



**Item No: 11**

**Meeting Date: Wednesday 15<sup>th</sup> May 2024**

## **Glasgow City Integration Joint Board**

**Report By:** Frances McMeeking, Assistant Chief Officer, Operational Care Services

**Contact:** Jim McBride, Head of Homelessness and Complex Needs

**Phone:** 0141 287 4028

### **Rapid Rehousing Transition Plan Update**

**Purpose of Report:**

The purpose of this report is to update the Integration Joint Board (IJB) on the successes of the Rapid Rehousing Transition Plan (RRTP) and to outline the challenges faced during its delivery. The report will also outline the funding received for 2024/25 and seeks approval for the proposals of how part of this funding will be allocated.

**Background/Engagement:**

Rapid Rehousing Transition Plans are part of the Scottish Government's strategy to end homelessness. Multi-year funding was provided to local authorities in 2019/20 for 5 years ending in 2023/24. Further funding has now been made available for an additional year.

**Governance Route:**

The matters contained within this paper have been previously considered by the following group(s) as part of its development.

- HSCP Senior Management Team
- Council Corporate Management Team
- Health Board Corporate Management Team
- Council Committee
- Update requested by IJB
- Other
- Not Applicable

**Recommendations:**

The Integration Joint Board is asked to:

## OFFICIAL

	<p>a) note the contents of the report, with particular reference to the challenges faced by GCHSCP Homelessness Services in delivering the RRTP during the pandemic; and</p> <p>b) approve the RRTP financial commitments set out within the report.</p>
--	--

### 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 2023-26 IJB Strategic Plan and will continue to remain a key priority.

### Implications for Health and Social Care Partnership:

<b>Reference to National Health &amp; Wellbeing Outcome(s):</b>	This plan relates to all the National Health and Wellbeing Outcomes
---	---

<b>Personnel:</b>	Opportunity for additional external financial allocation to allow additional staffing resource. Review of current RRTP-funded posts. For 2024/25, six admin posts within the Section 5 Team have been deleted. There were three vacancies within the team and three admin staff were redeployed within the service.
-------------------	---

<b>Carers:</b>	No implications.
----------------	------------------

<b>Provider Organisations:</b>	Provider organisations continue to play an integral role in the HSCP's delivery of homelessness services.
--------------------------------	---

<b>Equalities:</b>	The delivery of homelessness service supports the addressing of multiple disadvantage & complex needs.
--------------------	--

<b>Fairer Scotland Compliance:</b>	None
------------------------------------	------

<b>Financial:</b>	Scottish Government have awarded £1.455m for 2024/25. In addition, £1.358m is estimated to be carried forward in unused funds from previous financial years. The delivery of RRTP priorities within this report can be met from this combined funding for 2024/25.
-------------------	--

<b>Legal:</b>	None
---------------	------

<b>Economic Impact:</b>	Through rapid rehousing, it is expected that there will be a financial saving to the HSCP with a reduction in the number of temporary accommodation placements needed and a reduction in the length of time spent in temporary accommodation.
-------------------------	---

OFFICIAL

**OFFICIAL**

<b>Sustainability:</b>	None
------------------------	------

<b>Sustainable Procurement and Article 19:</b>	None
--	------

<b>Risk Implications:</b>	<p>The accelerated decision-making process from the Home Office, in relation to those seeking asylum, has resulted in a significant increase in demand from homelessness services. In addition to households granted leave to remain in Glasgow, there has been a significant increase in households out with Glasgow choosing to make a homelessness application to the city.</p> <p>This increase in demand has also been witnessed alongside the cost-of-living crisis which appears to have led to a reduction in social housing across the city.</p>
---------------------------	---

<b>Implications for Glasgow City Council:</b>	Success in the delivery of the RRTP will see a reduction in the use of temporary accommodation and quicker outcomes for homeless households. The progress thus far has been hindered by an unanticipated increase in demand as well as the impact of the Covid-19 pandemic
---	--

<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	None
--	------

<b>Direction Required to Council, Health Board or Both</b>	
<b>Direction to:</b>	
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 purpose of this report is to update the Integration Joint Board (IJB) on the successes of the Rapid Rehousing Transition Plan (RRTP) and to outline the challenges faced during its delivery. The report will also outline the funding received for 2024/25 and seeks approval for the proposals of how this funding will be allocated.

**2. Background**

- 2.1. Rapid Rehousing is identified within Scotland's [Ending Homelessness Together](#) action plan as the key approach to ending homelessness. The rapid rehousing approach involves preventing homelessness, where possible, but if homelessness occurs, ensuring households are provided with settled accommodation as quickly as possible.

## OFFICIAL

- 2.2. All Scottish authorities were required to submit a 5-year plan and Glasgow's RRTP was approved by the Glasgow City Integration Joint Board in [September 2019](#) and continues to focus on homelessness prevention, securing settled accommodation for homeless households as quickly as possible and a comprehensive, trauma-informed approach to those individuals with multiple and complex needs.
- 2.3. The 5-year funding provided by the Scottish Government to support the delivery of RRTPs was due to end in March 2024 however a further, single year, award for RRTPs has been announced with Glasgow receiving £1.455m of funding for 2024/25.
- 2.4. In addition to this, in November 2023, GCHSCP received notification that an additional £443k would be made available from the Scottish Government (paid as a redetermination of the General Revenue Grant and was received at the end of March 2024) as a one-off payment, from a £2m fund, made available to local authorities who were experiencing the most significant pressures in relation to temporary accommodation. This funding has been allocated to the RRTP budget for 2023/24 and is available to be carried forward into 2024/25.
- 2.5. This money was provided in relation to the [recommendations of the Temporary Accommodation Task and Finish Group](#) which found that "prevention of homelessness stems from the flow of households becoming homeless and thereby reducing numbers requiring TA [Temporary Accommodation]" and that "the availability of housing options available for people including social housing...affect how easy and quick it is for people to move on from TA and homelessness into a settled home".

### **3. Glasgow's RRTP 2019/20 – 2023/24**

- 3.1. Glasgow has achieved significant success in relation to its RRTP which has delivered improved outcomes for homeless households.
- 3.2. The Tenant (Covid-19) hardship fund assisted over 1,000 households to avoid homelessness by working with landlords to ensure those most at risk of eviction could access support through the grant fund scheme. The fund ran between December 2021 and March 2022 and paid out a total of £1.239m to address rent arrears and prevent homelessness.
- 3.3. The creation of 3 Housing Options Senior Homelessness Workers within the Community Homelessness Services has enhanced joint working relationships with Registered Social Landlords (RSLs) and a number of key stakeholders in order that tenants at risk of homelessness can access early advice, assistance and support in help them sustain their tenancies.
- 3.4. The recruitment of additional Section 5 Officers, alongside a Practice Systems Development Officer, has increased both the capacity within the resettlement section and allowed new systems to be developed which have increased efficiency as well as output. This has led to an increase in the

OFFICIAL

## OFFICIAL

percentage of social housing lets provided to homeless households (approximately 50% in 2023/24) through an enhanced, data-driven knowledge of turnover in the city. The table below highlights the number of settled lets in the 2 years prior to RRTP funding as well as the numbers achieved during the 5-year plan (highlighted in blue).

**Table 1. Number of lets provided to homeless households.**

Year	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
No. of lets to homeless households	1,974	2,322	2,415	3,288	3,311	2,904	3,305

- 3.5. The table above highlights the significant increase in settled lets since the introduction of the RRTP in 2019/20. It is also important to highlight that the increase for 2023/24 (compared to the previous year) is likely to be achieved against a reduction of 12% in social housing turnover.
- 3.6. Homelessness Services have also streamlined the operation of the section 5 process which includes the development of a 'matching' approach to resettlement with Wheatley Homes Glasgow, as well as other key RSLs in the city. In addition to this, an improved data collection process has also been implemented to improve staff's knowledge of the housing turnover in the city.
- 3.7. In relation to households with multiple and complex needs, Housing First remains the first response for such households and, to date, Housing First have secured 308 tenancies for households, with a current tenancy sustainment rate of 86.36%.
- 3.8. GCHSCP's Children and Families service, along with Homelessness Services, have also continued to fund the Private Rented Sector (PRS) Hub. The PRS Hub have developed strong and effective working relationships with partner organisations to support tenants in the PRS, particularly families with children, many of whom are living in poverty due to the impact of welfare reform. The Hub has played a key role in the prevention of homelessness which is the focus of the RRTP.
- 3.9. Since its inception, the PRS Hub has supported a total of 1,684 households living in the PRS including 2,544 children with a homelessness prevention rate of 79%. In the past year alone, the PRS Hub has ensured that 380 children avoided homelessness due to services provided. Furthermore, in the last year, a total of £402,000 has been received by families, through previously unclaimed benefits, with assistance from Welfare Rights Officers.
- 3.10. Additional Social Care Workers within the Prison Homelessness Service have allowed the team to develop enhanced working relationships with key partners, including the PHHaB project (Pathways to Housing, Health, and

## OFFICIAL

Benefits). This project is a key strategy in reducing re-offending by supporting those leaving prison to access accommodation, health services and benefits.

- 3.11. The partnership between the Prison Homelessness Service as well as SPS, NHS, DWP and third sector partners has supported those being taken into custody to sustain their tenancies, where feasible, and has been widely recognised as being instrumental in delivering more positive outcomes for those leaving prison with 100% of prisoners leaving custody, during its initial pilot, being provided with homeless accommodation and 68% leaving with additional support in place.
- 3.12. However, despite significant successes in the delivery of the RRTP, Homelessness Services have also faced significant challenges.

#### 4. Challenges in delivery

- 4.1. As noted above, there have been significant, demonstrable successes in the delivery of Glasgow's RRTP, however it must be acknowledged that the delivery of its objectives has been hindered by a number of challenges.
- 4.2. The RRTP was based upon a reduction in demand through homelessness prevention activities and targeted housing support for households to maintain their tenancies. However, the table below highlights the significant increase in demand witnessed between the two years prior to RRTP and throughout the 5-year RRTP timeframe alongside the number of homelessness applications.

**Table 2. Number of approaches and homeless applications 2017/18 – 2023/24**

Year	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
No. of approaches to homelessness services	9,299	9,748	10,077	9,265	10,819	12,107	16,033
No. of homelessness applications	5,248	5,682	6,074	6,419	7,016	6,708	7,762
Percentage of approaches which progressed to homelessness application	56.4%	58.2%	60.3%	69.3%	64.8%	55.4%	48.4%

Significant homelessness prevention work undertaken by the locality homelessness services and, more recently, Health and Social Care Connect has ensured that the increase in demand witnessed by Homelessness Services is being mitigated through robust housing advice and assistance, and homelessness prevention activities. Whilst there was an increase in the percentage of approaches which progressed to a homelessness application in 2020/21, this was during the Covid-19 pandemic where preventative housing options activities were limited.

## OFFICIAL

- 4.3. In addition to the Covid-19 pandemic, Glasgow has also delivered a strong response in relation to the war in Ukraine which has seen a significant number of Ukrainian Displaced Persons (UDPs) move to Glasgow through various sponsor schemes. This response required a re-alignment of resources and focus to ensure that UDPs did not require a statutory homelessness intervention. During the decommissioning of MS Ambition, GCHSCP along with colleagues in the Scottish Government, COSLA and third sector partners worked to deliver positive outcomes for over 1,000 UDPs accommodated on the ship.
- 4.4. More recently, around July 2023, the Home Office implemented an acceleration in the decision-making process for asylum claimants. As the UK's largest dispersal area for asylum seekers outside of London, this acceleration has substantially increased the demand on Glasgow's Homelessness Service from both those who are granted leave to remain in Glasgow, and those who are granted refugee status elsewhere in the UK but who are choosing to travel to Glasgow and accessing homelessness services.
- 4.5. In relation to those granted leave to remain in Glasgow, the number of referrals received by the Asylum and Refugee Support Team from Mears in the calendar year of 2023 was 1,232 compared with 2022 where 669 referrals were received. This represents an 84% increase in the number of households being granted leave to remain in Glasgow with the majority of these referrals being made from July 2023 onwards.
- 4.6. Engagement with Mears, as well as the Home Office, is on-going however it is not clear at this time whether this volume of referrals will continue throughout 2024. It is worth noting, however, that information from the Home Office indicates that the backlog of asylum decisions has been cleared but that this backlog refers only to cases who applied for asylum pre-June 2022. Given this, it is clear that there are still a high number of asylum decisions to be made (asylum applications made between June 2022 – present) and demand from applicants who have been granted leave to remain will remain high in 2024, and potentially beyond.
- 4.7. In addition to this, Glasgow continues to see increased demand from households who have been granted leave to remain out with the city, with specific pressures from households travelling from England and Northern Ireland. It is believed that the progressive homelessness legislation in Scotland (specifically the abolition of priority need) is a key driver of this demand.
- 4.8. Most recent data indicates that around 125 households, per month, are receiving a positive asylum decision out with the Glasgow area but are choosing to come to Glasgow, as is their right, to request homelessness assistance.

OFFICIAL

## OFFICIAL

### 5. Risks

- 5.1. Given the likelihood of a UK general election in the second half of 2024, a change of UK Government will potentially have a significant impact upon the service delivery of the Home Office. It is not known what, if any, resulting impact this will have on decisions made in relation to the accelerated asylum decision making process which has been a key driver for homelessness demand in 2023/24.
- 5.2. It is also worth noting that the 2024/25 award is the final year of RRTP funding. Whilst it is anticipated that additional funding will be received by the Scottish Government in future years, potentially in line with upcoming homelessness prevention duties, this is not guaranteed.
- 5.3. A decision on future funding will likely be confirmed in early 2025 which will cause uncertainty within the service and risk a potential cliff-edge scenario should funding either not be delivered or not at a level which will allow continued funding of key posts. As such, posts currently aligned to RRTP funding will be reviewed in October 2024 and decisions will be required over which posts are most critical to continued service delivery.
- 5.4. Any reduction in, or removal of, posts aligned to RRTP priorities will have a significant impact on the outcomes for homeless households in Glasgow. The achievements of the RRTP (outlined above in section 3) have been reached through the creation of relevant posts and services which focus on homelessness prevention and increasing the number of settled lets for those experiencing homelessness. Should continued funding not be secured for these posts, it is likely that previous successes will not be easily achieved in subsequent years.

### 6. Funding 2024/25 and review of posts

- 6.1. The Scottish Government RRTP Grant for 2024/25 is £1.455m. In addition, £1.358m is estimated to be carried forward in unused funds from previous financial years. The delivery of RRTP priorities within this report can be met from this combined funding for 2024/25.
- 6.2. The posts which were funded through the RRTP Grant in 2023/24 have been reviewed and some amendments have been made. 6 x admin posts within the Section 5 Team have been deleted and have been replaced by 4.5 (WTE) section 5 officers. This restructure was agreed at Workforce Planning Board on 11<sup>th</sup> July 2023. At this time, three of the admin posts were vacant and the three remaining admin staff in post were redeployed into alternative admin posts within the service. The decision to restructure was made to increase the capacity within the team at an officer level to improve the efficiency of the team and increase the capacity to carry out the 'matching' process with RSLs in the city. This has resulted in an increase in both the number, and percentage, of settled lets made available for homeless households in 2023/24.

OFFICIAL



## OFFICIAL

- 6.3. A new Rapid Rehousing Fund has also been created for 2024/25. The purpose of this fund (£20k) is to allow quicker move on from temporary accommodation for single person households who often must wait for a Scottish Welfare Fund (SWF) award prior to moving into their settled let. The fund will be available to support the purchasing of items such as small, portable cookers, fold down beds etc. which will allow individuals to move into their tenancies whilst awaiting their SWF award which takes an average of 25 days. A review of the outcomes of this fund is planned for October 2024.
- 6.4. There has been an increase in the budget allocation for consultancy services who have supported GCHSCP to develop the RRTP and Temporary Accommodation Strategy (TAS). This small budget increase (from £13k to £20k) is due to the need to realign the TAS to a ten-year plan. Consultancy services have been instrumental in the development of key, strategic documents which have assisted GCHSCP to secure improved outcomes for homeless households.
- 6.5. Therefore, the total projected spend for the RRTP posts/services in 2024/25 is £2.097m. This funding will be met via the RRTP Grant award for 2024/25 along with unused funds from the previous year.

## 7. Recommendations

- 7.1. The Integration Joint Board is asked to:
- a) note the contents of the report, with particular reference to the challenges faced by GCHSCP Homelessness Services in delivering the RRTP during the pandemic; and
  - b) approve the RRTP financial commitments set out within the report and continue funding existing RRTP posts in 2024/25.

OFFICIAL

OFFICIAL



## Direction from the Glasgow City Integration Joint Board

1	<b>Reference number</b>	150524-11
2	<b>Report Title</b>	Rapid Rehousing Transition Plan Update
3	<b>Date direction issued by Integration Joint Board</b>	15 May 2024
4	<b>Date from which direction takes effect</b>	15 May 2024
5	<b>Direction to:</b>	Glasgow City Council only
6	<b>Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s)</b>	No
7	<b>Functions covered by direction</b>	Housing and Homelessness Services, Prison Based Homelessness services, Housing Options, Housing First
8	<b>Full text of direction</b>	Glasgow City Council are directed to progress the spending proposals for the R RTP for 2024/25 as outlined Appendix 1.
9	<b>Budget allocated by Integration Joint Board to carry out direction</b>	The full budget allocation required for progressing this direction is £2.097m from the total 2024/25 R RTP budget of £1.455m from the Scottish Government R RTP Grant and £1.358m (estimated) to be carried forward in unused funds from previous financial years.
10	<b>Performance monitoring arrangements</b>	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	<b>Date direction will be reviewed</b>	May 2025

OFFICIAL

OFFICIAL

Appendix 1

<b>Expenditure</b>	<b>Annual Cost (£)</b>
Housing Association Liaison Manager	67,066
Housing Options Network Coordinator	24,939
Housing Options Coordinators (3 posts)	173,312
Barlinnie Team (3 posts*)	143,285
Section 5 Officers (4.5 posts)	177,211
Temp Accom & Development Team (TADS) (4 posts)	157,521
Social Care Workers (6 posts**)	286,569
Senior Officer - Information Systems	57,771
Management Team to lead on RRTP (2 posts)	157,811
Consultancy re monitoring and reporting	20,000
HNS/GHIFT Funding	100,000
Rapid Rehousing Fund	20,000
Vanguard Consultancy	100,000
Private Rented Sector Prevention Hub	150,000
Money & Debt Advice Outreach Services	150,000
RRTP Trauma informed Practice Development Coordinator (1 post G7)	57,771
RRTP Senior Homelessness Workers - Settled Lets (3 posts)	166,646
RRTP Accommodation Allocations Officer (1 post)	39,380
RRTP Practice Systems Development Coordinator (1 post)	47,762
	<b>2,097,044</b>

Based upon anticipated 4% pay increase for 2024/25 financial year.

1. \* RRTP spending in 2023/24 paid for 4 Barlinnie Team posts however one post is now funded through alternative source.
2. \*\* RRTP spending in 2023/24 also included a temporary post which no longer requires funding through RRTP.