



Item No: 13

Meeting Date: Wednesday 13th May 2026

**Glasgow City
Integration Joint Board**

Report By: Lynsey Smith, Assistant Chief Officer, Operations and Governance.

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

Phone: 0141 287 4028

Glasgow City HSCP 10-year Homelessness Temporary Accommodation Strategy

Purpose of Report:

This report updates the Integration Joint Board (IJB) on the development of Glasgow City Health and Social Care Partnership's 10-year Temporary Accommodation Strategy and requests approval of the strategy.

Background/Engagement:

Section 29 of the Housing (Scotland) Act 1987 places a duty on the Council to provide temporary accommodation to households where it has reason to believe that the household is homeless.

Due to the unprecedented pressures on homelessness services within the city, the HSCP is currently utilising around 2,300 bed and breakfast/hotel placements each night in breach of the Homeless Persons (Unsuitable Accommodation) (Scotland) Order 2014, as amended.

The Temporary Accommodation Strategy aims to reshape the current model for providing temporary accommodation so that homeless households spend the shortest possible time in temporary accommodation whilst aiming to end the routine use of bed and breakfast accommodation.

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

OFFICIAL

	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 type="checkbox"/>
--	--

Recommendations:	The Integration Joint Board is asked to: a) Note the contents of this report; b) Approve the HSCP's 10-year Temporary Accommodation Strategy; and c) Agree to the timescales in section 4 for future progress reports to the IJB.
-------------------------	--

Relevance to Integration Joint Board Strategic Plan:

The delivery of an effective response to the prevention, and management, of homelessness is one of the key elements of the IJB Strategic Plan 2023–2028.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome(s):	This plan relates to the National Health and Wellbeing Outcomes number 4 (Health and Social Care Services are centred on helping to maintain or improve the quality of life of people who use those services) and outcome 9 (Resources are used effectively and efficiently in the provision of health and social care services).
---	---

Personnel:	A new post of Assistant Service Manager has been created to oversee the delivery of the strategy with support from the Service Manager and Head of Service.
-------------------	---

Carers:	No implications.
----------------	------------------

Provider Organisations:	Provider organisations continue to play an integral part in the delivery of homelessness services.
--------------------------------	--

Equalities:	The delivery of homelessness services supports the addressing of multiple disadvantage and complex needs. The Equalities Impact Assessment is available at the link below: https://glasgowcity.hscp.scot/publication/eqia-temporary-accommodation-strategy
--------------------	---

Fairer Scotland Compliance:	No implications.
------------------------------------	------------------

OFFICIAL

Financial:	The use of unsuitable temporary accommodation, namely bed and breakfast/hotel type accommodation, is placing significant financial pressure on the HSCP at this time with around £4.5m per month being spent on this type of accommodation.
Legal:	Yes. Homelessness Services continue to receive a significant volume of judicial review threats due to its failure to provide temporary accommodation at the point of request, as well as the rising use of unsuitable accommodation.
Economic Impact:	Yes, budget implications for the HSCP and Glasgow City Council.
Sustainability:	No implications.
Sustainable Procurement and Article 19:	No implications.
Risk Implications:	<p>The report sets out the challenges facing Homelessness Services at this time and the current risks associated with failures to provide temporary accommodation and the use of unsuitable, and expensive, bed and breakfast type accommodation.</p> <p>Risks are noted within the strategy. These include a significant reliance on stable funding for the Rapid Rehousing Transition Plan (RRTP), a requirement for RSLs to deliver an appropriate number of properties for homeless households, as well as a shortfall of temporary accommodation in the initial years of the strategy. The existing positive relationships with RSLs will mitigate the risk of non-compliance as will the legislative framework which places a duty on RSLs to support the local authority to discharge its homelessness duties.</p> <p>Work is currently underway to mitigate the current shortfall in temporary accommodation via increased use of the Private Rented Sector.</p>
Implications for Glasgow City Council:	Financial implications, reputational damage
Implications for NHS Greater Glasgow & Clyde:	No implications

OFFICIAL

Direction Required to Council, Health Board or Both	
Direction to:	
1. No Direction Required	<input checked="" type="checkbox"/>
2. Glasgow City Council	<input 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. This report updates the Integration Joint Board (IJB) on the development of Glasgow City Health and Social Care Partnership’s 10-year Temporary Accommodation Strategy and requests approval of the strategy.

2. Temporary Accommodation Strategy

- 2.1. To address the continued challenges facing Homelessness Services at this time, the HSCP have worked with a range of stakeholders, including leading housing consultants Arneil Johnston, to develop a 10-year Temporary Accommodation Strategy. The Strategy sets out how City partners will work in collaboration over the next 10-years to deliver a temporary accommodation model to transform homelessness services in Glasgow.
- 2.2. Successful delivery of the Temporary Accommodation Strategy will reshape the current model of temporary accommodation by ensuring a sufficient supply of dispersed accommodation across the City, ending the routine use of bed and breakfast type accommodation and reshaping interim accommodation to provide small, psychologically informed environments tailored to the needs of those who use our services.
- 2.3. The Strategy also highlights the central role that homelessness prevention will play over the lifetime of the plan. This will involve Homelessness Services further strengthening the successful partnerships developed with housing associations to support access to settled accommodation to maximise timely access to settled housing.
- 2.4. The Temporary Accommodation Strategy is underpinned by the HSCP’s Rapid Rehousing Transition Plan which delivered considerable successes, including record numbers of permanent lets to homeless households during a period where the HSCP faced considerable pressures including Covid-19, the war in Ukraine and the cost-of-living crisis.

3. Engagement and Consultation

- 3.1 The HSCP has undertaken a period of engagement and consultation to ensure that the Strategy is shaped by key stakeholders whose contribution will be critical to its effective delivery.

OFFICIAL

- 3.2 On 22 October 2025, a draft of the Temporary Accommodation Strategy was considered by Chief Executives from the City's housing associations at a strategic engagement session jointly led by the Council's Chief Executive and the HSCP's Chief Officer. The event was also attended by representatives from the Scottish Government's Homelessness Directorate and Housing Emergency team. This engagement was critical in securing senior-level system leadership and shared commitment across the housing sector, recognising that delivery of the Strategy relies on strong partnership working, collective ownership of the city's housing emergency response, and alignment between local and national priorities.
- 3.3 The HSCP, supported by Homeless Network Scotland, has commenced phase two of the *All in for Glasgow* Programme, which will enable third sector providers and people with lived experience of homelessness to directly support the redesign of homelessness supported accommodation services. The draft Temporary Accommodation Strategy was shared with lived experience groups and third sector partners on 4 February 2026 to inform this work. This engagement is critical to ensuring that service redesign is grounded in lived experience, reflects the realities of current provision, and supports the development of trauma-informed, person-centred models that are both effective and sustainable.
- 3.4 Homelessness Services staff worked with the Glasgow Homelessness Involvement & Feedback Team (a group with lived experience of homelessness) to co-design an online consultation. The consultation was made publicly available using the SmartSurvey platform from 3 March 2026 – 31 March 2026 and was publicised in various ways, including direct emails sent to key stakeholders as well as the survey being highlighted on social media platforms.
- 3.5 The consultation focused on the likelihood of accomplishing key objectives from the Temporary Accommodation Strategy. 35 responses were received from individuals who accessed the consultation online. A further 2 responses were received from stakeholders who replied in alternative formats and the Initial analysis of consultation feedback was completed on 2 April 2026 (Appendix 1).
- 3.6 Approximately 70% of respondents considered the objectives set out in the Strategy to be achievable, although responses varied by individual objective. Alongside this, respondents provided several robust and constructive comments highlighting the challenges associated with delivering such an ambitious programme of change.
- 3.7 The Strategy is evidence-based underpinned by contemporary data on demand for homelessness services and existing supply of settled accommodation. Therefore, the Strategy has not been amended directly at this stage in response to the consultation feedback, however the issues and risks identified will be used to inform the detailed design and delivery of the Strategy's workstreams which will be critical to shaping effective implementation.

OFFICIAL

OFFICIAL

- 3.8 The final version of the Temporary Accommodation Strategy has been included as Appendix 2 for review and approval (both an executive summary and the full document). The EQIA completed for the Strategy is available on the HSCP [website](#).

4. Next Steps and Reporting Arrangements

- 4.1 Upon approval of the Strategy, the HSCP will commence the development of aligned workstreams to deliver its aims and objectives. These workstreams will clearly set out the actions, milestones and responsibilities required to progress implementation. This activity will be overseen by a newly established Temporary Accommodation Strategy Board, chaired by the Assistant Chief Officer for Operations and Governance.
- 4.2 It is proposed that quarterly progress updates are provided to the Depute Chief Officer, Operations & Governance/Chief Social Work Officer and Chief Officer, Glasgow City HSCP, with an annual report on progress and outcomes submitted to the IJB.
- 4.3 A risk register will be developed to support delivery of the Strategy, incorporating risks identified through the consultation process. This register will be subject to regular review and oversight by the Temporary Accommodation Strategy Board and will be reported in line with the governance arrangements set out in section 4.2.

5. Recommendations

- 5.1. The Integration Joint Board is asked to:
- a) Note the contents of this report;
 - b) Approve the HSCP's 10-year Temporary Accommodation Strategy; and
 - c) Agree to the timescales in section 4 for future progress reports to the IJB.

Temporary Accommodation Strategy Consultation – Summary of Responses

The consultation showed a clear balance of respondents who were in favour of the questions put in the consultation (an average of approximately 70% to 30% against). There was, however, a relatively limited sample size, although respondents were generous with their time and their detailed feedback. This section looks at feedback themes; the sentiment of the many free text contributions made by respondents and reflects the fact that the responses we received were more nuanced than the headline figures might indicate.

Number	Question	For	Against	Themes and sentiment
1	Do you think that a reduction of 20% in the number of people becoming homeless in the first place is a realistic aim for the strategy? If not, what reduction do you think would be achievable?	21/35 (60%)	14/35 (40%)	<p>Optimistic themes were that this target was welcome and could be met if prevention activity was properly resourced and multi-agency working was embedded.</p> <p>Concerns were that this target might be difficult to achieve if the TAS was informed by insufficient detail or modelling and that structural barriers such as the cost-of-living crisis, asylum decisions and a lack of social housing stock would also be obstacles to achieving the target. As regards detail and modelling, this point will be addressed in the “Lessons learned” section of this report.</p> <p>Although the percentage opinion was that the target could be achieved, sentiment was mixed and several respondents were sceptical. Although we welcome every contribution, there was a clear divide across several of the questions where the percentage opinion was in favour of the question posed but the free text responses offered well thought out positions that challenged this. Because of the limited sample size, we cannot draw any clear view of why this disconnect persists throughout the consultation responses. We will review all free text responses carefully.</p>

OFFICIAL

Number	Question	For	Against	Themes and sentiment
2	Do you agree that this reduction is a realistic aim? [Time spent in temporary accommodation]	22/35 (63%)	13/35 (37%)	<p>Optimistic themes were that this target was welcome and could be met in principle the housing supply increased, Registered Social Landlords (RSLs) committed to more lets for homeless households and if the prevention activity referred to under Q1 leads to a reduced inflow of new homeless households.</p> <p>Concerns were that there is insufficient stock, particularly of large family homes, and that RSLs might find it challenging to offer a higher percentage of their stock to homeless households. Particularly relevant in relation to the availability of large family homes was a concern that some homeless households stay in temporary accommodation for a far longer period, and that reporting on average statistics potentially masked cases of this nature.</p> <p>As with Q1, the percentage opinion was that the targeted reduction could be achieved, whereas the sentiment of free text responses showed more concern for how this might be achieved than optimism.</p>
3	Do you think that ending the regular use of B&B/hotel accommodation is a realistic aim of the strategy? If not, why not?	27/35 (77%)	8/35 (23%)	<p>Optimistic themes were that this goal was highly welcomed, and that if achieved, it would align with human rights, longer-term prevention goals and considerable cost savings for the council.</p> <p>Concerns were very clearly and forcefully stated. These included the current gap in the availability of temporary accommodation, as well as a lack of insight into what alternatives were being proposed, and a fear that the removal of B&B and hotel accommodation might increase gatekeeping. As regards detail around alternatives, this point will also be touched on in the “Lessons learned” section of this report, similarly to Q1.</p>

OFFICIAL

OFFICIAL

Number	Question	For	Against	Themes and sentiment
				<p>The percentage opinion was strongly for ending the regular use of B&B/hotel accommodation as a realistic aim of the TAS. The sentiment of free text responses, however, was deeply concerned that this goal might be unrealistic. While we are cautious of reading too much into this discrepancy, it is possible that the percentage opinion could be treated as a proxy for public enthusiasm for ending the routine use of B&B/hotel accommodation, as opposed to how likely the aim is to be achieved. There are several comments across the responses which would support this reading of the discrepancy.</p>
4	Do you think that this is a realistic aim? [Creation of 1,300 Housing First tenancies]	22/28 (79%)	6/28 (21%)	<p>Optimistic themes were that respondents are highly supportive of Housing First values, recognition of success to date, and that there is a belief that further progress may be possible with coordinated partnerships.</p> <p>Concerns were that an increase of the size suggested was unrealistic based on historical delivery rates unless there was a significant injection of resources, as well as even closer partnership working with RSLs. Some respondents also feared suitable candidates for Housing First being screened out because of a lack of support capacity across the system.</p> <p>As with Q3, the percentage opinion was strongly for the creation of 1,300 Housing First tenancies over the lifetime of the TAS. Several respondents felt the target was too high. As such, it is possible the percentage opinion is serving as a proxy for enthusiasm, not the relative likelihood of success.</p>

OFFICIAL

OFFICIAL

Number	Question	For	Against	Themes and sentiment
5	Do you support the decision to move from a 5-year plan to a 10-year plan? If not, what do you think would be a reasonable and realistic period to deliver the strategy?	20/29 (69%)	9/29 (31%)	<p>Optimistic themes were that respondents felt that a 10-year timeline was more likely to align with housing supply timelines, asylum system pressures, and the complexity of structural change.</p> <p>Concerns were that a longer timeline could reduce the urgency of resolving current issues, and that political accountability might be left lacking consequently. Some respondents also felt that interim harm reduction measures were missing from the information provided.</p> <p>The percentage opinion was broadly for the proposed move to a 10-year strategy, and the sentiment of free text responses was generally cautiously supportive.</p>
6	Do you think that these targets are reasonable and realistic requests of the housing associations in the city? If not, do you think the target should be higher or lower?	14/26 (54%)	12/26 (46%)	<p>Optimistic themes included the fact that respondents recognised that RSLs have a social purpose, that increasing lets is necessary to respond to the housing emergency facing the city, and that they were likely to rise to this challenge. There was considerable support for the proposed targets among those with lived experience of homelessness, as might be expected.</p> <p>Concerns were that smaller RSLs with low turnover might find it harder to meet the proposed targets, that the proposed targets might present challenges in terms of community balance and RSL waiting lists, and that RSLs did not feel that there had been sufficient consultation with RSLs as to the feasibility of the targets.</p> <p>Both percentage opinion and the sentiment of free text responses were roughly balanced, with nuanced opinions and strong arguments on both “sides” of the question.</p>

OFFICIAL

OFFICIAL

Number	Question	For	Against	Themes and sentiment
7	Do you think this is a realistic aim? If not, what reduction do you think we can realistically achieve, and why? [Addressing the housing backlog]	21/28 (75%)	7/28 (25%)	<p>Positive themes were that there is strong support across respondents to achieve the targeted reduction and recognition that it might be achievable if prevention and allocation targets can be meaningfully increased.</p> <p>Concerns mainly related to the number of homes being built both locally and nationally, as well as the real impact of external factors such as socioeconomic pressures and the asylum system.</p> <p>Percentage opinion was largely for the targeted reduction being realistic. The sentiment of free text responses also suggested that this target could be achieved, but only if there was significant investment in housing across the city.</p>



Glasgow City Health & Social Care Partnership

Temporary Accommodation Strategy (Executive Summary)

2025-2035

OFFICIAL

Glasgow City Health & Social Care Partnership
Temporary Accommodation Strategy 2025-35



1. Transforming Temporary Accommodation in Glasgow

This is Glasgow's new Temporary Accommodation Strategy. Transforming the way we use temporary accommodation is at the heart of our vision for homelessness services in Glasgow:

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

1.1 Profile of Temporary Accommodation in Glasgow

Glasgow's Temporary Accommodation Strategy is set against the context of extreme housing pressure following the declaration of a housing emergency by Glasgow City Council in November 2023. In 2024/25, 8,445 households made an application under the homelessness legislation in Glasgow, a 9% increase on the previous year and 25% increase in the last 3 years. This level of increasing demand in Glasgow is in contrast to the national picture. Whilst changes in the Glasgow housing system are a catalyst in the notable increase in applications; demand arising from refugee households as a result of accelerated decision making in the UK Government's asylum process is also a major factor.

It takes on average 41 weeks to resolve homelessness in Glasgow (from application to case closure) in comparison to 40 weeks in Scotland. On 31st March 2025, 4,127 homeless households were living in temporary accommodation across the City, up 11% on the previous year. This reflects a sustained and significant increase in households in temporary accommodation over the last 3 years in Glasgow, leading to increasing placements in Bed & Breakfast accommodation.

As of April 2025, Glasgow holds a temporary accommodation portfolio of 3,026 units, with 73% of units as dispersed accommodation, 12% of units as emergency accommodation, and a further 15% as interim supported accommodation. Despite this, up to 1,900 households are accommodated in Bed & Breakfast accommodation across the City, as result of the major pressure currently placed on temporary accommodation resources.

1.2 Transforming Temporary Accommodation: Design Principles

Our thinking and ideas in testing options to reshape temporary accommodation have been informed by the following design principles and transition assumptions to transform homelessness services in Glasgow over the next 10 years:

- Temporary accommodation provision should focus on ordinary homes in ordinary communities with dispersed accommodation on offer for those with no-low support needs
- The use of community based shared accommodation models should be explored offering more affordable options which also provide social support
- To avoid the use of B&B, rapid access accommodation will be provided to all households experiencing housing crisis on a no wrong door principle
- Interim supported accommodation should be delivered as an essential option for those with moderate-complex needs in smaller scale psychologically informed environments

OFFICIAL

OFFICIAL

Glasgow City Health & Social Care Partnership

Temporary Accommodation Strategy 2025-35



- For service users with the most severe and complex support needs, two options should be available in the future model: Housing First and a Housing with Intensive Support model

Detailed analysis of the housing support needs of homeless households reveals that the vast majority (80%) have low or no support requirements and would benefit from faster access to settled housing. A further 16% have moderate-high housing support needs and would benefit from interim supported accommodation and 4% have complex needs and would benefit from Housing First (2%) or Housing with Intensive Support (2%).

1.3 Transitioning to a new Model of Temporary Accommodation

A temporary accommodation model has been developed to test the scale and pace of change that can be achieved within the homelessness service model in Glasgow. The model provides a blueprint for commissioning, service redesign and partnership, setting out the targets and timescales we need to end the routine use of Bed & Breakfast accommodation, reduce reliance on temporary accommodation and redirect resources toward prevention and support services. Key assumptions used in the temporary accommodation model include:

- The backlog of households waiting for settled housing (5,220) will reduce by 50% in 10 years
- Early and proactive prevention activity will reduce homelessness by 20%
- The length of time spent in temporary accommodation will reduce over the next 10 years from 8 weeks to 4 weeks in rapid access housing and from 41 weeks to 28 weeks in dispersed housing
- The length of time spent in interim accommodation will require at least 26 weeks so that support plan delivery can enable a successful transition to settled housing
- Households with complex needs will access Housing First or Housing with Intensive Support as quickly as possible with minimal time spent in temporary accommodation.

Annual demand for temporary tenancies is translated into the total number of accommodation units required by applying a turnover rate (i.e. the number of times a temporary tenancy will become vacant) based on new target lengths of stay. In Year 1 of the projections, there is a significant shortfall of 1,276 temporary accommodation units across pathways 1-4, including 233 rapid access housing units, 1,000 units of dispersed accommodation and 43 interim supported housing units.

Whilst the outcomes of the temporary accommodation model show a significant shortfall in Year 1 (-1,276 units); over the next decade, as a result of reducing demand through prevention and a shorter length of stay, this shortfall transitions into a surplus of 138 units by Year 8.

1.4 Improving Access to Settled Housing

As well as defining the need for accommodation in each pathway, the temporary accommodation model calculates the number of settled tenancies which require to be allocated to homeless households each year to enable the target length of stay to be achieved.

Over the course of the 10-year projection period, on average across Glasgow, 61% of all available social tenancies will require to be allocated to homeless households to enable faster access to settled accommodation. Allocating this proportion of settled tenancies, will enable us to reduce the backlog of households in temporary accommodation by 50% and

OFFICIAL

Glasgow City Health & Social Care Partnership

Temporary Accommodation Strategy 2025-35

drive transformation in the targeted use and reduction of temporary accommodation over the next 10 years. The following five Temporary Accommodation Strategy objectives set out how this model will be brought to life by working in partnership, redirecting operational resources and achieving service redesign:



1. To secure a sufficient supply of dispersed accommodation in Glasgow based around person centred support pathways
2. To reduce the need for temporary accommodation by preventing homelessness and creating settled housing solutions for those with support needs
3. To deepen our successful partnerships with social landlords to enable access to settled housing as quickly as possible
4. To end the routine use of B&B accommodation in the City by transforming emergency accommodation into rapid access support services
5. To reshape interim accommodation to provide smaller, psychologically informed environments tailored to support needs

OFFICIAL

OFFICIAL

Glasgow City Health & Social Care Partnership
Temporary Accommodation Strategy 2025-35



Glasgow City Health & Social Care Partnership
Temporary Accommodation Strategy (Full Strategy)
2025-2035


OFFICIAL



Glasgow City Health & Social Care Partnership
Temporary Accommodation Strategy 2025-35

1. Transforming Temporary Accommodation in Glasgow

This is Glasgow’s new Temporary Accommodation Strategy. Transforming the way we use temporary accommodation is at the heart of our vision for homelessness services in Glasgow:



Glasgow’s vision for transforming Homelessness Services
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

This strategy sets out how City partners will work together over the next 10-years to deliver a temporary accommodation model that is the catalyst for transforming homelessness services in Glasgow.

It aims to completely reshape the current model so that homeless households spend the shortest time possible in temporary accommodation. It will also ensure that the balance of temporary accommodation options will be better aligned to the support needs of homeless households, and enable a shift in public sector resources so that our services 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 can shift our focus from providing accommodation based services to community based services that focus on people and their needs.

To deliver this vision for temporary accommodation, our objectives will be:

- 6. To secure a sufficient supply of dispersed accommodation in Glasgow based around person centred support pathways
- 7. To reduce the need for temporary accommodation by preventing homelessness and creating settled housing solutions for those with support needs
- 8. To deepen our successful partnerships with social landlords to enable access to settled housing as quickly as possible
- 9. To end the routine use of B&B accommodation in the City by transforming emergency accommodation into rapid access support services
- 10. To reshape interim accommodation to provide smaller, psychologically informed environments tailored to support needs

To achieve these objectives, over the next 10 years, City partners will:

- 1. Deliver a reduction in homeless applications by 20% through a City wide prevention model
- 2. Reduce time in temporary accommodation from 41 weeks to 28 weeks
- 3. End the routine use of bed and breakfast accommodation for homeless people by creating ‘no wrong door’ access points, person centred support assessment and rapid access to suitable temporary accommodation
- 4. Develop over 1,300 Housing First tenancies for the City’s most complex and disadvantaged service users
- 5. Redesign interim supported accommodation services to deliver smaller scale, trauma informed projects with on-site support
- 6. Reduce temporary accommodation by up to 500 units by Year 10

Glasgow City Health & Social Care Partnership
Temporary Accommodation Strategy 2025-35

Achieving the new Temporary Accommodation model in Glasgow will result in:

- Transformation in the experiences and outcomes achieved by homeless people in Glasgow by delivering person centred support
- A significant reduction in the need to use temporary accommodation and movement away from unsuitable accommodation
- An end to the routine use of B&B accommodation in Glasgow
- System change in the temporary accommodation commissioning model towards community based support services

The purpose of this strategy is to detail how the transition to a new model of temporary accommodation in Glasgow will take place. It builds on a strong foundation of analysis, service planning and stakeholder engagement. The document sets out:

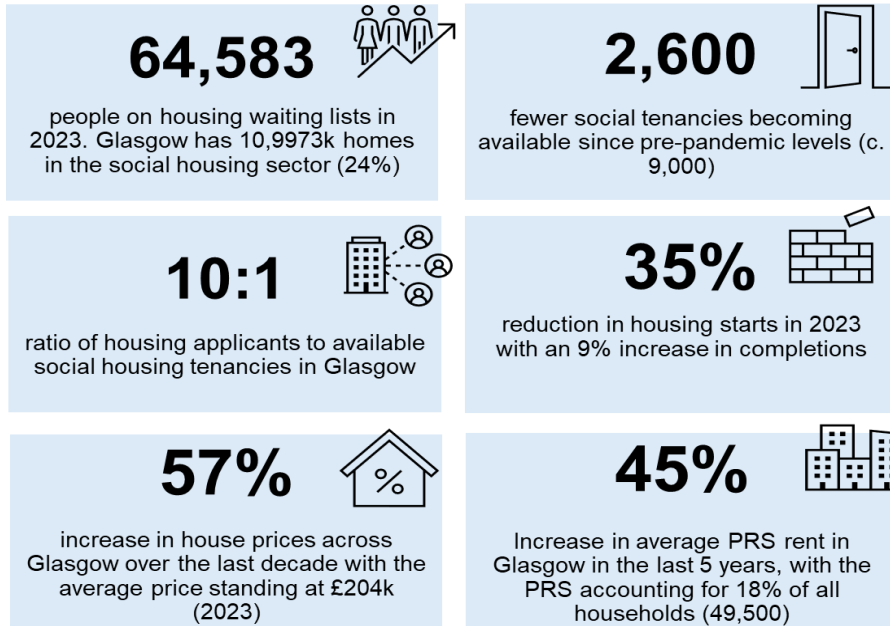
- the context for transforming temporary accommodation in Glasgow
- design principles detailing how the transformation of temporary accommodation will take place
- analysis of the need for temporary accommodation and how support pathways can be tailored to deliver positive outcomes
- the outcomes of a modelling exercise to design and test the impact of transitioning to a new temporary accommodation model
- analysis of the number of settled tenancies that need to be allocated to homeless households as a catalyst for change
- delivery recommendations to guide partnership, commissioning and future investment.



2 The Profile of Homelessness in Glasgow

Glasgow’s Temporary Accommodation Strategy is set against a context of extreme housing pressure in Glasgow. In November 2023, Glasgow City Council declared a housing emergency as a result of changes in the housing system since the Covid-19 pandemic and also unprecedented demand for homeless services as a result of the UK Government’s streamlined asylum process.

Housing options in the City are increasing difficult to access given exceptional levels of housing demand, growing housing affordability pressures and reducing supply as highlighted by the following statistics:



Demand for Temporary Accommodation

Demand for temporary accommodation in Glasgow is driven by a number of factors but primarily by the number of homelessness applications made by households experiencing housing crisis.

In 2024/25, 8,445 households made an application under the homelessness legislation in Glasgow, a 9% increase on the previous year (7,752 applications in 2023/24). This annual increase is indicative of a longer term increasing demand trend in Glasgow in contrast to the national picture. Whilst changes in the Glasgow housing system will undoubtedly be a factor in the notable increase in applications over the last 3 years (25%); demand arising from

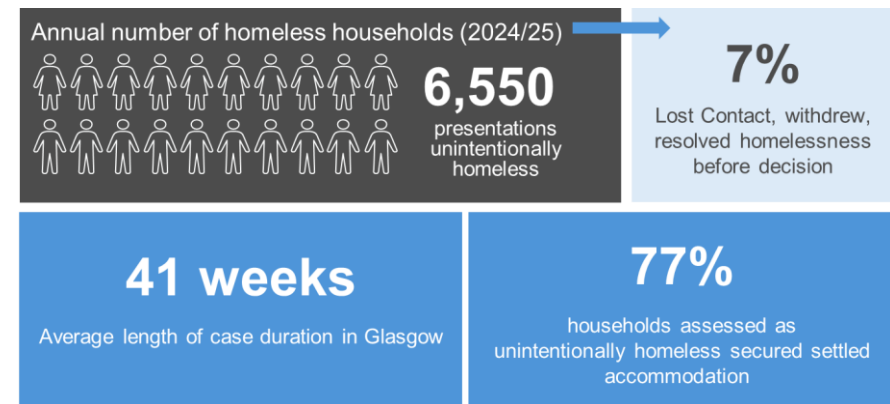
refugee households as a result of accelerated decision making in the UK Government’s asylum process is also a key factor.

Glasgow	6,742	7,752	8,445	25%
Scotland	39,302	41,054	40,688	4%

Table 1: Homeless applications in Glasgow and Scotland (2022/23-2024/25)

Of those households who presented as homeless in 2024/25, 6,550 (76%) were assessed as unintentionally homeless and eligible for assistance, including if required, temporary accommodation. This is a lower rate than the Scottish trend, where 81% of all applications were assessed as unintentionally homeless.

Of this number, 7% of households lost contact, withdrew their application or resolved their homelessness before an assessment decision. This compares well to the national picture at 8%.





Glasgow City Health & Social Care Partnership

Temporary Accommodation Strategy 2025-35

It takes on average 41 weeks to resolve homelessness in Glasgow (from application to case closure) in comparison to 40 weeks in Scotland. On 31st March 2025, 4,127 homeless households were living in temporary accommodation across the City, up 11% on the previous year (3,727 in 2023/24). There has been a sustained and significant increase in households in temporary accommodation over the last 3 years in Glasgow

Glasgow	3,207	3,727	4,127	29%
Scotland	15,039	16,330	17,240	15%

Table 2: Temporary accommodation placements (2022/23-2024/25)

As of April 2025, Glasgow holds a temporary accommodation portfolio of 3,026 units, with 73% of units as dispersed accommodation, 12% of units as emergency accommodation, with a further 15% as interim accommodation.



Glasgow City Health & Social Care Partnership
 Temporary Accommodation Strategy 2025-35

3 Transforming Temporary Accommodation: Design Principles

Our thinking and ideas in testing options to reshape temporary accommodation have been informed by Glasgow’s vision for transforming homelessness services. This vision builds upon the City’s rapid rehousing principles, namely:

- a settled, mainstream housing outcome is achieved for every homeless household as quickly as possible
- time spent in any form of temporary accommodation is reduced to a minimum, with the fewer transitions the better
- when temporary accommodation is needed, the optimum type is mainstream, furnished and within a community
- Housing First is the first response for people with complex needs and facing multiple disadvantage.

Aligned to this, our current thinking responds to wider public policy framework on temporary accommodation including:

- Code of Guidance on Homelessness (2019) including advisory standards for temporary accommodation
- Guidance on the Homeless Persons (Unsuitable Accommodation) Amendment Order (January 2021)
- Temporary Accommodation Task and Finish Group: final report and recommendations (March 2023).


In particular, the themes and recommendations arising from the Homelessness and Rough Sleeping Action Group (July 2020) 2020 and Homelessness Prevention Group (2023) have influenced our approach and underpin design principles that have guided us in scoping and testing a new temporary accommodation model.


The following best practice elements have influenced our design principles and ambitions for temporary accommodation as follows:

- An evidence based approach, informed by clear intelligence of housing support needs is essential in designing a model that will offer good outcomes to Glasgow’s homeless population
- A focus on person-centred housing support need assessment aligned to temporary accommodation pathways is crucial
- A no wrong door approach to emergency accommodation should be the catalyst for ending the routine use of B&B in Glasgow
- Options for at risk groups should be incorporated into the model with dedicated resources focused on prevention, harm reduction and support
- Dispersed accommodation in the community should be the cornerstone of temporary accommodation provision with access to advice, support and community connections
- Supported housing options need to be carefully designed and targeted to those most in need, offering accommodation based support in psychologically informed environments
- The use of large scale congregate accommodation models should be minimised.


Based on this, the following design principles have been informed the development of new temporary accommodation pathways and transition assumptions that will transform temporary accommodation in Glasgow over the next 10 years:




 Temporary accommodation provision should focus on ordinary homes in ordinary communities with dispersed accommodation on offer for those with no-low support needs

 The use of community based shared accommodation models should be explored offering more affordable options which also provide social support

To avoid the use of B&B, rapid access accommodation will be provided to all households experiencing housing crisis on a no wrong door principle. Rapid move on following a person-centred housing support assessment will enable a planned transition to suitable temporary accommodation

 Interim supported accommodation should continue to be delivered as an essential option for those with moderate-complex needs in smaller scale psychologically informed environments

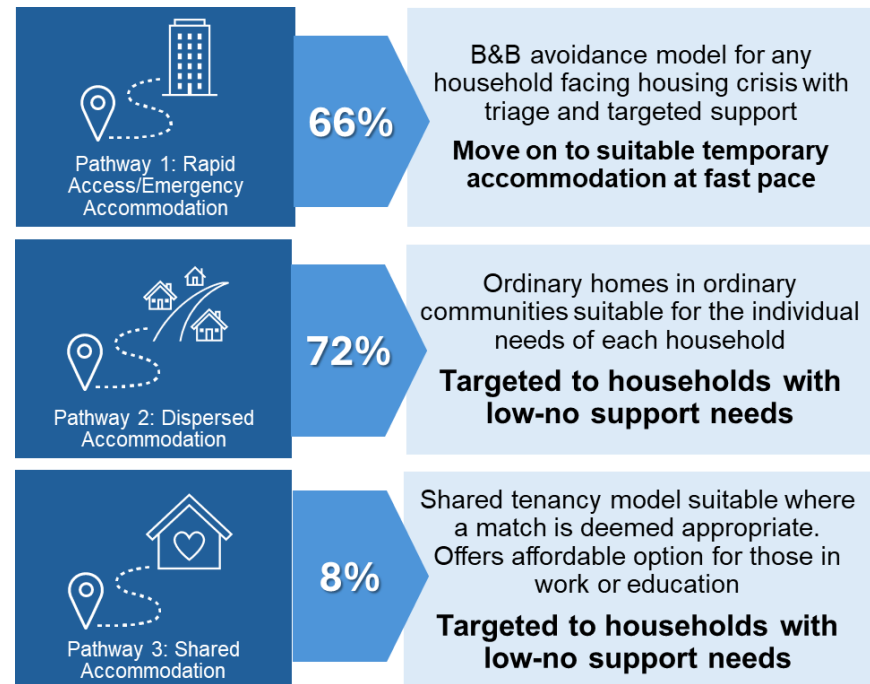
 For service users with the most severe and complex support needs, two options should be a target of the future model: Housing First and permanent residential supported housing

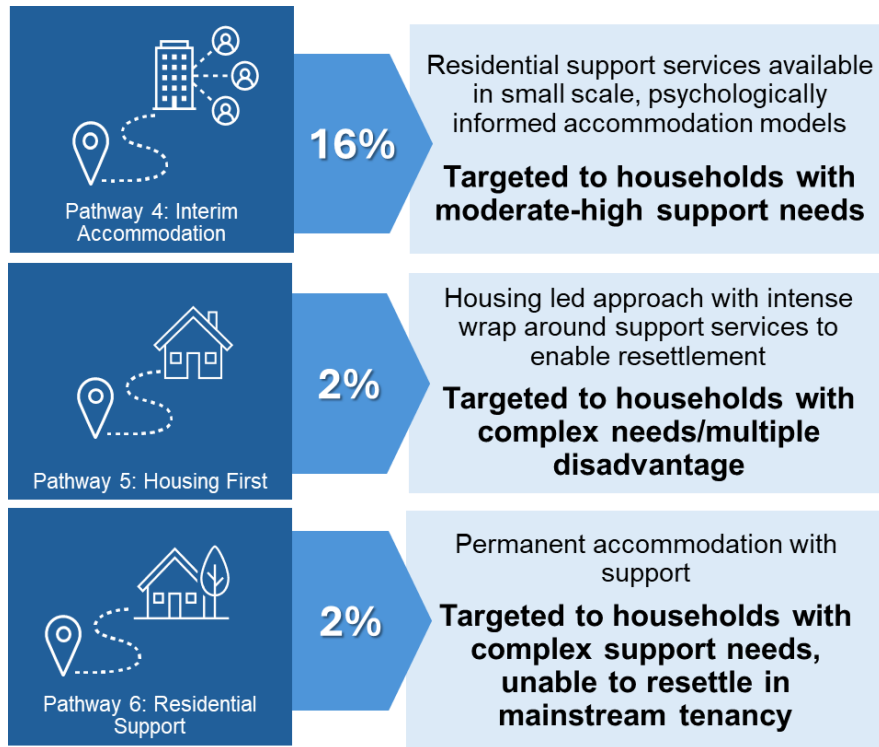
4. Transitioning to a new Temporary Accommodation System

Transforming temporary accommodation in Glasgow will take time, evidence and partnership. To test the impact of reshaping temporary accommodation in Glasgow, we commissioned Arneil Johnston to

develop a bespoke modelling tool that allows us to understand the scale and pace of change that can be achieved.

The model assesses the need for new temporary accommodation pathways which provide tailored support services based on the needs of the individual and faster access to settled housing. Six temporary accommodation pathways have been designed to meet the needs of homeless households according to their support needs as follows:





Detailed analysis of the housing support needs of homeless households reveals that the vast majority (80%) have low or no support requirements and would benefit from faster access to settled housing. Where required, dispersed tenancies in a community setting would be the best option for this client group (Pathways 2 and 3).

Of the remaining 20%, 16% have moderate-high housing support needs and would benefit from interim accommodation where a person-centred support plan can enable a successful transition into settled housing (Pathway 4). A further 4% of homeless households

have complex needs and would benefit from Housing First (2%) or Residential Housing Support (2%) (Pathways 5 and 6).

It is also assumed, based on analysis of service engagement, that two thirds of households will require some form of accommodation at the first point of contact. The provision of rapid access accommodation (Pathway 1) will be developed over the next decade to avoid the use of B&B when housing crisis occurs. Following a support needs assessment, rapid access accommodation will enable service users transition to suitable temporary accommodation, where this is needed, within a 4-week maximum period.

The model provides a blueprint for commissioning, service redesign and partnership, setting out the targets and timescales we need to follow to end the routine use of Bed & Breakfast accommodation, reduce reliance on temporary accommodation and redirect resources toward prevention and support services. It provides clear baseline evidence to build delivery plans across partnerships and offers a basis for making future decisions on where we improve, invest and transform provision. Key assumptions used in the temporary accommodation model include:

- The current backlog of households waiting for settled housing (5,220) will reduce by 50% over the next 10 years
- Early and proactive homeless prevention activity will decrease the number of homeless applicants by 20%
- At least 70% of homeless households will accept temporary accommodation, with 30% of households choosing to make their own arrangements until settled housing is offered
- The length of time spent in temporary accommodation will reduce over the next 10 years including a reduction:

Glasgow City Health & Social Care Partnership
 Temporary Accommodation Strategy 2025-35

- from 8 weeks to 4 weeks in rapid access housing
- from 41 weeks to 28 weeks in dispersed housing
- the length of time spent in interim accommodation will require at least 26 weeks so that support plan delivery can enable a successful transition to settled housing
- Households with complex needs will access Housing First or residential housing support as quickly as possible with minimal time spent in temporary accommodation.

Annual demand for temporary tenancies is translated into the total number of accommodation units required, by applying a turnover rate (i.e. the number of times a temporary tenancy will become vacant) based on a target length of stay.

The number of temporary accommodation units per pathway is then matched to the number of temporary accommodation units available, to determine if there are shortfalls or surpluses in supply. Projecting the need for temporary accommodation in Glasgow over the next 10 years provides the following outcomes:

TA Shortfall/Surplus Years 1-5	1	2	3	4	5
Rapid Access Accommodation	- 233	- 216	- 140	- 54	22
Dispersed Accommodation	- 1,000	- 915	- 826	- 669	- 562
Interim Accommodation	- 43	- 32	- 31	- 20	- 15
Shortfall/Surplus	- 1,276	- 1,163	- 997	- 743	- 554

TA Shortfall/Surplus Years 6-10	6	7	8	9	10
Rapid Access Accommodation	102	103	111	117	117
Dispersed Accommodation	- 341	- 189	19	200	334
Interim Accommodation	- 4	- 3	8	16	16
Shortfall/Surplus	- 243	- 89	138	333	467

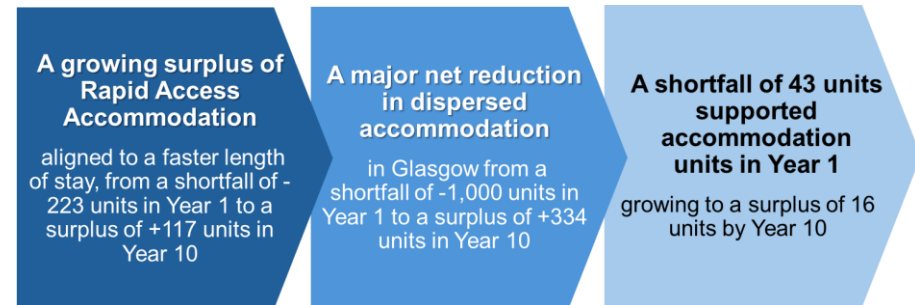
In Year 1 of the projections, there is a significant shortfall of 1,273 temporary accommodation units across pathways 1-4, including:

- a shortfall of 233 rapid access housing units

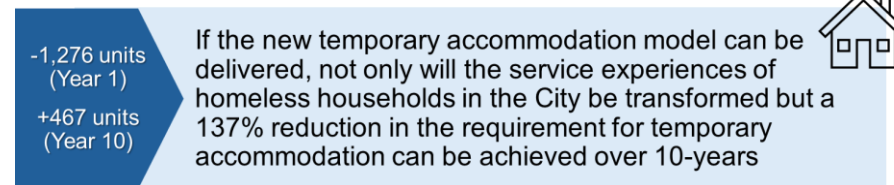


- a shortfall of 1,000 units of dispersed accommodation
- a shortfall of 43 interim supported housing units.

Whilst the outcomes of the temporary accommodation model show a significant shortfall in Year 1 (-1,276 units); over the next decade, as a result of reducing demand through prevention and a shorter length of stay, this shortfall transitions into a surplus of 138 units by Year 8. The transition reflects:



Furthermore, whilst addressing the major shortfall in dispersed accommodation will require targeted partnership with social and private landlords in the short term, movement in the length of stay from 41-28 weeks, gives potential to flip up to 467 dispersed tenancies to settled homes by Year 10.





This reduction in temporary accommodation provides the catalyst for redirecting public resources in the City towards proactive prevention activity and the delivery of community based support services that promote housing sustainment. Partnership working is an essential aspect of realising the transformative impact of this model. Our work with the RSLs and commissioned support providers in reshaping temporary accommodation will be the cornerstone of transforming homelessness services in Glasgow.

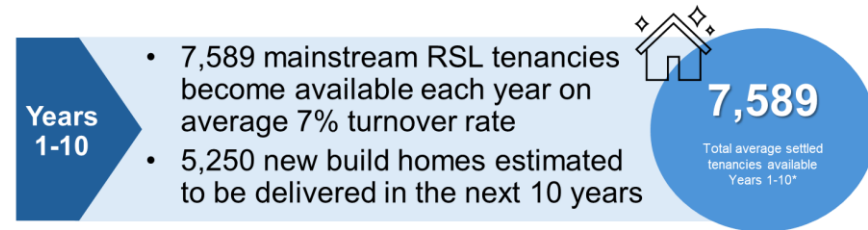
5. Improving Access to Settled Housing

Close partnership working with the Glasgow’s Housing Associations is key to the delivery of the Temporary Accommodation Strategy. The increasing commitment of the City’s social landlords to tackling homelessness has been substantial over the last 5 years through their significant support to the HSCP to resettle homeless households. During 2023/24 the HSCP secured 3,615 tenancies for the resettlement of homeless households. This increase was sustained during 2024/25, with a final outturn figure of 3,960 tenancies.

As well as defining the need for accommodation in each pathway, the temporary accommodation model calculates the number of settled tenancies which require to be allocated to homeless households each year to enable the target length of stay to be achieved. This number is then calculated as a proportion of all social tenancies available each year by projecting the total number of tenancies which become available through housing turnover, plus the number of programmed new build housing units.

On average, 7,064 social tenancies become available from the City’s social housing stock each year. Furthermore, it is estimated that 5,250 new homes will be delivered by Housing Associations via Glasgow’s Strategic Housing Investment Plan over the next decade,

averaging around 525 units per annum. Taking into account the turnover created by new housing supply, this creates an overall turnover of 75,888 social tenancies over the 10-year projection period, on average 7,589 tenancies per year.



Based on our design principles for temporary accommodation, the model projects the percentage of settled tenancies that should be allocated to homeless households each year as follows:

	Settled Housing Lets Required	Total Supply of Settled Tenancies	% RSL Lets to Homeless Households
Year 1	5,023	7,446	67%
Year 2	4,890	7,479	65%
Year 3	4,893	7,511	65%
Year 4	4,760	7,543	63%
Year 5	4,718	7,575	62%
Year 6	4,584	7,606	60%
Year 7	4,588	7,637	60%
Year 8	4,454	7,667	58%
Year 9	4,366	7,697	57%
Year 10	4,366	7,726	57%



Average	4,664	7,589	61%
----------------	--------------	--------------	------------

Over the course of the 10-year projection period, on average across Glasgow, 61% of all available social tenancies will require to be allocated to homeless households to enable faster access to settled accommodation.

Allocating this proportion of settled tenancies, will enable us to reduce the backlog of households in temporary accommodation by 50% and to drive transformation in the targeted use and reduction of temporary accommodation over the next 10 years.

Continued partnership with Housing Associations across the City is crucial in ensuring that, on average, 61% of all social tenancies are allocated to homeless households. This approach also results in a long term 10% reduction in the proportion of tenancies Housing Associations must allocate to homeless households from 67% in Year 1 to 57% in Year 10.

6. Partnership & Action

We have designed a new temporary accommodation model as the catalyst for transforming homelessness services in Glasgow. The outcome of this temporary accommodation strategy is a blueprint for a customer focused and effective service model which determines the long-term role temporary accommodation should play in responding to homelessness and in supporting the transition of homeless households to settled housing. This model not only offers the basis to transform homelessness service delivery across the City, but a clear framework to guide partnership working, commissioning and service redesign over the next 10 years.

The benefits of this new temporary accommodation model are significant, as follows:

- temporary accommodation pathways are delivered and tailored to the support needs of key client groups, transforming service experiences for homeless households across the City
- a reduction in temporary accommodation of over 137% is achieved, enabling a shift in public sector resources towards community based prevention and support
- a reduction in the length of stay in temporary accommodation improves resource utilisation and reduces the damaging impact of long-term stays on homeless households
- a new Rapid Access pathway ends the routine use of Bed & Breakfast accommodation in Glasgow
- options for homeless households with complex needs including Housing First and permanent residential supported housing will be targeted, freeing up temporary accommodation resources for those who need it at the point of crisis.

The following five Temporary Accommodation Strategy objectives set out how this model can be brought to life by working in partnership, redirecting operational resources and achieving service redesign.



To secure a sufficient supply of dispersed accommodation in Glasgow

- Work in partnership with RSLs to increase the supply of dispersed accommodation
- Extend private sector leasing arrangements to increase the supply of dispersed accommodation
- Increase the turnover of temporary accommodation by reshaping Local Lettings Communities



To reduce the need for temporary accommodation by preventing homelessness and settled housing solutions with support

- Further develop a City-wide homelessness prevention model
- Launch the shared tenancy pathway
- Invest in the Housing First model to achieve 130 tenancies per annum
- Develop a Residential Support accommodation pathway



To deepen our successful partnerships with social landlords to enable access to settled housing as quickly as possible

- Work with RSLs to allocate 61% of settled lets to homeless households across the City
- Extend collaboration between RSLs and social care workers to support successful transitions to settled housing
- Develop a strategy and process with RSLs for converting temporary tenancies to settled tenancies



To end the routine use of B&B accommodation by transforming emergency accommodation into rapid access support

- Redesign the current service model to offer a 'no wrong door' pathway
- Implement triage and person-centred support need assessment process to enable transition to suitable TA
- Develop a Rapid Access Accommodation pathway



To reshape interim accommodation to provide smaller, psychologically informed environments tailored to support needs

- Target interim accommodation as the model for moderate-complex support needs
- Align a consistent support planning model to the length of stay in interim accommodation
- Explore the role of supported tenancies in the community as part of a core and cluster model
- Enhance multi-agency care management processes to coordinate wrap around support