



Glasgow City Council

**Wellbeing, Empowerment, Community and Citizen Engagement and
General Purposes City Policy Committee**

Report by Councillor Richard Bell City Treasurer

Item 4

11th August 2022

Contact: John Sherry Ext: 78294

Update on pilot projects to tackle the Cost of Living Crisis and approaches to embedding them into new ways of working

Purpose of Report:

A Council motion on June 23rd 2022 agreed that supporting the individuals, households and communities most vulnerable to the effects of the cost-of-living crisis was an urgent organisational priority. It was recognised that a great deal of work was already in progress across council and partners to address this, but the challenge remained regarding how to convert successful pilots into embedded and sustainable ways of working. This report seeks to provide an overview of some of these innovative pilots and begins to consider opportunities to make them sustainable.

Recommendations:

Committee is asked to:

- Note the content of the report and the progress made to date.

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes No consulted: Yes No

1. Introduction

1.1 A Council motion on 23rd June 2022 agreed that supporting the individuals, households and communities most vulnerable to the effects of the cost-of-living crisis was an urgent organisational priority. Council recognised that a great deal of work was already being progressed across council and partners to address this, but the challenge remained regarding how to convert successful pilots into embedded and sustainable ways of working. This report seeks to provide an overview of some these innovative pilots and begins to consider opportunities to make them sustainable.

2. Background

2.1 Glasgow can be described as a city of contrasts. Despite sitting at the centre of a metropolitan region that generated over £47bn of Gross Value Added to the Scottish economy pre-pandemic (2019), and responsible for 34% of all Scottish jobs; Glasgow continues to face significant challenges. Across the city, 44% of our citizens live in the 20% most deprived communities in Scotland and 26% of our children are growing up in poverty, in families that are living on average £121 a week below the poverty line.

2.2 Members will be aware that the current economic situation makes for stark reading. Inflation has reached a 40 year high, presently sitting at 9%, at a time when businesses and households are still seeking to manage the impact from the COVID-19 pandemic.

2.3 Economic pressures associated with the pandemic, changes to cross border trade, the Russian invasion of Ukraine, supply chain issues and a global increase in prices for commodities and energy continues to challenge household budgets. As a result of these issues, the Office for Budget Responsibility and the Scottish Fiscal Commission have both forecast the largest fall in household living standards since records began¹.

2.4 Such a shift will be felt by most of our citizens, but the impact on those living in low-income households will be the most severe. This will result in the deepening of existing inequalities across low-income families and groups already marginalised within society, such as disabled people, ethnic minorities, women and lone parents.

3 Glasgow's Approach

3.1 Glasgow secures its most successful outcomes where it focuses on providing services and support that are person centred and driven by delivering positive impacts for, and with, our citizens.

3.2 Furthermore, collaboration across organisational boundaries shapes our *collective* focus on prevention, early intervention and diverting citizens from crisis. Glasgow understands the importance of using local intelligence and data to direct our scarce

¹ <https://www.gov.scot/publications/investing-scotlands-future-resource-spending-review/pages/2/>

resources appropriately and has invested in a range of different services that demonstrate the impact of this. We know also that this way of working delivers benefits not just for citizens but for organisations and the city.

3.3 Officers are also continuing to work closely with government other and partners to address structural issues in how we work together to address these issues. This collaborative work recognises our common goals and interdependencies in order to ensure outcomes are secured for the *city* and not solely for single siloed organisations.

3.4 The systems in which we individually operate all too often discourage collaborative working. Instead, investment is driven through single objectives and not with a big picture view of delivery or potential impact.

3.5 This is not an issue solely for local government and partners at a city level. Too often nationally prescribed priorities, investments or measurements present systemic challenges that force local investment to be viewed too narrowly and ignore interdependencies.

3.6 Through a recognition of this and trying to co-design the delivery of policies and projects with government and partners, the Council, along with its city partners, aims to dismantle the artificial barriers that can inhibit the delivery of best outcomes.

3.7 The Council motion of 23rd June 2022 committed to seek ways to address these system failures and structural barriers. In doing so the intention was to create an environment which allowed the city to realise the necessary investment to maintain successful innovations which were proven to work and deliver successful outcomes for citizens.

4 **Current Activity and Outcomes**

4.1 Across the Council Family there are already significant actions underway that seek to mitigate and ameliorate the impact of the current crisis.

4.2 These initiatives are, each in their own right, securing positive outcomes for our citizens through a person-centred approach and include;

a) ***Financial Inclusion Support Officers***

- Embedded within our city's secondary schools, this project raises awareness amongst families of their entitlement to welfare benefits, grants and awards and provides support to maximise their income through benefit support, employability referrals and access to assistance with the cost of living.
- This initiative has worked with 1,854 clients and made 3,590 benefit applications. A total of £2,517,210 of financial gains have been secured on behalf of clients with an average financial gain per client of £2,814.77.

Furthermore, 144 clients have been supported to manage their debt, which collectively totalled £577,533. A total of 59 clients have been referred for employability support.

b) *Pensioner Welfare Advice and Support Project*

- Focused on reducing pensioner poverty within the city, this provides an income maximisation service to clients aged 80 and over that have been identified as potentially eligible for Attendance Allowance and other benefits.
- The service is delivered in partnership with Glasgow's Golden Generation and Wheatley Homes – Glasgow.
- Over the last year, 571 clients have been contacted by the service with 298 benefit checks and 187 benefit applications being completed. A total of £1,024,431 of financial gains have been secured on behalf of the clients with each on average, £5,597 better off per year.

c) *Glasgow Helps*

- Supporting citizens to connect with the '*right assistance, in the right place, at the right time*', Glasgow Helps uses a holistic conversation approach to create a joint understanding of needs, capabilities and aspirations. This is used to identify, secure and case-manage support pathways and referrals that provide both immediate assistance and works with the citizen to build resilience and facilitate participation in the life of the city.
- Since October 2020, Glasgow Helps has undertaken over 78,500 conversations with citizens. In turn this has resulted in 989 referrals for fuel support, 4,437 referrals for support with food, 148 citizens have been provided with digital access, 481 supported to access financial support and 479 connected to wellbeing assistance.

d) *Improving the Cancer Journey and Long Term Conditions Team*

- Providing support for citizens that are affected by cancer or a long term health diagnosis, this team offers support by focusing on 'what matters to you' and uses a holistic needs assessment (HNA) to identify concerns and develop a care plan.
- This person-centred service has received over 17,500 referrals, identified over 50,000 concerns and utilised over 200 local support services. More than 9,000 HNAs have been undertaken with 980 of these clients and their families supported with their housing needs. ICJ/LTC stats show that 710 people required support to be re-homed with many more supported to remain safer in their own home for longer. ICJ/LTC have secured £137m in financial gains by supporting applications for DWP Benefits, accessing grants / funds and managing debts. Sadly, the caseload for the team, post pandemic, has an upward trajectory of end-of-

life referrals. Currently more than 44% of the caseload are palliative at the point of referral.

e) *Glasgow Alliance to End Homelessness*

- The Glasgow Alliance to End Homelessness (GAEH) is a multi-agency partnership established in February 2020 that challenges organisations across the city to leave their own agendas behind and work together to improve outcomes and experiences for people at risk of or experiencing homelessness.
- The partners of the Alliance are Aspire, Crossreach, Sacro, The Mungo Foundation, Right There, The Salvation Army, Wheatley Care, Glasgow Health & Social Care Partnership (HSCP) along with Glasgow Homeless Involvement and Feedback Team (GHIFT), Homeless Network Scotland and Glasgow City Council.
- The Alliance has assisted the HSCP to ensure voluntary households affected by homelessness accessed support during the public health emergency.

f) *The Rapid Rehousing Transition Plan (RRTP)*

- The RRTP is a housing led approach to tackling and ending homelessness in Glasgow. This means that if it is not possible to prevent homelessness, the priority is to provide a safe and secure home for every homeless household as quickly as possible.
- The Health and Social Care Partnership has worked with a range of partners to prevent homelessness, ensuring that people at risk of homelessness are able to access support to sustain their tenancies where possible. The HSCP has also worked with Council colleagues to increase access to money and debt advice within the Community Homelessness Services. RRTP funding has enabled the creation of a Housing Options and Early Intervention Development Worker to support the continued enhancement of operational homelessness prevention and Child Protection and Adult Support and Protection early intervention pathways through links with housing associations within the City. In addition, working in partnership with Council and voluntary sector colleagues, the HSCP were able to support 1,046 households at risk of homelessness to sustain their tenancies through the COVID-19 Tenant Grant Fund.
- The HSCP is currently developing a Single Point of Access for Health and Social Care within the City. The SPoA will offer an opportunity to develop an integrated approach to homelessness prevention. From September 2022 people requiring access to homelessness assistance will be able to contact the SPoA. The SPoA will see significant additional investment in staffing. The core aim of the SPoA is to enhance access to homelessness prevention

services to ensure that vulnerable service users access a full range of health and social care services in conjunction with tenancy sustainment, financial advice, and support.

g) The Glasgow Food Plan

- The Glasgow City Food Plan was developed by the Glasgow Food Policy Partnership (GFPP) and approved in June 2021. The Plan has been developed by a team comprising Glasgow Food Policy Partnership, Glasgow Centre for Population Health, Glasgow City Council, Glasgow Health and Social Care Partnership, NHS Greater Glasgow and Clyde and Glasgow Community Food Network
- Development work on the plan started following the Food Inequality Inquiry held by the Councils General Purposes Committee and the Food Summit coordinated by GFPP in 2019. Over a two year period, the food plan team worked together with over 80 stakeholders to develop actions for the plan which went out to a public consultation from October to December 2020.
- The Glasgow Food Plan is available [here](#). The Plan was considered by the Public Health Oversight Board and approved by the Community Planning Partnership in 2021. A year 1 progress report for the plan will be reported at the Community Planning structures in the autumn 2022.

h) No One Left Behind (NOLB) – Integration and Alignment of Employability in Glasgow –

- The NOLB strategy creates a more effective person-centred system for employability delivery. GCC is working with the Local Employability Partnership (LEP) to put the strategy into practice and is currently writing a delivery plan detailing the implementation of the 7 principles of NOLB. These are;
 1. Treating people with dignity and respect, fairness and equality;
 2. Providing flexible and person-centred support – aspirations for all ages and needs based;
 3. Support that is straightforward for people to navigate – a no wrong door approach;
 4. Integrated and aligned with other services – building on the Scottish Approach to Service Design with the user at the centre;
 5. Providing pathways into sustainable and fair work;
 6. Using evidence including data and the experience of users to inform developments; and
 7. Supporting more people to move into the right job, at the right time.

- With employment recognised as a route out of poverty, No One Left Behind aims to support those facing inequality in the labour market, all of whom are also significantly impacted by the cost of living crisis (e.g people with disabilities and health conditions, people from BME backgrounds and parents with children in poverty). The delivery plan will prioritise those groups and the support they require to move towards, and progress in, employment.
- For 2022/23, GCC has allocated funding (with input from the LEP) to over 30 projects across the council, ALEOS and a range of third sector organisations, targeting around 4,000 people in Glasgow. These services link their participants into wider supports including financial inclusion assistance to ensure a smooth and well managed transition to employment.

i) Glasgow Green Deal

- The Glasgow Green Deal is a nine-year mission which will fundamentally reshape the city's economy. It is a transformative new approach, designed to bridge the gap between aspirations and action around the Climate and Ecological Emergencies and deliver equitable, Net Zero carbon, climate resilient living by 2030.
- Through the mission, Glasgow City Council will work with businesses, citizens and Governments to design policy and regulatory measures, innovative and investable projects, and a supporting framework with Governments, the private and public sector and communities.
- The Glasgow Green Deal, is being guided by three interlinked objectives:
 1. reducing carbon emissions and building resilience to the impacts of climate change;
 2. creating prosperity, sustainable jobs and high-quality places; and
 3. eliminating poverty and delivering justice through inclusion and equality.

j) Community Wealth Building

Glasgow City Council is committed to building community wealth as part of business as usual approaches. Examples of work underway include;

- The Council has pioneered the Glasgow Living Wage. This scheme was launched in 2009 to encourage employers across the City to raise their own rates of pay and support a fairer Glasgow, and to help reduce and prevent in-work poverty.

- With Regional partners, Glasgow City Council works to a sustainable procurement strategy, building in community benefits to contracts, and valuing opportunities for local people.
- The Council recognise that those living in the most deprived parts of the City are most likely to live in proximity to Vacant and Derelict Land (VDL) and may have limited access to good quality greenspace. The Council, along with the member authorities of the City Region, is building a business case to tackle vacant and derelict land, taking a deprivation-first approach.
- Glasgow City Council is the administering authority for the Strathclyde Pension Fund which has a Direct Impact Portfolio with the objective of adding value through investments with a positive local, economic or ESG (environmental, social, governance) impact. New investments during 2021/22 have included £30m to increase the number of affordable and specialist homes in the UK, delivering positive social value. To, date investments have created 3,900 jobs and local/Scottish investment of more than £500m.

5 Other Support

5.1 Alongside Council led projects, officers continue to provide dedicated support to a wide range of initiatives delivered across the public, third and community sectors focused on addressing the impact of the cost of living crisis. This support is extensive, highly valued and delivers significant benefits to both delivery organisations and to citizens.

5.2 A key issue of the ongoing work is the recognition that much of this is delivered through pilots or via funding that is not secured for long enough to demonstrate the long-term preventative impact that such services deliver.

5.3 If we are to secure the best outcomes with increasingly pressured budgets, it is crucial that we embed successful initiatives within our business as usual processes and invest in those that demonstrate sustainable long term benefits. Officers are already engaged in exploring tools, such as cost benefit analysis, to measure the impact across the city, organisation and individual.

6 Glasgow's Child Poverty Pathfinder

6.1 Officers are currently developing a pathfinder project with the Scottish Government. This will build a cooperative and responsive model to meet the Scottish Government's targets, set in 2017, on levels of both absolute and relative poverty amongst our children and families. This pathfinder offers opportunities not only to address child poverty but also to better understand how we can tackle and

overcome long term structural issues and reimagine a new, whole system way of working.

6.2 Following a series of workshops held in February 2022, organisations with a role in supporting children and families identified and agreed practical actions to deliver a well-functioning system that will inform ways of working to tackle child poverty. This focuses on a much greater shift to preventative, early intervention actions and spend.

6.3 Specifically, the Pathfinder will use a '*No Wrong Door*' model to reimagine how we support children and families to access the most appropriate assistance for their circumstances. This focuses on collaborating *with* citizens to prevent them from falling *into* poverty, supporting citizens *out of* poverty and preventing people from reaching *crisis* situations.

6.4 Officers will demonstrate that, by connecting citizens to holistic, person centred, case management support, we can also deliver significant benefits for our organisations and our city, securing better ways of working and more effective use of public resources in line with the Christie recommendations.

6.5 This Pathfinder will therefore;

- 'deliver an 'at scale' exemplar of the 'No Wrong Door' concept across Glasgow within 18 months; and
- demonstrate the benefits of a whole system approach consistent with the Christie Principles'.

6.6 The implementation of the '*No Wrong Door*' model will tease out the challenges that complicate our intentions to collaborate as effectively as required. These challenges have been identified as; data and pre-eligibility criteria, accountability and culture, and funding and commissioning.

6.7 Working together at a local and national level will provide the scope and resources to tackle these barriers within the context of child poverty. In turn, the principles developed here can equally be applied across broader policy areas to facilitate a step change towards the whole system change necessary to secure the outcomes necessary for our city.

6.8 A number of specific actions are already underway to test the validity of this approach. It is anticipated that by delivering on these, it will be possible to identify resources that can be reinvested in preventative activity that will ultimately secure cost savings across our crisis responses. These include;

- Improving the proactive use of **data** to better target activity and investment; and
- Securing greater flexibility of resources available to the city to ensure that **funds** can be targeted and utilised based on local priorities and planning.

7 Next Steps

- 7.1 The Council and Scottish Government share a commitment to tackle the root causes of poverty, and child poverty, and to consider the whole system changes required to do this in a sustainable way.
- 7.2 The Government's recent spending review reinforces the challenges and constraints that are driving reform across public services, policies and programmes. This strengthens the resolve to ensure that resources are targeted effectively to deliver the very best outcomes.
- 7.3 The review reiterates the principles of the Christie Commission as a driving force behind a high performing public sector. It is these principles of partnership, prevention and early intervention, a focus on outcomes and citizen centric services, and the resultant reduced spending on failure demand, that have informed our proposed approaches to embedding the good practice outlined above.

The approach identified is two-fold;

- 1) **Working differently across our city partners** – we will drive forward our shared commitment to delivering person centred outcomes through early intervention and prevention. This will be achieved by making the very best use of all our collective resources. From funding to data, from staffing to physical assets, from models of procurement to technology, city partners will utilise our individual strengths to inform and instigate the necessary whole system change as a collective, speaking with one voice for our city to influence new ways of working.

A key partner within this endeavor is the Scottish Government. All too often national policies and associated funding allocations operate a dual function, of providing both opportunities and constraints, in terms of what, how and when we deliver activity. Similarly, many of the challenges that we face, as we seek to work in different, more collaborative, person-centred ways, require action or involvement at a national level. This is recognised locally across the city but also nationally by the Scottish Government itself who has recently approached the City to participate in an innovative partnership to identify radical and bold new ways to tackle child poverty on this basis.

- 2) **COVID Recovery** – the pandemic required the Council, and its partners to operate differently and very few of our services were completely unaffected. In many cases, what we did and how we did it was adapted to accommodate the national protections in place, services found new and sometimes better ways of working. In other places, services were stopped altogether. As we began to consider a 'post pandemic' environment, GCC undertook a programme of activity to consider the lessons learnt. This programme considered how and where we should reinstate our previous ways of working, where we should adapt how we do business, and also where we might be feasibly cease services based on a detailed understanding of the impact of their temporary closure.

This approach will provide the necessary scope to examine our operational models and to consider the possibilities to restructure and redirect how we allocate funding across the Council Family. In turn this will identify opportunities to redirect resources to invest further in preventative and early intervention activities. This is complex but necessary work and whilst it will be challenging to secure the realignment of both focus and funding, it is not impossible and the Council is committed to achieving this.

8 Policy and Resource Implications

Resource Implications:

Financial:

Legal:

Personnel:

Procurement:

Equality and Socio-Economic Impacts:

Does the proposal support the Council's Equality Outcomes 2021-25? Please specify.

What are the potential equality impacts as a result of this report? (no significant impact, positive impact or negative impact)

Please highlight if the policy/proposal will help address socio-economic disadvantage.

Climate Impacts:

Does the proposal support any Climate Plan actions? Please specify:

What are the potential climate impacts as a result of this proposal?

Will the proposal contribute to Glasgow's net zero carbon target?

**Privacy and Data
Protection Impacts:**

9 Recommendations

Committee is asked to:

- Note the content of the report and the progress made to date.