



Item No: 14

Meeting Date: Wednesday 22nd September 2021

Glasgow City Integration Joint Board

Report By: Pat Togher, Assistant Chief Officer, Public Protection and Complex Needs

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Rapid Rehousing Transition Plan Service Developments 2021/22

Purpose of Report:

The paper updates the Integration Joint Board on the activity within Homelessness Services to mitigate the impact on homeless households and to address the likely economic impact of the pandemic. The report also updates and seeks approval for the proposals for phase 3 (Year 3) spend aligned to the Rapid Rehousing Transition Plan 2019/20-2023/24.

Background/Engagement:

The Council has the statutory duty for the prevention and alleviation of homelessness in Glasgow.

In line with government guidance a rapid response from the Homelessness Service has been required during the public health emergency to provide emergency accommodation to people seeking assistance under homelessness legislation.

Recommendations:

The Integration Joint Board is asked to:

- a) note the contents of the report, with particular reference to Homelessness Service's response to the public health emergency and the impact on RRTP objectives; and
- b) approve the RRTP financial commitments set out within the report

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Relevance to Integration Joint Board Strategic Plan:

The delivery of an effective response to the prevention of and management of homelessness is one of the key elements of the 2019-2022 IJB Strategic Plan and will continue to remain a key priority.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:	This plan relates to the National Health & Wellbeing Outcomes.
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Personnel:	None
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Carers:	None
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Provider Organisations:	Provider organisations continue to play an integral part in the HSCP's response to the public health emergency. Discussions are ongoing on the alignment of prevention services as the HSCP seeks to develop an enhanced approach to Housing Options.
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Equalities:	The delivery of homelessness service supports the addressing of multiple disadvantage & complex needs.
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Fairer Scotland Compliance:	The outcomes and objectives of the RRTP supports the IJB's contribution to alleviating the effects of socio-economic disadvantage.
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Financial:	None
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Legal:	None
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Economic Impact:	Through prevention and improved responses to managing homelessness services it is expected that there will be a reduction in the financial and social impact of rough sleeping and the wider homelessness agenda.
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Sustainability:	None
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Sustainable Procurement and Article 19:	None
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Risk Implications:	Whilst the extent of the economic impact of the pandemic remains unclear it is likely that any downturn in the City's economy will result in an increase in the numbers of households seeking assistance under homelessness legislation.
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Implications for Glasgow City Council:	The initial period of the public health emergency had significant implications in relation to the capacity of Homelessness Services to resettle people in settled lets, which saw the repurposing of a number of City Centre hotels. The return to mainstream letting activity by the City's Housing Associations in the last three quarters of 2020/21 has seen significant numbers of lets to homeless households which has facilitated a large reduction in the use of hotel type accommodation.
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Implications for NHS Greater Glasgow & Clyde:	Further development of in reach treatment pathways and continued promotion of early intervention health improvement pathways. A strong emphasis will be to develop outreach engagement with those with the most complex needs as the review of Homeless Health Services progresses.
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Direction Required to Council, Health Board or Both	
Direction to:	
1. No Direction Required	☐
2. Glasgow City Council	☒
3. NHS Greater Glasgow & Clyde	☐
4. Glasgow City Council and NHS Greater Glasgow & Clyde	☐

1. Purpose

- 1.1 The paper updates Integration Joint Board on the activity within Homelessness Services to mitigate the impact on homeless households and to address the continued economic impact of the pandemic. The report also updates on and seeks approval for the proposals for phase 3 (Year 3) spend aligned to the Rapid Rehousing Transition Plan 2019/20-2023/24.

2. Background

- 2.1 Glasgow City's Rapid Rehousing Transition Plan (RRTP) was approved by Glasgow City Integration Joint Board (IJB) in [September 2019](#) and continues to focus on prevention, securing settled housing for all homeless households as quickly as possible and a comprehensive response for those deemed to have multiple & complex needs with tenancy sustainment support being at the core. A report was presented to the IJB in [August 2020](#) to update on the impact of the public health emergency and seek permission to realign RRTP spend to reflect changed priorities. A further update report was presented to the IJB in [April 2021](#).

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- 2.2 The Glasgow plan continues to be built around Scotland's vision for rapid rehousing which will focus on, wherever possible, homeless people having a settled, mainstream housing option as quickly possible.
- 2.3 For those who are defined as presenting with multiple & complex needs the Housing First approach will be the first response for people demonstrating such disadvantage. For those where a Housing First approach is not viable then alternative options will focus on developing small scale supported group living arrangements. To this end, the HSCP continues to redesign services to improve cross care responses and target resources within Homelessness Services to work with voluntary sector and NHS colleagues to develop robust pathways into accommodation and support for people with complex case histories. This work has built on the successful activity, at the early stages of the public health emergency, to ensure that people with histories of rough sleeping were offered accommodation and support to exit rough sleeping.
- 2.4 The commencement of social distancing measures in March 2020 and the understandable resultant cessation of mainstream letting activity between March and August 2020, placed significant pressures on HSCP Homelessness Services in relation to the supply of emergency and settled accommodation. Glasgow City HSCP Homelessness Services and its partners rapidly responded to mitigate the impact of the public health emergency on our vulnerable communities with considerable effectiveness.

3. Homelessness Services Response to the Public Health Emergency

- 3.1 During the period 23rd March 2020 to 30th June 2021 Glasgow City HSCP Homelessness Services received 11,897 requests for advice and assistance under homelessness legislation. Of these requests 8,442 progressed to a homelessness application. Glasgow City HSCP Homelessness Services also made 15,630 offers for emergency accommodation during this period.
- 3.2 As a result of the impact of the social distancing measures and continued demand for emergency accommodation Glasgow Homelessness Services increased its supply of emergency accommodation through the spot purchasing and repurposing of a number of commercial hotels.
- 3.3 Throughout the Public Health emergency, Glasgow has maintained a duty to respond to emergency accommodation needs where we have ensured that all presentations, including rough sleepers and those rough sleepers with no recourse to public funds (NRPF) are offered emergency accommodation.
- 3.4 A key feature of the response to the public health emergency has been the extent of joint working between the HSCP, NHS, housing associations, the voluntary sector and community groups. Through building on existing partnerships, and building new ones, the HSCP was able to ensure a range of supports including: physical & mental health outreaches; warm food; laundry facilities; and housing support that helped people to move to more appropriate accommodation, including settled housing.

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- 3.5 In addition to the repurposing of a number of City Centre Hotels 22 of the City's Housing Associations made over 450 of their void properties available to the Council for use as temporary furnished flats – including over 300 from the Wheatley Group. Due to the Council's relationship with City Building Glasgow and RSBi we were able to carry on work to void properties and make temporary furnished flats available for let. Without these additional units of temporary accommodation, it is likely that the Council would have had to commission a similar number of bed and breakfast places to meet demand.
- 3.6 As the government's social distancing measures have eased and mainstream social letting activity has recommenced the HSCP has been able to significantly reduce its use of bed and breakfast accommodation. As at Wednesday 30th June 2021 the HSCP was utilising 345 bed and breakfast placements. This is a reduction of 272 placements from the highpoint of 617 in October 2020.
- 3.7 Since the recommencement of mainstream letting activity in August/September 2020, Homelessness Services has seen significant support from the City's Housing Associations to reduce the number of households in emergency accommodation.
- 3.8 Table 1 provides an overview of the number of lets made to homeless households during 2020/21 (following end of year reconciliation). The limited number of settled lets secured in quarter 1 reflects the, understandable, near cessation of mainstream letting activity due to the social distancing measures. However, the remaining period of the financial year saw a significant increase in letting activity as RSLs were able to return to letting.

Table 1 Lets to Homeless Households 2020/21					
Quarters	Q1	Q2	Q3	Q4	Total
Lets	57	750	1347	1134	3288

- 3.9 The support from the City's RSLs has led to a settled let out turn figure for 2020/21 of 3288. This total represents an increase of 776 lets on the previous full year total of 2412. Early indications are that this pattern of letting activity has continued in 2021/22.
- 3.10 Table 2 provides an overview of the total number of settled lets secured by the HSCP for homeless households over the previous 4 years.

Table 2 Lets to Homeless Households per year				
Years	2017/18	2018/19	2019/20	2020/21
Lets	1974	2322	2412	3288

- 3.11 The increase in letting activity from quarter two has allowed Glasgow to reduce its reliance on repurposed commercial hotels within the City Centre and overall level of bed and breakfast units whilst continuing to meet our duties in relation to the provision of emergency accommodation. This despite a year on year increase in homeless presentations.

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- 3.12 Table 3 provides an overview of the use of bed and breakfast accommodation over the public health emergency to date.

Table 3 Use of Bed and Breakfast Throughout COVID-19			
Date	31st Mar 20	30th Sept 20	31st Mar 21
B&B Places	260	617	386

- 3.13 During the period of the public health emergency Homelessness Services saw its active case load rise to 5037 households at the beginning of October 2020. The significant increase in the number of settled lets made to homeless households since letting restarted in August 2020 has seen the service's active case load reduce to 4044 households as at 31st March 2021.
- 3.14 In order to speed up the resettlement process, to reduce the length of stay within temporary accommodation and further reduce the use of bed and breakfast type accommodation, Homelessness Services will need to continue to work closely with the City's RSLs to secure an increased number of settled lets for homeless households.
- 3.15 Discussions are ongoing with the City's RSLs through the Local Letting Community structures to agree an increased settled letting target for homeless households for 2021/22. The HSCP has set out a case to RSLs to secure approximately 60% (circa 4500 lets of available social housing). Correspondence from the Assistant Chief Officer, Public Protection and Complex Needs and the Head of Housing Strategy has been sent to RSL partners requesting an increase in settled lets for homeless households for 2021/22 for their consideration. Early indications are that RSLs are responding constructively to the request.

4. Rapid Rehousing Transition Plan Reprofileing

- 4.1 Prior to the pandemic period the HSCP and our partners were making progress in delivering the core elements of the service reform programme designed to ensure the objectives set out within the RRTP are met over the life time of the plan.
- 4.2 In August 2020 the IJB Finance and Audit Committee approved the realignment of RRTP spending proposals to reflect the revised priorities resulting from the Covid-19 pandemic. The realignment of spend was focused upon enhancing front-line case-holding capacity within Homelessness Services with the creation of 13 new front-line Social Care Workers and 7 admin posts and three Temporary Accommodation Development Worker posts. This realignment in spend has underpinned the increase in the number of settled lets secured by homeless households during the second two quarters of 2020/21.
- 4.3 Whilst the original RRTP principles remain, the impact of the COVID 19 pandemic has had a significant influence on Glasgow's ability to deliver on previous objectives. The emphasis is now firmly on recovery and mitigating the likely social and economic impact of the public health emergency.

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- 4.4 The Office for Budget Responsibility are forecasting the rise in unemployment that has accompanied the public health emergency is likely to accelerate when the furlough scheme is ended in September this year. The rise in unemployment will cause further financial distress for households and coincide with the ending of the moratorium on evictions. These factors are likely to lead to a continued increase in requests for assistance under homelessness legislation to the HSCP.
- 4.5 Given the likely economic impact of the pandemic the HSCP has reviewed its RRTP resource commitment to Housing Options, Homelessness Prevention and Resettlement activity. In doing so the HSCP is seeking to continue to adopt a partnership approach ensuring that people at risk of homelessness have access to advice and support. In reviewing current resource commitment, we have examined how we can enhance access to a range of prevention and resettlement capacity, to continue to minimise the time homeless households spent in temporary accommodation. Proposals on the enhancement of homelessness prevention and resettlement capacity are set out at Appendix A.

5. Funding

- 5.1 As detailed at Appendix A, spend of £1.918m is projected for 2021/22, which we will be met from earmarked reserves.
- 5.2 As previously approved posts were agreed for a period of two years, these are due to be reviewed in March 2022. A further report will be brought to the IJB at this time to update on funding allocations and year 4 spending plans.

6. Recommendations

- 6.1 The Integration Joint Board is asked to:
- a) note the contents of the report, with particular reference to Homelessness Service's to the public health emergency and the impact on RRTP objectives; and
 - b) approve the RRTP financial commitments set out within the report.

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Direction from the Glasgow City Integration Joint Board

1	Reference number	220921-14
2	Report Title	Rapid Rehousing Transition Plan Service Developments 2021/22
3	Date direction issued by Integration Joint Board	22 September 2021
4	Date from which direction takes effect	22 September 2021
5	Direction to:	Glasgow City Council only
6	Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s)	No
7	Functions covered by direction	Housing and Homelessness Services, Prison Based Homelessness services, Housing Options, Housing First
8	Full text of direction	Glasgow City council is directed to implement the proposals in Appendix A of the report for the enhancement of homelessness prevention and resettlement capacity for an 18 month period to March 2023
9	Budget allocated by Integration Joint Board to carry out direction	The budget to be allocated from earmarked reserves to carry out this Direction is £1.918m.
10	Performance monitoring arrangements	In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership.
11	Date direction will be reviewed	22 September 2022

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Proposals Previously Approved and Continuing in 2021/22 (To be reviewed March 2022)

Expenditure	Annual Cost
Housing Association Liaison Manager	58,816
Principal Officer Housing Access Investment and Acquisitions	68,911
Housing Options Network Coordinator	22,838
Housing Options Coordinators (3 posts)	170,241
Barlinnie Team (4 posts)	207,094
Section 5 Team (6 Admin posts)	160,908
Temp Accom & Development Team (TADS) (4 posts)	135,611
Social Care Workers (6 posts) + 1 Temp	322,431
Senior Officer - Information Systems	56,747
Management Team to lead on RRTP (2 posts)	155,017
Homelessness Prevention/Early Intervention	200,000
Consultancy re monitoring and reporting	40,000
GHN/GHIFT Funding	100,000
Vanguard Consultancy	70,000
Total	1,768,614

Proposals on the Enhancement of Homelessness RRTP Prevention and Resettlement capacity (For an 18 month period to March 2023)

Expenditure	Annual Cost	Anticipated Spend 21/22	Notes
RRTP Independent Legal Advice	15,000	6,250	As the HSCP develops our Housing Options/Homelessness Prevention it is critical that we continue to strengthen our capacity to deliver comprehensive advice & information that allows people to engage with landlords to protect their tenancies where possible. In order to achieve this, we intend to extend access to training and support to front-line social care workers whilst looking to enhance referral routes to independent legal advice.
RRTP Mediation Services (1 post)	32,000	13,333	Relationship breakdown is a key driver of homelessness. The mediation service will be a key element in our Housing Options Approach.

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Expenditure	Annual Cost	Anticipated Spend 21/22	Notes
RRTP Trauma informed Practice Development Coordinator (1 post G7)	56,747	23,645	It is increasingly understood that there is a bi-directional relationship between trauma and homelessness. Therefore, a core element of the RRTP is directed at developing service responses that are sensitive to people's experiences of trauma and that are able to work constructively with people with adverse childhood experiences. This post will help to build trauma informed practices across homeless support services in order that the service can deliver a service that reflects best practice. The capacity building approach will reflect our work around the development of complex needs services and domestic abuse.
RRTP Senior Homelessness Workers - Settled Lets (3 posts)	170,241	70,934	The significant contribution of the City's RSLs to the Covid-19 recovery period has been founded on strong operational links between RSLs & Homelessness Services. The creation of 3 operational leads for settled lets will drive the continued improvement of the operational interfaces required to secure additional lets from RSLs.
RRTP Accommodation Allocations Officer (1 post)	37,555	15,648	A core objective of the RRTP is the improvement in operational systems and processes to improve the service user end to end experience. Homelessness Services are increasingly integrating the management of temporary accommodation across all providers. The increased integration is improving the management of access to accommodation and supporting the improvements in the discharge of statutory duties. The post-holder will further improve access to emergency accommodation.
RRTP Practice Systems Development Coordinator (1 post)	46,061	19,192	The core objective of the RRTP is the enhancement of the service user end to end experience. A core element of this work is the enhancement of ITC systems to improve business processes and service user experiences. In order to ensure end user perspectives and innovation in the development and use of our IT infrastructure we are proposing to create a temporary post within the Homelessness Service to support ITC development.
Total	357,604	149,002	

Total Cost for 2021/22: £1,917,616.