



**Item No: 14**

**Meeting Date: Wednesday 27<sup>th</sup> September 2023**

## **Glasgow City Integration Joint Board**

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

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### **Homelessness Temporary Accommodation Strategy**

**Purpose of Report:**

This report provides the Integration Joint Board an outline of Homelessness Services Temporary Accommodation. The Report seeks approval from the IJB to progress the implementation of the Temporary Accommodation Strategy.

**Background/Engagement:**

Section 29 of the Housing (Scotland) Act 1987 places a duty on the Council to provide emergency accommodation for a qualifying household where it has reason to believe that the household is homeless. In Glasgow this duty is discharged by the Health and Social Care Partnership's Homelessness Services.

The Temporary Accommodation Strategy sets out how the HSCP will continue to provide temporary accommodation in line with the Rapid Rehousing Transition Plan objectives.

**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 ☐

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<b>Recommendations:</b>	<p>The Integration Joint Board is asked to:</p> <ul style="list-style-type: none"><li>a) Note the contents of the report;</li><li>b) Note that the delivery of the Temporary Accommodation Strategy is predicated on the continued funding of RRTP and yet to be confirmed;</li><li>c) Agree the Temporary Accommodation Strategy; and</li><li>d) Agree to the extension of the RRTP delivery period and performance objectives by a further two years to 31<sup>st</sup> March 2026.</li></ul>
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**Relevance to Integration Joint Board Strategic Plan:**

The delivery of the Temporary Accommodation Strategy will contribute to the delivery of all strategic priorities as set out in the IJB Strategic Plan 2023-2026. In particular, the priorities of prevention, early intervention wellbeing, supporting greater self-determination and informed choice and supporting people within their communities.

**Implications for Health and Social Care Partnership:**

<b>Reference to National Health &amp; Wellbeing Outcome(s):</b>	Outcomes 1,2,3, 4, 5
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<b>Personnel:</b>	None
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<b>Carers:</b>	None
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<b>Provider Organisations:</b>	There are no immediate implications regarding the recommendations however the risk of securing funding beyond 2023/24 must be noted and may impact negatively upon the success of these strategies.
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<b>Equalities:</b>	In developing this new service model, we will aim to ensure services are equalities sensitive and targeted appropriately. In line with policy, an assessment of the impact of any service changes on protected characteristic groups is being carried out as part of the strategy development.
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<b>Fairer Scotland Compliance:</b>	None
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<b>Financial:</b>	The longer term successful implementation of the RRTP and Temporary Accommodation Strategy is predicated on securing financial funding beyond 2023/34.
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<b>Legal:</b>	None
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<b>Economic Impact:</b>	None
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<b>Sustainability:</b>	None
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<b>Sustainable Procurement and Article 19:</b>	None
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<b>Risk Implications:</b>	The Temporary Accommodation Strategy sets out a plan to end the use of bed and breakfast accommodation for the provision of emergency accommodation and builds on the development of the Rapid Rehousing Transition Plan (RRTP) 2019-20 – 2023/24. The delivery of the RRTP priorities will be met within the funding allocated from the Scottish Government for this purpose. 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.
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<b>Implications for Glasgow City Council:</b>	None
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<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	None
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<b>Direction Required to Council, Health Board or Both</b>	
<b>Direction to:</b>	
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 provides the Integration Joint Board with an outline of Homelessness Services Temporary Accommodation. The report seeks approval from the IJB to progress the implementation of the Temporary Accommodation Strategy noting the key objectives and targets over the lifetime of the strategy.

## **2. Background**

- 2.1 Section 29 of the Housing (Scotland) Act 1987 places a duty on the Council to provide emergency accommodation for a qualifying household where it has reason to believe that the household is homeless. In Glasgow, this duty is discharged by the Health and Social Care Partnership's Homelessness Service.
- 2.2 The table below provides an overview of the demand for homelessness services between 2020/21 and 2022/23 as well as the demand for temporary accommodation.

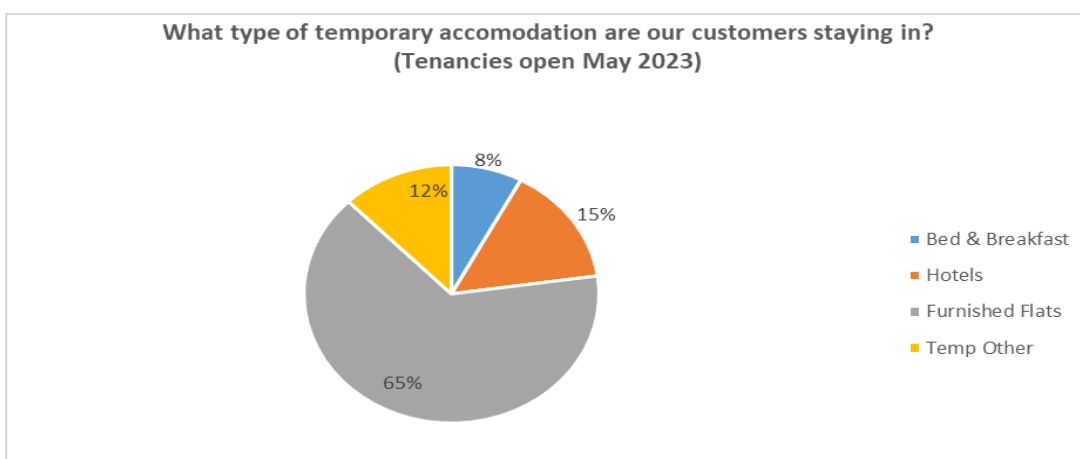
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Table 1. No. of approaches for assistance, no. of homelessness applications and no. of offers of temporary accommodation, per year

	2020/21	2021/22	2022/23
Advice and Information	9,262	10,796	12,196
Homelessness Applications	6,426	7,003	6,743
Offers of temporary accommodation <sup>1</sup>	13,133	13,249	13,116

- 2.3 The table above shows that the number of households approaching the HSCP for housing advice and assistance has increased year-on-year since 2020/21. However, due to the focus on homelessness prevention, the number of homelessness applications has not followed the same pattern with a reduction in applications between 2021/22 and 2022/23 which has since been validated in the publication of [Scotland's Homelessness Statistics 2022/23](#).
- 2.4 Graph 1 below provides an overview of the current extent and type of accommodation used by the HSCP to accommodate homeless households.

Graph 1. Types of properties where homeless households are accommodated



- 2.5 As at May 2023, the majority of service users accessing emergency accommodation are accommodated in temporary furnished flats (65%). 12% of service users are accommodated within emergency or supported accommodation services, with 23% being accommodated within bed and breakfast type accommodation.
- 2.6 A key recommendation of the Scottish Housing Regulator's inquiry into access to Homelessness Services was for the development of a Temporary Accommodation Strategy. In order to comply with this recommendation, the HSCP has worked with a range of stakeholders to draft a Temporary Accommodation Strategy. The strategy sets out how City partners will work together over the next 5 years to deliver a temporary accommodation model that is the catalyst for the transformation of homelessness services in Glasgow.
- 2.7 Delivery of the Temporary Accommodation Strategy will see the reshaping of the current model of emergency accommodation provision so that homeless

<sup>1</sup> Homeless households may receive more than one offer of temporary accommodation during their homelessness application.

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households will spend much shorter periods in temporary accommodation than they do at present and, when required, will access temporary accommodation that is of a high quality. In addition, the balance of temporary accommodation options will be better aligned to the support needs of homeless households. We will also see a shift in provision so that over the next 5 years our services will be focused on sustaining people in mainstream accommodation within communities and when people require temporary accommodation, they secure settled accommodation more quickly.

- 2.8 The Temporary Accommodation Strategy is underpinned by the HSCP's Rapid Rehousing Housing Transition Plan (2019/20 – 2023/24). The HSCP and its partners worked well to mitigate the impact of the public health emergency on vulnerable households. However, the impact of the pandemic on housing and homelessness service provision has impacted on the delivery of the RRTP and the securing of the objectives to increase the supply of settled lets, reduce the use of temporary accommodation and increase community-based prevention services. As a result, it is necessary to extend the delivery period of the RRTP by two years to 31<sup>st</sup> March 2026.
- 2.9 Glasgow HSCP have yet to be assured that RRTP funding arrangements will continue beyond 2023/24. In the event that no funding is available we will be unable to achieve the ambition of the RRTP or the Temporary Accommodation Strategy and will be required to significantly step-down existing resource during the course of 23/24.
- 2.10 A key element of the Temporary Accommodation Strategy is the work with RSLs to increase the number of homeless households securing settled accommodation each year. Modelling undertaken as part of the development of the strategy indicates that if the HSCP secures 50% of all social housing lets over the next five years then we will be able to significantly reduce temporary accommodation use. This will enable the HSCP to rebalance funding towards community-based support services.
- 2.11 In order to achieve the objectives set out in the Temporary Accommodation Strategy, city partners will:
- Deliver a 20% reduction in homelessness applications through the delivery of a city-wide prevention model
  - Reduce time in dispersed accommodation by 50% in 5 years and convert 1300 temporary tenancies to settled housing
  - End the routine use of bed and breakfast accommodation within the lifetime of the revised RRTP delivery timeframe (31<sup>st</sup> March 2026)
  - Create alternatives to bed and breakfast accommodation which offer 'no wrong door' access points, person centred housing support assessments and rapid access to temporary accommodation
  - Reshape and reduce congregate living models by 300 places in five years
  - Develop shared community-based accommodation options which lower the cost of temporary accommodation for single people in education or employment
  - Redesign the interim accommodation model to deliver smaller scale, trauma informed accommodation projects with on-site support

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- Continue to expand the Housing First Approach for households with complex case histories.
- 2.12 A series of workshops have taken place with key partners to develop a draft implementation plan that sets out key areas of activities and milestones for the delivery of the Temporary Accommodation Strategy. Work is ongoing to develop a financial framework that will inform decisions regarding the future reprovisioning of temporary accommodation within the city.
- 2.13 Governance arrangements have been established to oversee the delivery of the strategy including a robust focus on the timescales for delivery. The HSCP is committed to deliver the strategy through a co-production approach. Performance reporting will continue to be benchmarked against the existing RRTP targets however this will be augmented with the Temporary Accommodation Strategy in recognition of the proposed change to timescales for delivery.

### **3. Recommendations**

- 3.1. The Integration Joint Board is asked to:
- a) Note the contents of the report;
  - b) Note that the delivery of the Temporary Accommodation Strategy is predicated on the continued funding of RRTP and yet to be confirmed;
  - c) Agree the Temporary Accommodation Strategy; and
  - d) Agree to the extension of the RRTP delivery period and performance objectives by a further two years to 31<sup>st</sup> March 2026.