvantaged service users is £34,518 per person per annum<sup>7</sup>.

Implementing a Housing First approach to homeless households with complex support needs could create savings in public expenditure of £22,268 per person per annum. It has been assumed that such households will remain in Housing First provision over the 5-year transition period at a cost of £12,250 per person per year. This would create reductions in expenditure of £2,568,445 per year for the projected 115 service users per annum who will be assisted by Housing First. Over the 5-year transition period, cumulative savings of £13,623,883 are evident over 5 years, based on a 100% success rate. The following diagram demonstrates the cumulative savings per year for those households with complex support needs based on a 100%, 70%, 60% and 50% success rate of the rapid rehousing model.

<sup>7</sup> 'Better than Cure? Testing the case for Enhancing Prevention of Single Homelessness in England'; Nicholas Pleace and Dennis P. Culhane for Crisis, 2016.

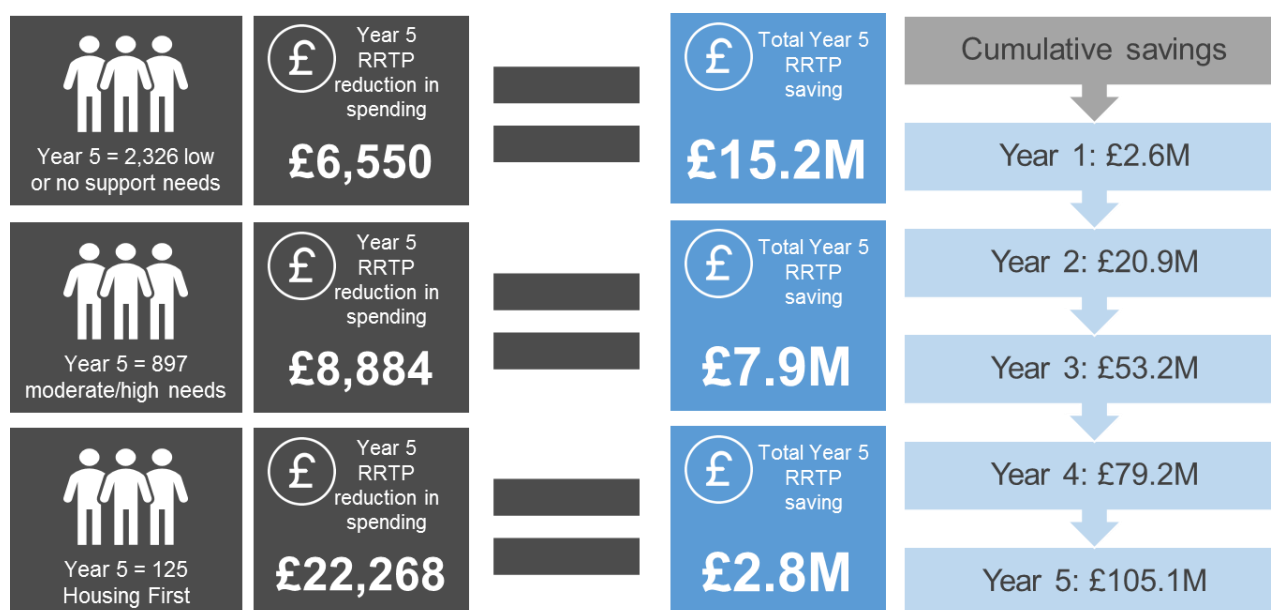


	100 %	70%	60%	50%
Year 1	£2,568,445	£1,797,911	£1,541,067	£1,284,222
Year 2	£5,246,929	£3,672,850	£3,148,157	£2,623,464
Year 3	£8,039,247	£5,627,473	£4,823,548	£4,019,623
Year 4	£10,831,565	£7,582,095	£6,498,939	£5,415,782
Year 5	£13,623,883	£9,536,718	£8,174,330	£6,811,942

The analysis illustrates the financial impact of the rapid rehousing model on households with complex support needs by generating public expenditure savings of between £6.8M and £9.5M (based on a 50% - 70% success rate of the model).

## 9.2.5 Glasgow City Homeless Population: All Homeless Households

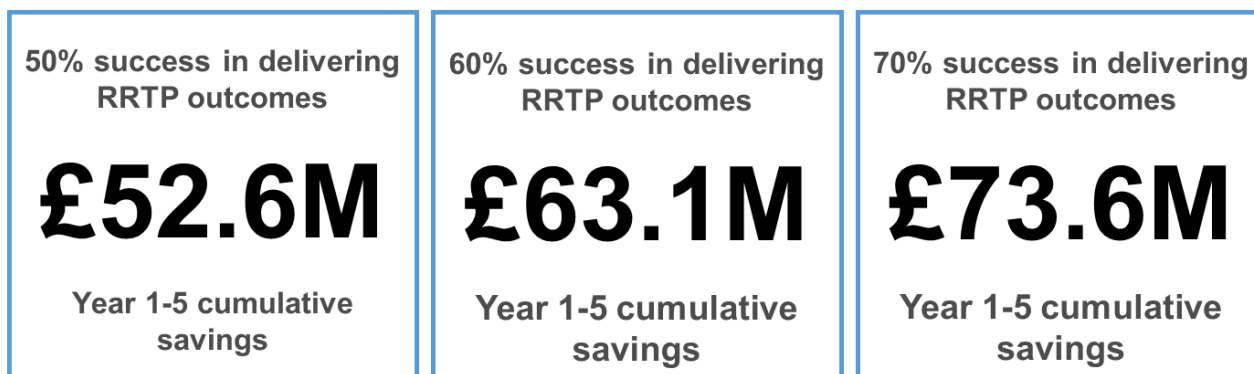
The financial impact analysis evidences that rapid rehousing in Glasgow City not only has massive potential to transform the lives and experiences of homeless households but has a massive impact on reducing public expenditure in meeting the needs of homeless households. Implementing Glasgow City's rapid rehousing model generates substantial reductions in public expenditure, with Housing First generating cumulative savings in the region of £13.6M for 600 service users over the 5-year transition period. If the transition to rapid rehousing could be achieved with a 100% success rate, it could generate approximately £105.1M of public savings in 5 years.



Over the 5-year transition period, it will cost Glasgow £18M to implement the rapid rehousing model and in an ideal world (where every homeless household achieved a rapid rehousing outcome); the model could

generate savings in a region of £105M. A more likely scenario could be a success rate in the region of 50-70%. We feel this is realistic scenario given the successful proof of concept of the Housing First model in Glasgow and the level of investment we have programmed into the rapid rehousing plan.

**Assuming that the rapid rehousing model can generate savings at a success rate between 50%-70%, reductions in public expenditure in the region of £53 to £74M could be achieved.**



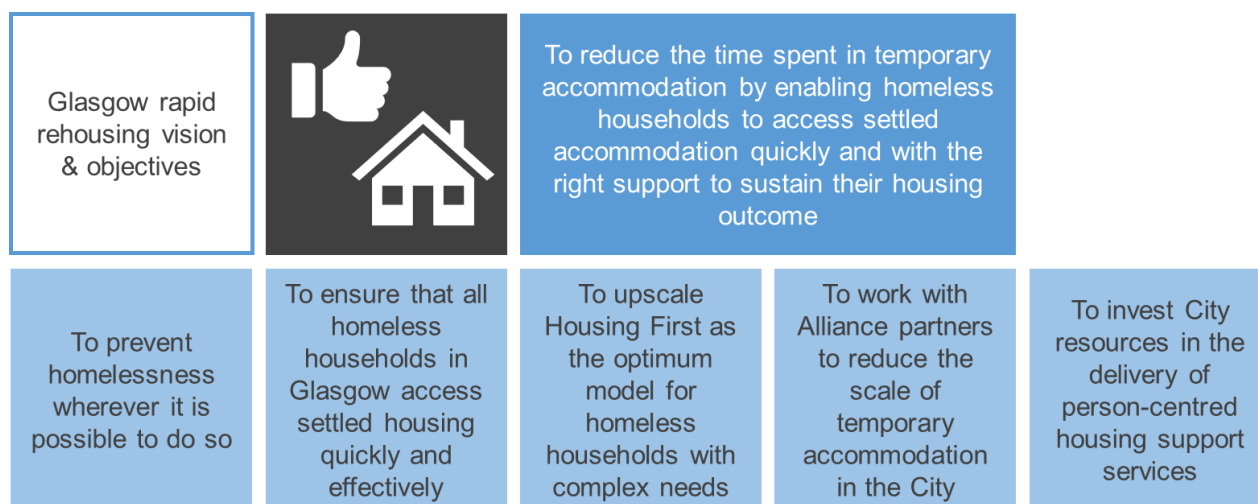
The outcomes of a financial impact assessment of the Glasgow rapid rehousing model suggest that investment of £18M in the model will result in:

- a fall in the average length of stay in temporary accommodation over 5 years from 40 weeks to 17 weeks, with a need to reduce the overall number of units by 1,500;
- an increase in the proportion of social tenancies allocated to homeless households from 26% to 42%;
- transformation of the outcomes and service experiences of homeless households; and
- **the potential to deliver cumulative reductions in public expenditure of up to £73M over 5 years.**

## 10 Rapid Rehousing Action Plan

The Rapid Rehousing Action Plan sets out how Glasgow partners will work together over the next 5-years to implement a housing led approach to meeting the needs of homeless households.

Our plan is ambitious and reflects a strong commitment to the principles of rapid rehousing. This commitment is reflected in the objectives we have defined as the basis of our planning, actions, budgeting and collaboration. Where it's possible to do so, we will always prioritise preventing homelessness. However, where homelessness occurs, we will work with our partners in the Housing Association and Third Sectors to ensure the following outcomes are achieved.



In Glasgow, we want to use rapid rehousing as the catalyst to achieve a whole system change in the way public services are managed to meet the needs of homeless households. Together, rapid rehousing should provide the blueprint for directing resources towards prevention and housing sustainment and away from managing service failure.

The following 5-year action plan sets out how we will programme activity, deploy funding and resources, coordinate partnership working, measure progress and evaluate outcomes. The rapid rehousing action plan is presented at a strategic level. It clearly sets out how rapid rehousing objectives will be implemented detailing the actions, resources and targets that underpin its successful delivery.

It is acknowledged that the action plan will develop and evolve over the 5-year transition period as new priorities for action emerge, ideas are tested/ refined and resource frameworks change. The HSCP, Glasgow City Council and Alliance partners will continue to work to ensure that the rapid rehousing transition plan delivers an effective framework for reducing the use of temporary accommodation and prioritising settled housing for all homeless households in Glasgow. As a result, rapid rehousing will be at the forefront of our strategic planning and decision-making in the years to come. This will include the development of the Local Housing Strategy, Strategic Housing Investment Plan and future Housing Contribution Statements, which will be developed in partnership with the HSCP.

Following the launch of the rapid rehousing transition plan, a set of detailed delivery plans will be developed. The delivery plans will provide the comprehensive programme of action required to achieve each of the rapid rehousing objectives and facilitate monitoring, evaluation and review. The rapid rehousing transition plan will be monitored annually against the delivery plans, to measure progress and to ensure that services/partners are on track to deliver its objectives. In implementing the RRTP, it is important that we are accountable to a range of stakeholders who will monitor progress and evaluate outcomes. It is also essential all partners are actively engaged in owning the delivery of strategy. To achieve this, we will utilise existing forums and governance structures to avoid duplication, including:

- **Homelessness City-Wide Management Team Meeting:** This group of senior managers from across the HSCP's homelessness services meets bi-monthly to review performance and coordinate service improvement. Operational responsibility for delivering the strategy will, in part, lie with this group of staff;
- **Homelessness Strategic Planning Group:** This group meets bi-monthly and has led development of this RRTP and will have a key role in ensuring the implementation of this strategy. We will take a progress report to the Homelessness Strategic Planning Group every six months. This will allow stakeholders to review progress and take account of emerging risks or policy developments;
- **The Council's Health & Social Care Policy Development Committee:** This Committee of Elected Members has responsibility for overseeing the delivery of homelessness services in the City. We will report to this Committee on an annual basis on progress with the actions identified within the RRTP;
- **The Joint Integration Board:** The Integration Joint Board is responsible for the strategic planning of the functions delegated to it and for ensuring the delivery of the functions conferred on it by the Public Bodies (Joint Working) (Scotland) Act 2014. We will report to the Joint Board on progress with the actions identified within the RRTP;
- **Service Users:** We will ensure that service users are consulted on progress with the implementation of the RRTP, as well as publishing all reports and implementation plans associated with the plan on the Council's website. We will ensure that we meet with a range of service users to hear their views of how well the rapid rehousing model is working and what we should be doing differently; and
- **Housing Access Board:** This group is chaired by Susanne Millar from the HSCP and is comprised of senior representatives from the West of Scotland Forum of Housing Associations, the Wheatley Group, HSCP Homelessness Services, GCC Development and Regeneration Services and the Homeless Network. The purpose of this group is to provide a strategic guide and oversight to the operation of the Homelessness Service and the Housing Association Sector. The delivery of the Rapid Rehousing Transition Plan will be monitored by this HAB.

Rapid rehousing objective 1: To prevent homelessness wherever it is possible to do so				
Actions & commitments		Targets	Partners	Resources Required
Year 1 transition activity	1. Appoint a team of Housing Options Development Officers (x3) to build on service improvements by mainstreaming the housing options service within core homelessness and housing advice services	Prevention activity holds annual service demand at 3,300 by year 3 onwards	GCC, RSLs	Year 1-5 - £157K per annum
	2. Appoint Universal Credit Support Officer (x1) to strengthen current team and support users with multiple and complex needs		GCC	Year 1-5 - £34K per annum
	3. Develop a mediation service to support wider housing options activity and engage with people at risk of losing their accommodation as a result of family disputes		GCC, HSCP, Service providers	Year 1-5 - £100K per annum
	4. Targeted level of support services to key client groups to dramatically improve tenancy sustainment		GCC, HSCP	Existing resources
	5. Review current Housing Options interfaces with key operational stakeholders		Wheatley Group, WSFHA, HSCP	See Action 1 above
	6. Identify resource to ensure current named contact continues to be regularly updated to facilitate good joint working and pathways approach to service provision across Health, Housing and Social Work		Wheatley Group, WSFHA, HSCP	
	7. Continue to monitor impact of welfare reform and introduction of Universal Credit. Ensure prevention service model continues to reflect changing nature of demand		GCC, HSCP	
Year 2 transition activity	8. Transform work processes of all Community Homelessness Teams to maximise organisational efficiency, minimise waste and focus on the core business of preventing homelessness by implementing the recommendations of the Vanguard model		GCC, RSLs	Existing Resources
Year 3 transition activity	9. Shift public resources towards prevention and housing sustainment and away from accommodating extended periods in temporary accommodation	New Alliance commissioning model in place	GCC, RSLs, HSCP	Existing Resources
Year 4/5 transition activity	10. Review prevention strategy to assess how to further reduce the number of homeless presentations	Reduced presentations	GCC, RSLs	Existing Resources

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**Rapid Rehousing Transition Plan**

Rapid rehousing objective 2: To ensure all homeless households in Glasgow access settled housing quickly and effectively				
Actions & commitments		Targets	Partners	Resources Required
Year 1 transition activity	1. Transform work processes of all Community Homelessness Teams to maximize organisational efficiency, minimise waste and focus on the core business of assessing, preventing and alleviating homelessness by implementing Vanguard recommendations	Increase demand for settled accommodation from 3,000-4,100	GCC, RSLs	Existing Resources
	2. Define % annual target of allocations to homeless households to reduce length of stay by 50% over 5 years through LLP process	Average 42% lets to homeless across City via Local Lettings Plan mechanism	GCC, 68 RSL's 68 RSLs, GCC, Commissioning partners	Existing resources
	3. Appoint Local Letting Community Coordinator to coordinate activity across the 68 RSLs across Local Letting Communities			Year 1-5 - £63K per annum
	4. Appoint 7 Homelessness Case Workers to increase staffing to facilitate a greater number of referrals to ensure that 4,100 referrals for settled accommodation are made to the City's RSLs			Year 1-5 - £297K per annum
	5. Deliver annual Local Lettings Plans for each Local Lettings Community to deliver appropriate percentage of lets locally			Existing resources
	6. Appoint 2 Information Systems Development Officers to implement IT infrastructure to ensure the efficiency and throughput of the Section 5 referral process	Infrastructure implemented by 2020	GCC	Year 1-5 - £104K per annum
	7. Deliver 1,300 new social rented homes through Affordable Housing Supply Programme (SHIP)	1,300 new build units	GCC, RSLs	Existing resources
Year 2 transition activity	8. Review current operating model to ensure LEAN processes and service focused upon core rapid rehousing task.	Average 42% lets to homeless		
	9. Reduce average length of stay in dispersed accommodation by 13 weeks	Average length of stay 27 weeks	GCC, 68 RSL's	Existing resources
	10. Deliver 1,355 new social rented homes through Affordable Housing Supply Programme (SHIP)			Existing resources
Year 3 transition activity	11. Reduce average length of stay in dispersed and interim accommodation by a further 10 weeks	Average length of stay 17 weeks	GCC, 68 RSL's	Existing resources
	12. Deliver 1,238 new social rented homes through Affordable Housing Supply Programme (SHIP)	1,238 new build units		Existing resources
Year 4/5 transition activity	13. Deliver 1,449 new social rented homes through Affordable Housing Supply Programme (SHIP)	1,449 new build units		Existing resources



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**Rapid Rehousing Transition Plan**

Rapid rehousing objective 3: To upscale the Housing First as the optimum model for homeless households with complex needs				
Actions & commitments		Targets	Partners	Resources Required
Year 1 transition activity	1. Consolidate dedicated Housing First Assessment Team alongside Community Homeless Service (integrated with broader Housing First Network)	115 units of Housing First	GCC, RSLs Housing First Network	Existing Resources
	2. Continue to develop operational inter-faces with key stakeholders		Homelessness Team, Housing First Team, GCC HSCP	£844,100
	3. Establish housing supply pathways for Housing First Tenancies			
	4. Develop and extend Housing First to 115 service users		Homelessness Team, GCC HSCP	Existing Resources
	5. Ensure robust protocols between partners for Housing First clients accessing services to improve engagement & service use			Existing Resources
	6. Review and develop lessons from existing Housing First activity			
Year 2 transition activity	7. Further extend Housing First to 120 service users	120 units of Housing First	Homelessness Team, Housing First Team, GCC HSCP	£824,850
Year 3 transition activity	8. Further extend Housing First to 125 service users	125 units of Housing First	Homelessness Team, Housing First Team, GCC HSCP	£1,742,350
	9. Evaluation of Housing First mechanism including end to end journey tracking, financial impact assessment & impact on wider rapid rehousing model		GCC, RSLs, Housing First, HSCP	Existing Resources
Year 4/5 transition activity	10. Further extend Housing First to 250 service users	250 units of Housing First	Homelessness Team, Housing First Team, GCC HSCP	£4,241,950
	11. Review & improve effectiveness of Housing First model based on evaluation recommendations		GCC, HSCP	Existing Resources
	12. Work with HSCP & Community Planning Partners to build funding mechanism for Housing First		GCC, HSCP	Existing Resources
	13. Evidence impact of preventative investment in Housing First		GCC, HSCP	Existing Resources
	14. Mainstream funding framework for Housing First via the LHS and Strategic Commissioning Plan		GCC, HSCP	Existing Resources

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**Rapid Rehousing Transition Plan**

Rapid rehousing objective 4: To work with Alliance partners to reduce the scale of temporary accommodation in the city				
Actions & commitments		Targets	Partners	Resources Required
Year 1 transition activity	1. Set up the Alliance Commissioning Model	Alliance Commissioning in place	GCC, Service provider organisations	Existing Resources
	2. To initiate planning process of decommissioning temporary accommodation and commissioning new housing support services	Temporary accommodation commissioning strategy developed	GCC, HSCP	Year 1-5 - £1M per annum
	3. To develop hostel disposal strategy across the City in parallel to revised housing support commissioning model			
Year 2 transition activity	4. To reduce the number of dispersed accommodation units by 683 units	1,117 units of dispersed accommodation	GCC, HSCP, RSLs	Existing Resources
Year 3 transition activity	5. Using the Alliance Commissioning model to agree programme of closure of hostels and decommissioning of purchased services	Temporary accommodation decommissioning programme developed	GCC, HSCP, Service Providers	Existing Resources
	6. To eliminate the use of B&B accommodation across the City in parallel to a reduced length of stay in temporary accommodation	B&B use ended by Year 3	GCC, HSCP, RSLs	Existing Resources
	7. To initiate process of reducing the number of interim accommodation units by 525 units	303 units of interim accommodation by Year 4	GCC, HSCP, RSLs	Existing Resources
	8. To reduce the number of dispersed accommodation units by a further 325 units	792 units of dispersed accommodation	GCC, HSCP, RSLs	Existing Resources
Year 4/5 transition activity	9. To review implementation hostel disposal strategy in parallel to housing support commissioning model	Interim accommodation minimised	GCC, HSCP, Service providers	Existing Resources

Rapid rehousing objective 5: To invest city resources in delivery of person centred housing support services				
Actions & commitments		Targets	Partners	Resources Required
Year 1 transition activity	1. Build an assertive in reach team to target and care manage the Bellgrove population into settled accommodation through a Housing First pathway	Secure Housing First pathway for Bellgrove clients	GCC, HSCP	Year 1-5 - £323K per annum
	2. Open City Centre Multi-Agency Hub for chronic rough sleeping population or people at risk of rough sleeping	Improved health interventions Additional Pathway for Housing First	HSCP, Commissioning partners	Existing Resources
	3. Review Pathways for Ex-Offenders and other priority groups	Improved Pathways for at risk groups	HSCP, SPS, Commissioning partners	Existing Resources
Year 2 transition activity	4. Refocus Housing Support work towards enabling housing sustainment in settled housing	Development of person centred support model to homeless people with moderate – high needs	GCC, HSCP, Glasgow Homelessness Network	Existing Resources
	5. Commission Glasgow Homelessness Network to map wider patterns of rough sleeping in order to develop coherent pathways and service responses/			Existing Resources
Year 3 transition activity	6. To implement strategy for 'multiple exclusion homelessness', delivering holistic integrated system	Integrated system across health, social care, housing, independent and voluntary sector	GCC, HSCP	Existing Resources
Year 4/5 transition activity	7. To review the extent to which housing support is fully person centred and the move away from accommodation-based support has been completed.	Fully person centred support	GCC, HSCP	Existing Resources

**Table 10.1: RRTP Action Plan**

