



Item No: 10

Meeting Date: Wednesday 10th May 2023

Glasgow City Integration Joint Board

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

Contact: Jim McBride, Head of Adult Services (Criminal Justice and Homelessness)

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Rapid Rehousing Transition Plan Service Developments 2023/24

Purpose of Report:	The paper updates the Integration Joint Board on the activity within Homelessness Services to progress the delivery of the Rapid Rehousing Transition Plan (RRTP). The report also updates on and seeks approval for the proposals for the final phase 5 (Year 5) spend aligned to the RRTP 2019/20-2023/24.
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Background/Engagement:	<p>The Glasgow RRTP was approved by the IJB in September 2019. The RRTP sets out an ambitious programme to reform the provision of homelessness services within Glasgow. The RRTP 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.</p> <p>Throughout the Public Health Emergency, GCHSCP and its partners have worked together to continue to deliver the RRTP despite significant challenges posed by the social distancing measures and the need to put additional support measures in place for vulnerable households.</p>
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Governance Route:	The matters contained within this paper have been previously considered by the following group(s) as part of its development.
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	HSCP Senior Management Team <input type="checkbox"/> Council Corporate Management Team <input type="checkbox"/> Health Board Corporate Management Team <input type="checkbox"/> Council Committee <input type="checkbox"/> Update requested by IJB <input type="checkbox"/> Other <input type="checkbox"/> Not Applicable <input checked="" type="checkbox"/>
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Recommendations:	The Integration Joint Board is asked to: a) Note the contents of the report, with particular reference to GCHSCP Homelessness Service response to the public health emergency and the impact on RRTP objectives and initial target setting; b) Approve the RRTP financial commitments set out within the report; c) Request a further report outlining revised targets and objectives for RRTP and update in response to Scottish Government funding arrangements; d) Approve the extension of the RRTP delivery period of an additional two years to March 2026, with delivery managed within the funding envelope available; and e) Approve the implementation of an exit strategy for the annual investment of £1.237m funded by Scottish Government RRTP funding if the Scottish Government Budget in December 2023 does not confirm this will continue in 2024/25.
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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 (draft) 2023-26 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:	Discussions are ongoing on the alignment of prevention services as the GCHSCP seeks to develop an enhanced approach to Housing Options and homelessness prevention.
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Equalities:	The delivery of homelessness service supports the addressing of multiple disadvantage & complex needs.
Fairer Scotland Compliance:	None
Financial:	<p>The delivery of the RRTP priorities will be met within the funding allocated from the Scottish Government for this purpose.</p> <p>Scottish Government funding has not been confirmed beyond 2023/24. If funding beyond 2024/25 is not confirmed in the Scottish Government Budget announced in December 2023, an exit strategy will be implemented to reduce annual investment plans of £1.237m to stay within the financial envelope available from 2024/25.</p>
Legal:	None
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.
Sustainability:	None
Sustainable Procurement and Article 19:	None
Risk Implications:	<p>The cost-of-living crisis and the pressures on the city's economy may result in an increase in the numbers of households seeking assistance under homelessness legislation. The potential need to resettle over 700 Ukrainian Displaced People, currently accommodated in hotels and residing with host families may lead to unprecedented pressures on the city's housing system and undermine progress with the delivery of the RRTP.</p> <p>The modification of the local connection power by Scottish Ministers from 29th November 2022 has seen an increase in demand for homelessness assistance from households who would otherwise have been ineligible for assistance from GCHSCP. It is estimated that GCHSCP is likely to have a full rehousing duty to 300 additional households per year. This may</p>

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	<p>undermine progress with the delivery of the RRTP, as well as place further pressure on GCHSCP budgets.</p> <p>These pressures are further compounded by insufficient housing stock which could expedite transition arrangements for those residing in bed and breakfast hotel accommodation.</p>
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Implications for Glasgow City Council:	The successful delivery of the RRTP will see the phased ending of the use of bed and breakfast type accommodation and an overall reduction in the use of temporary accommodation.
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Implications for NHS Greater Glasgow & Clyde:	None
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Direction Required to Council, Health Board or Both	
Direction to:	
1. No Direction Required	<input type="checkbox"/>
2. Glasgow City Council	<input checked="" type="checkbox"/>
3. NHS Greater Glasgow & Clyde	<input type="checkbox"/>
4. Glasgow City Council and NHS Greater Glasgow & Clyde	<input type="checkbox"/>

1. Purpose

- 1.1 The paper updates the Integration Joint Board on the activity within Homelessness Services on the delivery of the Rapid Rehousing Transition Plan. The report also updates on and seeks approval for the proposals for phase 5 (Year 5) spend aligned to the Rapid Rehousing Transition Plan 2019/20-2023/24.

2. Background

- 2.1 The Glasgow 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 [September 2021](#) to update on progress with the delivery of the RRTP, in light of the challenges aligned to the Public Health Emergency, and seek permission to realign RRTP spend to reflect changed priorities.
- 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 as 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

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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, GCHSCP continues to redesign services to improve cross care responses and target resources within Homelessness Services to work with Third 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 refrain from rough sleeping.

- 2.4 The commencement of the Social Distancing Measures in March 2020 and the understandable resultant cessation of mainstream letting activity (March to August 2020) placed significant pressures on GCHSCP Homelessness Services in relation to the supply of emergency and settled accommodation. GCHSCP Homelessness Services and its partners rapidly responded to mitigate the impact of the public health emergency on our vulnerable communities with considerable effectiveness.

3. Delivery of the RRTP

- 3.1 Whilst 2022/23 has seen the phasing out of Social Distancing Measures, the Homelessness Services and housing system have continued to deal with the social and economic consequences of the public health emergency and the current cost of living crisis.
- 3.2 Prior to the public health emergency, Glasgow experienced significant challenges in relation to the provision of emergency accommodation to homeless households. However, with the rapid expansion of temporary accommodation, through the spot purchasing of bed and breakfast type accommodation, GCHSCP has routinely discharged its duty to provide emergency accommodation to homeless households.
- 3.3 Through joint working with the Third Sector and RSL partners, GCHSCP has also sustained a significant reduction in rough sleeping cases. Rough sleeping is now routinely down to single figures with support to access temporary accommodation being offered to all rough sleepers who are entitled to statutory assistance, with a robust support network in place to provide key supports to the individuals engaged in street activity.
- 3.4 There is also increasing evidence that the extension of temporary accommodation provision during the public health emergency and the subsequent development of care, treatment and resettlement pathways through in-reach work by health and social care services has improved outcomes for our vulnerable homeless population. For households with no recourse to public funds (NRPF) a robust referral system is in place to identify households at risk, highlighting vulnerabilities and service responses.
- 3.5 GCHSCP has also made significant progress in redesigning the delivery of homelessness services within the city. Working with Vanguard Scotland the service has redesigned core business processes to secure improvements in

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service user experience, process efficiencies and cost reductions. We have also improved management information systems to allow for the improved operation of the section 5 resettlement process through enhancing knowledge of the availability and turn-over of social housing within the city.

- 3.6 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.
- 3.7 The current cost of living crisis may undermine GCHSCP's ability to progress the delivery of the RRTP objectives to reduce the use of emergency and temporary accommodation, as more people may require homeless assistance and emergency accommodation.
- 3.8 RSL partners have informed GCHSCP that there has been an overall reduction in the availability of void properties as less people are moving home. This is also being exacerbated by longer void periods due to utility provider issues with meter appliances and some supply chain issues within the construction industry. As a result, whilst continued joint working exists between GCHSCP and RSLs, it is likely that the final outturn figure for settled lets to homeless households will be circa 2800 lets which illustrates a shortfall of 1700 lets necessary to reach our target of 4500.
- 3.9 Table 1 provides an overview of the total number of settled lets secured by GCHSCP for homeless households over the previous 4 years.

Table 1: Settled Lets to Homeless Households 2019/20 to 2022/23				
Years	2019/20	2020/21	2021/22	2022/23
Lets	2412	3288	3311	2800 (projected)

Glasgow HSCP Homelessness services require 4500 lets per annum

- 3.10 Despite the challenges, strong joint working continues with our RSL partners. Through 2023/24 GCHSCP will continue to develop the robust operational and strategic interfaces that have been the basis for improvements in the resettlement of homeless households. To this end, we will build on the three locality engagement sessions chaired by the Assistant Chief Officer Public Protection and Complex Needs in October 2022 with a further three locality sessions planned for end of April 2023. This will provide RSLs and GCHSCP an opportunity to agree solutions as to how we continue to tackle homelessness in the city together.
- 3.11 GCHSCP continues to have an over reliance on bed and breakfast type accommodation to provide emergency accommodation to homeless households. Despite the continued challenges, GCHSCP is committed to ending the use of B&B type accommodation. As of 1st April 2023, there were

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632 households accommodated in bed and breakfast type accommodation. Of this total, 504 households were breaching the unsuitable accommodation order.

- 3.12 GCHSCP has set out a case to RSLs to secure approximately 60% (circa 4500 lets of all available social housing) for 2023/24. Correspondence from the Assistant Chief Officer, Public Protection and Complex Needs and Head of Housing (NRS) has been delivered to RSL partners setting out the ask of RSLs in relation to the number of settled lets for homeless households for 2023/24 for their consideration.
- 3.13 The arrivals of Ukrainian Displaced Persons (UDP) and families has impacted upon the Homelessness COVID recovery planning arrangements during 2022/23 resulting in a requirement to quickly re-prioritise resources. Glasgow has since welcomed over 2500 Ukrainians, which required an infrastructure of support to be made available to those who require it. GCHSCP and the Scottish Government worked with a range of partners, including Local Authorities across Scotland, to secure move on accommodation for over 1100 people accommodated on the MS Ambition. It is difficult to understate the collaboration across Scotland to secure positive outcomes for the UDPs previously accommodated on the ship.
- 3.14 There remains in excess of 500 UDPs still accommodated in hotels within the city. GCHSCP will work with the Scottish Government to secure move on accommodation for the hotel residents. In the longer-term, the impact on the City's social housing system remains unclear as there is an acknowledgement that UDP's may wish to settle in Glasgow following a period in emergency accommodation or those residing with host families.
- 3.15 The modification of the local connection power by Scottish Ministers from 29 November 2022 has seen an increase in demand for homelessness assistance from households who would otherwise have been ineligible for assistance from GCHSCP. Based on an analysis of the first sixteen weeks of the modified powers (whereby 65 households who previously would not have had an entitlement to settled accommodation within Glasgow) to local connection it is estimated that GCHSCP at this rate, is likely to have a full rehousing duty to 300 additional households per year. This may undermine progress with the delivery of the RRTP as well as place further pressure on GCHSCP budgets.

4. Rapid Rehousing Transition Plan Reprofiting

- 4.1 Despite the additional challenges flowing from the Public Health Emergency, GCHSCP and our partners have made good progress in delivering the core elements of the service reform programme set out within the RRTP. Service redesign and improvements in joint working has seen improved outcomes for people affected by homelessness.
- 4.2 The current RRTP is due to be complete by March 2024. However, despite the significant progress in addressing homelessness within the city and improving the experiences of homeless households, it is necessary to extend the life of the RRTP by a further two additional years to March 31st March 2026. A revised

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RRTP will be published by September 2023. The revised RRTP will set out how GCHSCP addresses the challenges facing the city in relation to homelessness.

- 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. Going forward the emphasis will be on strengthening a housing led approach to the resettlement of homeless households and on mitigating the likely social and economic impact of the public health emergency and cost of living crisis.
- 4.4 GCHSCP has set a series of original targets for the reduction of bed and breakfast type accommodation. We have also established a bed and breakfast taskforce to assist with the resettlement of households accommodated within bed and breakfast accommodation. With the unexpected impact of the pandemic, the crisis in Ukraine and the present cost of living crisis it is strongly anticipated that there will be a need to revise initial targets set within the RRTP.
- 4.5 This is the final year of Scottish Government funding of the RRTP with no formal commitment from Scottish Government on continued funding or indeed an indication of the scope and scale that could be offered. GCHSCP will continue to engage with the Scottish Government to set out the scope and scale of funding required to enable GCHSCP to continue to deliver the objectives of the RRTP and assist the delivery of the Ending Homelessness Together Plan. If funding beyond 2024/25 is not confirmed in the Scottish Government Budget announced in December 2023, an exit strategy will be implemented to reduce annual investment plans by £1.237m to stay within the financial envelope available from 2024/25.
- 4.6 During 2022/23 Homelessness Services have continued to review spending commitments against RRTP objectives and emerging service pressures. The RRTP spend for 2023/24 (set out at Appendix 1) continues to be focused on preventing homelessness and improving access to settled accommodation for homeless households.
- 4.7 GCHSCP has developed a Temporary Accommodation Strategy. The Temporary Accommodation Strategy is aligned to the RRTP objectives and sets out how GCHSCP will work with the Alliance to End Homelessness to reduce the use of emergency accommodation and ensure that provision is aligned to the needs of homeless households. Given the scale of the challenges and the service redesign involved in the delivery of the Temporary Accommodation Strategy, it is envisaged that delivery will be over the next 5 years. The Temporary Accommodation Strategy sets out to end the use of bed and breakfast accommodation over three years.
- 4.8 We will also continue to work to redesign the homelessness service, alongside people with lived experience, to ensure that we continue to meet the needs of people affected by homelessness.

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5. Funding

- 5.1 Scottish Government RRTP Grant for 2023/24 is £1.237m. As detailed at Appendix 1, spend of £2.283m is projected for 2023/24, which we will be able to meet from balances in reserves.

6. Recommendations

- 6.1 The Integration Joint Board is asked to:

- a) Note the contents of the report, with particular reference to GCHSCP Homelessness Service response to the public health emergency and the impact on RRTP objectives and initial target setting;
- b) Approve the RRTP financial commitments set out within the report;
- c) Request a further report outlining revised targets and objectives for RRTP and update in response to Scottish Government funding arrangements;
- d) Approve the extension of the RRTP delivery period of an additional two years to March 2026, with delivery managed within the funding envelope available; and
- e) Approve the implementation of an exit strategy for the annual investment of £1.237m funded by Scottish Government RRTP funding if the Scottish Government Budget in December 2023 does not confirm this will continue in 2024/25.

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Direction from the Glasgow City Integration Joint Board

1	Reference number	100523-10
2	Report Title	Rapid Rehousing Transition Plan Service Developments 2023-24
3	Date direction issued by Integration Joint Board	10 May 2023
4	Date from which direction takes effect	10 May 2023
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 are directed to progress the spending proposals outlined at Appendix 1.
9	Budget allocated by Integration Joint Board to carry out direction	The budget allocation for progressing this Direction consists of £1.237m from the Scottish Government's RRTP Grant for 2023/24 and £1.046m from IJB general reserves.
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	May 2024

Proposals Previously Approved and Continuing in 2023/24

Expenditure	Annual Cost
Housing Options Network Coordinator	23,980
Housing Association Liaison Manager	63,155
Housing Options Coordinators (3 posts)	192,021
Barlinnie Team (4 posts)	172,821
Section 5 Team (6 Admin posts)	195,967
Temp Accom & Development Team (TADS) (4 posts)	163,733
Social Care Workers (6 posts) + 1 Temp	369,654
Senior Officer - Information Systems	63,155
Management Team to lead on RRTP (2 posts)	173,664
Private Rented Sector Prevention Hub	150,000
Senior Homeless Workers (Settled Lets - 3 posts)	192,021
Money & Debt Advice Outreach Services	150,000
Practice Systems Development Coordinator (1 post)	52,808
Accommodations Allocations Officer (1 post)	43,691
Consultancy re monitoring and reporting	13,000
HNS/GHIFT Funding	100,000
Vanguard Consultancy	100,000
RRTP Trauma Informed Practice Coordinator	64,007
Total	2,283,947

* Based upon 5% pay inflation for 23/24 financial year.