Item No: DA04

Meeting Date: **Wednesday 5th August 2020**

Glasgow City Integration Joint Board

Report By: **Susanne Millar, Interim Chief Officer**

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RAPID REHOUSING TRANSITION PLAN UPDATE

Purpose of Report:	To update the Integration Joint Board on proposed amendments to the Rapid Rehousing Transition Plan following the impact of COVID 19 pandemic and seek approval for the subsequent funding commitment.

Background/Engagement:	In 2017 the Scottish Government set a national objective to end homelessness within 5 years as part of the Programme for Government. The commitment to end homelessness followed the extensive work delivered via the Strategic Homelessness and Rough Sleeping Action Group and the need for each local authority to deliver a Rapid Rehousing Transition Plan (RRTP).

Recommendations:	The Integration Joint Board is asked to: a) reflect on the financial allocation to the RRTP to date; b) note the proposed amendments to the original commitments as a result of the response to Covid 19; and c) approve the proposed changes to the original RRTP priorities outlined at 3.2 and 3.3 and subsequent change to the year 2 financial commitment at Appendix 1.

Relevance to Integration Joint Board Strategic Plan:

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

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome:	This plan relates to the National Health & Wellbeing Outcomes.
Personnel:	Opportunity for additional external interim and initial financial allocation allowing for additional staffing resource allocation. Proposed revised financial allocation will be reviewed nationally after year 2 of 5 year RRTP.
Carers:	No implications.
Provider Organisations:	Discussions underway with key Statutory and Third Sector partners to develop post COVID 19 pandemic Recovery Plans as aligned to the RRTP which will re-focus on shared priorities.
Equalities:	Plan intends to develop prevention strategies as well address multiple disadvantage & complex needs.
Fairer Scotland Compliance:	Through prevention and improved response to managing homelessness services the RRTP will contribute to alleviating the impact of socio-economic disadvantage suffered by those accessing the service.
Financial:	External Interim and initial financial allocation from Scottish Government for implementation plans and year 2 priorities now identified.
Legal:	No implications.
Economic Impact:	Through prevention and improved response 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:	To be determined as interim and initial financial allocation will focus on year 1 of 5 year RRTP. Further national discussions to follow regarding local authority allocations beyond year 2 recognising the impact of the COVID 19 pandemic.

Sustainable Procurement and Article 19:	No implications.

Risk Implications:	Risk Register being updated as part of revised plan and will be aligned to a developing performance and outcomes framework. Responses to homeless population during COVID 19 pandemic has seen a major rise in city centre hotel activity compounding existing risks.

Implications for Glasgow City Council:	Will align to GCC Begging Strategy. The RRTP will further develop a multi partnership response to addressing rough sleeping and homelessness with an emphasis to tackling multiple and complex needs.

Implications for NHS Greater Glasgow & Clyde:	Further development of in reach treatment pathways and continued promotion of early intervention health improvement pathways. A strong emphasis will be to develop outreach engagement with those with the most complex needs.

Direction Required to Council, Health Board or Both	
Direction to:	
1. No Direction Required	☐
2. Glasgow City Council	☒
3. NHS Greater Glasgow & Clyde	☐
4. Glasgow City Council and NHS Greater Glasgow & Clyde	☐

1. Purpose

1.1. The purpose of the report is to update and seek approval from the Integration Joint Board for the proposed amendments to the original 2018/19 financial allocation from the Scottish Government (£1.622m) aligned to the RRTP 2019/20-2023/24, reflecting the impact of the COVID 19 pandemic. The proposed amendments take recognition of Glasgow City's changing landscape and priorities.

2. Background

2.1. In 2017 the Scottish Government set out a national objective to end homelessness in 5 years as part of the Programme for Government. The Homelessness and Rough Sleeping Action Group (HARSAG) Report "Ending Homelessness in Scotland" offered 70 recommendations which has formed the basis of a whole system approach where prevention is fundamental and where homelessness does occur, a rapid response is a priority. For those deemed to present with multiple & complex needs a comprehensive, multi-partnership approach will be offered to address such complexities.

As a direct consequence of the COVID 19 pandemic, the HARSAG has temporarily reconvened and we await formal outcome/recommendations.

2.2. The Glasgow RRTP was approved by the 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.

2.3. The Glasgow plan continues to be built around Scotland's vision for rapid rehousing which will focus on, wherever possible, people having a settled, mainstream housing option for every household as quickly possible.

2.4. For those who are defined as presenting with multiple & complex needs the Housing First approach will be the first response for people demonstrating such disadvantage. For those where a Housing First approach is not viable then alternative options will focus on developing small scale supported group living arrangements.

2.5. Although the original RRTP principles remain, the impact of the COVID 19 pandemic has had a significant influence on Glasgow's ability to deliver on previous objectives. The emphasis is now firmly on Recovery Planning and the need to enhance frontline operational delivery.

2.6. Given the Public Health response, Glasgow has maintained a duty to respond to emergency accommodation needs. Homelessness Services have ensured that all presentations, including rough sleepers and those rough sleepers with no recourse to public funds (NRPF) are offered emergency accommodation.

2.7. Accommodation options include limited numbers of void properties offered from RSL's, HSCP directly provided and purchased supported accommodation and Bed & Breakfast, but one vital addition is the need to access a number of city centre hotels. These commercial hotels have enabled Homelessness services to date, to accommodate circa 500 single adults.

2.8. The vast majority of those residing in hotels have considerable complex needs with most now engaged with treatment and care services. Since the COVID 19 pandemic lockdown, Homelessness Services continue to respond to a weekly average of 30 new requests for emergency accommodation bringing the total requests per week to approx. 180 compared to pre COVID figures of 150.

2.9. Homelessness Addiction Services within Hunter Street has commenced 80+ individuals into treatment and care, many of whom are younger and not previously known to services. The vast majority residing in hotels are in receipt of treatment and care support for addiction and mental health issues.

2.10. HSCP Recovery Planning, although reflecting the original RRTP objectives, is primarily now focused on the need to move on those residing in hotels and Bed & Breakfast to more suitable and settled destinations. The revised priorities identified through shared Recovery Plans are now also being routed through the Housing Access Board (HAB) and the newly established RRTP Delivery Group.

2.11. Early Prison Release households have also added to the numbers requiring emergency accommodation. Glasgow has now completed the final phase of early release with a total of 55 prisoners eligible against a potential figure of 75. Given the Justice commitments to reducing the national prison population the Presumption of Short-Term Sentences will further promote the need to ensure the prevention of homelessness as well as respond to increasing accommodation requests.

2.12. A Housing First approach will be crucial in responding to those residing in hotels and Bed & Breakfast. Excluding those already assessed as suitable, awaiting accommodation matches or those accommodated and receiving support, work is underway to establish the numbers residing within the hotels who will also be suitable for Housing First. Progressing this work will require an enhancement of existing resource to ensure swift recovery planning as we exit lockdown arrangements and ensure those with most complex needs are provided with the correct support.

2.13. A RAG (Red, Amber, Green) exercise is now implemented across Homelessness Services which red identifies those most at risk. In response to this, outreach provision is now being delivered from Homelessness Health Services. It is envisaged that this engagement will start to route those residents suitable for Housing First.

2.14. The investment will more than ever require a need to maintain the housing options agenda with an emphasis on delivering a dedicated resource that drives the prevention agenda freeing up valuable time for community homelessness teams to manage throughput more efficiently. Focussing on housing options will reduce the risk of homelessness. This is now positively influenced though the Vanguard Scotland lean processing work delivered across Homelessness Services.

2.15. Given the impact of the COVID 19 pandemic on Registered Social Landlords (RSL) since lockdown there has been little or no offers of permanent accommodation. There is now a need to deliver revised timeframes for people accessing settled accommodation. Shared Recovery Planning will be crucial to determine what the reduction in temporary and permanent offers will be. Given the likely economic impact post COVID 19 lockdown it is envisaged that in response to this additional resource targeting community homelessness teams will be required.

2.16. Engagement with Community Letting arrangements will require refocussing. Work is underway to review supply & demand assumptions post COVID 19 lockdown. It is envisaged that this will improve assessment times, reduce refusals and manage aspirations more effectively.

2.17. Demand and supply agenda will be further influenced through the DRS with their investment & acquisitions role. This will positively influence future social housing commitments and improved use of private rented sector.

Housing sustainment and financial inclusion agendas are crucial areas that require priority status.

3. Proposed amendments to RRTP arrangements resulting from COVID 19 activity:

3.1. The Glasgow RRTP delivery group have placed great emphasis on recovery planning arrangements which have been aligned with the RRTP objectives.

The continual review of recovery planning arrangements has acknowledged the changing landscape as detailed in this report and includes a focus on new and emerging risk.

As a result, we are required to reflect changing priorities within the context of strategic and operational planning to ensure we capitalise on the opportunities to expedite RRTP objectives wherever possible.

3.2. These proposed changes are detailed below and are complimented with appendix 1 which sets out changes to RRTP financial commitment.
This report proposes removal of the following posts/costs originally approved:

- 1 Senior Social Care Worker (Prison Casework Team) - £57,697

The Grade 7 Senior Social Care Worker (Prison Casework Team) post is being replaced by a Grade 8 Team Leader post. This is to reflect the additional strategic and operational work that would be involved in developing and managing partnerships in line with the reoffending/prevention agenda. The Team Leader post will also take over the operational management responsibilities for the SOLO team (4 grade 7s).

- 2 Mediation Workers - £80,000

Mediation Services - Our revised priorities in the light of the Covid-19 pandemic is currently in relation to case holding capacity to drive demand within the system to clear the backlog of households within temporary and emergency accommodation. We will reconsider Mediation Services when the 3rd Phase of RRTP monies are announced by Scottish Government and as we continue to develop our wider Housing Options approach.

• 1 Reviewing Officer - £65,000

Reviewing Officer. The core function of this post was designed to lead on the development of a revised performance management framework for the Homelessness Service to reflect the RRTP objectives and to develop a performance led culture. It was agreed that this work will be completed by the RRTP Management Team alongside the Principle Officer Planning and Performance.

- Digital Innovation (Consultancy) - £20,000

Digital Innovation (Consultancy) – It was agreed that this work was no longer required. Work has already been undertaken with Vanguard Scotland who have been commissioned to work with the service to review our core systems and processes in line with the RRTP. This was mainly around how we improve engagement with the people who access our service. We have introduced texted technology to improve engagement with service users.

Total amount for posts removed: £222,697

3.3. Addition of the following posts: (see appendix A)

- 1 Team Leader (Prison Casework and SOLO Team)
- 6 Admin workers (Section 5 Team)
- 3 Temporary Accommodation and Development Officers (TADS)
- 1 Admin worker (TADS)
- 6 Social Care Workers (Homelessness)

Total amount for proposed posts: £362,144 (30-week costs 2020/21, £653,408 full year costs).

3.4 Approval of the change to the commitments requires the funding allocation of £937,000 approved by the IJB in September 2019 to be increased to £1,076,447. There is budget provision to meet the costs of these proposed additional posts within exiting RRTP funds.

3.5 Further approval was granted in September 2019 for allocation of additional one-off investment of £74,000 for IT system upgrades to support an increase in Section 5 referrals. This funding is no longer required as alternative funding was identified and the work has been completed.

4. Recommendations

4.1. The Integration Joint Board is asked to:

a) reflect on the financial allocation to the RRTP to date;
b) note the proposed amendments to the original commitments as a result of the response to Covid 19; and

c) approve the proposed changes to the original RRTP priorities outlined at 3.2 and 3.3 and subsequent change to the year 2 financial commitment at Appendix 1.

Direction from the Glasgow City Integration Joint Board

1	**Reference number**	DA050820-04
2	**Report Title**	Rapid Rehousing Transition Plan Update
3	**Date direction issued by Integration Joint Board**	5 August 2020
4	**Date from which direction takes effect**	5 August 2020
5	**Direction to:**	Glasgow City Council
6	**Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s)**	Yes (reference number: Supersedes 180919-9)
7	**Functions covered by direction**	Housing and Homelessness Services, Prison Based Homelessness services, Housing Options, Housing First
8	**Full text of direction**	Glasgow City Council is directed to allocate £1,076,447 of the year 2 funding allocation and progress the proposals of Glasgow City Health and Social Care Partnership's Rapid Rehousing Transition Plan, as outlined in Section 3 of this report.
9	**Budget allocated by Integration Joint Board to carry out direction**	The budget for this Direction consists of £1,076,447 in relation to the year 2 funding allocation available.
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**	August 2021

Appendix 1

Post	No	Cost £	Notes
Housing Association Liaison Manager	1	58,354	Key tasks of post-holder will be to continue to support the strategic development of the Local Letting Communities. The aim of which is to build strong planning/operational partnerships with RSLs in order to improve the targeting of Section 5 referrals.
Principal Officer Housing Access Investment and Acquisitions	1	67,000	The post holder will provide additional planning and development capacity to deliver the core objectives of the RRTP. In addition, the post-holder will ensure strategic partners between DRS, RSLs and the HSCP in order to ensure linkage between capital investment and temporary and settled accommodation supply.
Housing Options Network Coordinator	0.2	22,500	This post will ensure prevention partnerships based upon our Housing Options approach are developed between the HSCP and other key stakeholders.
Housing Options Coordinators	3	185,377	These posts are located within the three Community Homelessness Teams and are responsible for the day to day delivery of our Housing Options/Homelessness Prevention activity.
Barlinnie Team	6	116,162	Access to secure accommodation is a key element in supporting people to avoid recidivism and begin to access other important services. The Prison Casework Team capacity will be increased in order to ensure that people leaving prison receive the best possible support to access accommodation and support on release. A Team Leader post will be developed to reflect the additional strategic and operational management responsibilities.

Post	No	Cost £	Notes
Housing First	3	138,000	Housing First will be key to supporting the reduction in the current level of bed and breakfast use. In order to maintain our core staffing capacity, we have consolidated interim 3 staff to ensure continued assessment support.
Section 5 Team	6	90,253	These additional 6 admin worker posts will be located within the Community Homelessness Teams and will be key to improving the operation of the Section 5 resettlement process. The additional staffing capacity will lead to a reduction in the time it takes for households to secure settled accommodation.
Temporary Accommodation and Development Team	4	78,237	These additional posts will lead to an improvement of the service offered to people resident in temporary furnished flats as we enhance our capacity to deliver our property management service to deal with service users' problems with repairs and maintenance. The additional staffing resource will also free Social Care Workers to undertake resettlement tasks and therefore reduce the time spent in temporary accommodation as tasks currently undertaken by SCW will be undertaken by our Temporary Accommodation and Development Team (3 x Temporary Accommodation Development Officers and 1 x Admin Worker)
Social Care Workers (Homelessness)	6	155,019	These additional posts will enhance capacity to meet the needs of vulnerable service users with complex case histories who require additional support but do not meet the criteria for intensive packages aligned to Housing First. It is therefore important that we develop the capacity within Community Homelessness Teams in order to ensure effective case management capacity and improved joint working with community-based supports in

			order to ensure effective transitions for vulnerable people who currently spend long periods of time in emergency and supported accommodation and often do not enjoy positive outcomes. This in turn will reduce our use of temporary accommodation.
Senior Officer – Information Systems	1	31,830	Improvements in IT inter-faces with our RSL colleagues and automation of several core tasks will lead to efficiencies and improvement in service user experience. In order to drive this change agenda, we need to create a Senior Officer Post within Information Systems.
Management Team to lead on RRTP	2	110,845	Addition of Service Manager and Team Leader to deliver strategic and operational commitment in line with other key stakeholders.
Total	**29.2**	**1,053,577**	

Area of Activity	**Cost £**	**Notes**
Homelessness Prevention/Early Intervention	200,000	We know that people become homeless for a range of reasons and that at times people have difficulty in accessing the support they need. We want to ensure that people have access to support an early stage to afford them the opportunity to sustain their tenancy. We intend to develop the capacity of partner agencies to offer tenancy sustainment services.
Consultancy re monitoring and reporting	50,000	We need to develop improved management information on the supply and demand for housing at a locality level. This will ensure that we are able to improve the flow of Section 5 referrals to RSLs. This will reduce waste and improve the speed in which people secure offers of settled accommodation.
GHN/GHIFT Funding	100,000	We want to ensure that the development and delivery of

		homelessness services is informed by the views of people with lived experience of homelessness. We will fund GHN to deliver a service user engagement network.
Vanguard Consultancy	60,000	As we continue to reform the Homelessness Service a key partner will continue to be Vanguard Scotland. Through our joint work we have revised our systems and processes which has resulted in significant improvements in the service user journey.
Total	**410,000**	
Grand Total	**1,463,577**	