



Gateway to a safe destination, support and advice
for people with no recourse to public funds

FAIR WAY SCOTLAND

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for people with no recourse to public funds

Consultation version October 2021

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1. Welcome

1.1 Foreword from the co-facilitators



Mahdi Saki

I am Mahdi Saki, Participation manager for Glasgow Night Shelter for Destitute Asylum Seekers.

I came to the UK in December 2008 seeking asylum and granted refugee status in November 2012. I am a community activist and defender of human rights.

I work with refugees and asylum seekers from different countries, and I am passionate about transforming the lives of the most marginalised people in our society. I have been volunteering and working for charities in Scotland and delivering talks to schools and community groups on refugee issues. I value people's views on the issues which affect their lives and I do care about social justice and equality.

Through my learning from others and meeting with wonderful people in Glasgow I do think love can change everything regardless of our background, race, political views.

I am interested to contribute to this project because it will vastly improve government policy in regard to refugees and asylum seekers. Glasgow Night Shelter was involved with the Everyone Home Collective project and I was honoured to be invited by Homeless Network Scotland to be a co-facilitator. I was able to have one-to-one conversations with our guests who have No Recourse to Public Funds (NRPF) and hear their views on services that affected their lives.

It was amazing to work closely with the team of Homeless Network Scotland and our guests who were brave enough to share their views with me. I made sure to listen to them and gather an accurate representation of their personal experience.

The experience leads me to think of the importance of this project as a whole which can ultimately help end homelessness in Scotland.



Joyce Juma-Phiri

Joyce is a qualified primary school teacher originally from Malawi. When arriving in Scotland in 1995 she spent 10 months in temporary homeless accommodation.

Her family has been moved around many times – from crammed flats to houses in areas where she has received racial tension.

Joyce completed an honour degree in Health Science in 2007 and went on to do a Postgraduate in Social Justice Development and Health. Having worked in schools and colleges in Scotland, she now works with Four Square in Edinburgh and brings her knowledge and experience to the Change Team. The Change Team is a group of people with lived and frontline experience of homelessness with a seat at the 'top table', the Scottish Government's Homelessness Prevention and Strategy Group.

Joyce is also the Chair of the Association of Malawians in Scotland and Executive Member of Fair Trade Scotland.

Joyce says about this work to end homelessness and destitution among people with no recourse to public funds:

"I never thought I could see this happening in the year 2021, when we have people who have experienced great trauma that could kill the strongest among us, it is inhumane for such survivors to be retraumatised over and over again.

We need to look deep into our conscious and see how bad NRPF is; we are all human...be kind. Tomorrow you might need another human being to uplift you."



Alice Castelnovo

My name is Alice. I come from the north of Italy, and I moved abroad four years ago, firstly to Ireland and then to Edinburgh, Scotland.

I moved with my partner, as we discovered in Italy that we couldn't find the opportunities that we were looking for. This was not a simple choice for us to make, but now I am glad that we made this decision, and I am grateful to the countries that have welcomed us.

In Italy, I studied Social Intervention Management, and just over one year ago, I finally found an opportunity to work in this field. Whilst employed with Streetwork as a Support Worker, I have forged strong relationships with the Roma/Romanian community. I work as part of an outreach team, where our main focus is finding suitable

accommodation for clients that are rough sleeping. In addition to sourcing accommodation, we offer a range of other support, including accessing medical treatment, financial support, facilitating learning and assisting with improving life skills.

Every day I support people that, like me, have arrived from another country. Being an immigrant helps me to understand the people that I work with. I understand their difficulties in starting a new life.

A few months ago, my role became mainly focused on clients with No Recourse to Public Funds (NRPF). I started to study Romanian to improve my communication with them. Working with clients with NRPF is difficult and every day there are new challenges to face, but I always try my best to reassure them that they are not alone.

1.2 A fair way forward in Scotland

"I feel welcome here, this feels like home"

If we view the problem through a human rights lens, we can see just how unacceptable the problem is.

If we view the problem through an evidence lens, we can see that it is a relatively small and solvable problem in Scotland.

The problem is destitution-by-design, a deliberate set of conditions imposed on some people who want to make Scotland their home but are given no recourse to the resources and support they need to do that.

A change to this UK policy could remedy the situation overnight. Indeed, the public health implications provided a temporary respite during the coronavirus pandemic, which has motivated a higher ambition and lower tolerance of this issue in Scotland.

Until that policy change happens, if it ever does, we want to design-out homelessness and destitution in Scotland and deliver a fair way forward. This is our method.

1.3 About this delivery plan

Fair Way Scotland is action 3 of the Scottish Government and COSLA [Ending Destitution Together Strategy](#) published in March 2021. It sets out the national approach to mitigating and preventing destitution and protecting the human rights of people with No Recourse to Public Funds (NRPF) in Scotland.

Here, we provide a 5-year delivery plan for helping to design-out destitution by providing accommodation pathways and support to people with NRPF who are at risk of homelessness and rough sleeping. It particularly provides new ways of working collectively to assist people who do not have statutory entitlements to support from local authorities and to make sure that no one is left destitute because of their immigration status.

Importantly, this is an action learning partnership and plan. We acknowledge the many unknowns and uncertainty around the scale and conditions of this issue and the baseline assumptions we have made. This is why we centre the role of monitoring and evaluation with an emphasis on continuous learning to test and adapt as we go.

2. Who we are and why

When we say 'we' throughout this document we mean a unique public, third and academic sector partnership alongside people with direct experience of the asylum and EU settlement processes. Together, we present this 5-year delivery plan that will proactively design-out homelessness and destitution and protect the human rights of people with no recourse to public funds in Scotland.



2.1 A multi-sector collective

The Everyone Home collective is a third and academic sector response to the coronavirus pandemic, currently 35 organisations working together to mitigate the impacts of the pandemic on people at risk of or experiencing homelessness. One of the methods adopted by the collective was a series of route-maps; a problem-solving approach to cut through the information and opinion on the 'big questions' and provide a way forward.

In the backdrop of public health legislation enabling a temporary respite in the conditions that create destitution among people with No Recourse to Public Funds (NRPF), the second route-map published by the collective outlined how we could end homelessness and give effect to Scotland's human rights obligations. The [route-map](#) also provided a definition of what NRPF is, who it affects, the impact it has and the reserved policy context that creates it.

The route-map was endorsed by Scottish Government's Homelessness Prevention and Strategy Group in July 2020 and the COSLA Community Wellbeing Board in September 2020.

Scottish Government appointed Homeless Network Scotland to facilitate the [Scottish approach to service design](#) to turn the route-map into a practical delivery mechanism that aligned with two key Scottish Government and COSLA strategies – [Ending Homelessness Together](#) and [Ending Destitution Together](#). Our design challenge was:

To create a costed delivery plan to end homelessness and destitution and protect people's human rights. To co-design a Scotland-wide network and infrastructure to ensure that people with no statutory entitlements have a safe place to stay with access to support and advice.



Our process included:

- Participatory workshops with key cross-sector experts to draw from professional and personal knowledge and insights (see our design team at appendix a).
- Mapping the range of existing services, designing to fit gaps and profiling the demographics of service use, service capacity, cost and funding.
- Identifying a structure for local and national governance, shared learning and benchmarking practice.
- Developing a costing and funding strategy based on a starting point and incremental growth phases. Presenting our ideas to the Association of Charitable Foundations.
- Designing a comprehensive monitoring, evaluation and learning framework.

2.2 Lived experience leadership

Our design team included 4 co-facilitators with experience of the asylum or EU settlement processes in Scotland: Alice Castelnovo, Mengistu Gurmu, Joyce Juma-Phiri and Madhi Saki.

Together we framed our lines of enquiry to discover what matters most to people who are currently affected by NRPf conditions. We collaborated over 3 workshops to determine:

- Who we needed to consult with to shape the Gateway.
- How to capture conversations in the different ways they would take place.
- What to focus on; the contribution to the process we could invite from people that would be the most valuable and make the biggest impact.

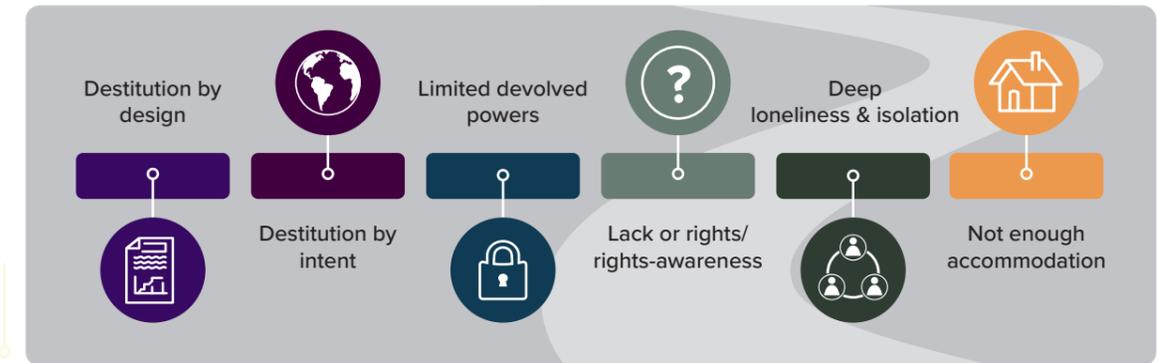
Each co-facilitator then consulted with people they know and asked the following of their experiences across 4 service components: accommodation, support, advice and essentials:

- What was the best example of this that you've experienced and what made it so good?
- How did you find the service and decide to use it?
- Was there anything you couldn't access that would have made a big difference to you?
- If you were unable to access services, what did you do instead?

Over 20 responses were gathered and analysed to shape the design of the Gateway (section 3 and 4) and ensure that the touchpoints we have included (section 4) are grounded in the reality of people's experiences in Scotland.

This consultation also enabled us to develop our Future People (section 3), with facilitators sharing their knowledge of the people they support to design profiles that represent the common experiences of people with NRPf in Scotland.

2.3 Our problem statement



The problem can be summarised as:

- **Destitution-by-design:** people are destitute as a direct result of UK policy, without the means to meet basic needs and prohibited from accessing mainstream benefits including Universal Credit, local authority housing allocations and homelessness services.
- **Destitution-by-intent:** destitute as a result of being trafficked for forced labour, forced criminal acts or sexual exploitation. As well as risks to personal safety, escape or rescue from traffickers creates the additional risk of rough sleeping and destitution.
- **Limited devolved powers:** to provide support beyond local authority safeguarding duties to assist children within families with NRPf and adults with eligible care needs typically under the Children (Scotland) Act 1995 and Social Work (Scotland) Act 1968 (and beyond the pandemic health response).
- **Lack of rights and awareness of rights:** legal situations are often unresolved due to complexity of immigration rules, inability to evidence entitlements and rights, individual circumstances as well as gaps in access to specialist legal advice. Supporting key workers to be 'rights-aware' in relation to all NRPf groups.
- **Loneliness and social isolation:** impacting at individual and community level. Many people are experiencing deep loneliness and isolation, adding to the stress of their situation and affecting health and wellbeing.
- **Not enough accommodation:** the normal housing options are not available and there is a lack of good quality, community-based accommodation that people with NRPf can access. This is the most urgent gap, the area where the Scottish public sector cannot legally intervene and in the backdrop of housing market pressures in some areas.

2.4 Our theory of change

This is the potential for change:

- **With a housing options approach that values community-based connections**, we can help to ensure nobody in Scotland is homeless.
- **By providing a coordinated gateway to a safe destination**, we can increase regularisation (legal status) and reduce the time spent without access to public funds.
- **Through a system of services and a support infrastructure**, we can raise the safety net and design-out destitution among people with no recourse to public funds in Scotland.
- **By creating an integrated service model**, we can ensure that every person has a safe place to stay with access to specialist advice, legal advice, support and advocacy.
- **By creating a systems approach**, we can share the responsibility more widely and hold ourselves more accountable for ensuring that nobody in Scotland is destitute.
- **By creating a strategic service response**, we can provide stronger evidence to influence UK-Government policy decisions that would prevent the need for it at all.
- **By integrating a monitoring, evaluation & learning framework**, we will ensure stakeholders know what we are learning, the adaptations we are making and the impact we are having.





3. Fair Way Forward

This is our fair way forward. It is a new system and service design to end homelessness and destitution and protect human rights in Scotland. A fair way forward so that people with no rights to housing, benefits or local authority support, as a result of UK-policy, have a safe place to stay with access to essentials, support and advice. This is the scope and opportunities, the outcomes we aspire to and the values that will direct us.

Note on people seeking asylum

All people who are seeking asylum have no recourse to public funds and instead basic support and accommodation is provided by the Home Office.

This support is provided to people with ongoing asylum claims and those who meet the 'Section 4' criteria after their claims have been refused and have exhausted their appeal rights. People have to pass the Home Office destitution test before they are given support; this is very restrictive and leaves many people unable to access any support or accommodation.

The Gateway will raise the safety net for people seeking asylum with no statutory entitlements at all and as a priority connect or reconnect people with section 4 support where possible.

3.1 Scope of the Gateway

Having no recourse to public funds is for most people a temporary experience. NRPF is part of a suite of UK Government policies and applies to:

- People seeking asylum, with the most negative impact on people who are considered appeals rights exhausted ('ARE').
- Some people with insecure immigration status.
- Some people with discretionary leave to remain in the UK.
- Most non-EEA (European) migrants, as a visa condition.
- Some EEA nationals who do not hold settled status under the EU Settlement Scheme (EUSS).

See our [route-map](#) for further examples of these situations.

The Gateway will raise the safety net and provide an integrated service (see 4.2) for people with no statutory entitlements at all. There are 3 groups of people this is most likely to affect (see appendix b: destination gateway) and this is estimated to be around 500 people at any one time, across all parts of Scotland (see 4.4). The Gateway will also connect people who have statutory entitlements but don't know they do or have been wrongly told they don't.

It is a Gateway to a safe destination. This means we will provide a forward-facing and integrated service until (i) status is legally resolved to gain or re-gain access to public funds (including to section 4 support) or (ii) re-connection with a person's country of origin, or another country, is made with a forward plan in place to ensure destitution is not experienced in another place

3.2 Opportunities to build from

Why us, why now? There are a number of reasons why the new Gateway in Scotland could provide a blueprint for other areas, with opportunities aligned and the wind in our sails:

- **Big partnership:** a connected and committed collective across the third, academic and public sectors in Scotland.
- **Our readiness:** a comprehensive service and system design process culminating in this 5-year delivery plan.
- **Pandemic experience:** higher ambition and lower tolerance for NRPF destitution. If not now, when?
- **A pathfinder:** the smaller scale in Scotland can help test a new approach and share learning across the UK. Joseph Rowntree Foundation helping to draw out learning.
- **Lived experience leadership:** building from connections made during the design phase to ensure collective leadership going forward.



3.3 Outcomes we aspire to

The primary outcome is to:

- Prevent and relieve homelessness by providing safe accommodation.

And by working together we will:

- Prevent and relieve destitution.
- Enable access to legal advice and advocacy.
- Provide access to wider practical and emotional support.
- Support wider health and wellbeing.
- Support opportunity, including employment.
- Provide access to meaningful activities in the local area.
- Enable participation in the design and delivery of Gateway services.
- Increase regularisation (legal status) with access to public funds.

3.4 Values that will direct us

Person Led

We are trauma informed and build from strengths with choice and control to reach a safe destination

I would like to be able to speak in my language because the translation is not able to tell everything that I want to say

Preventative and Proactive

We actively seek to prevent homelessness and destitution and improve people's circumstances

They came to me, and I liked the fact that they came to me and not the opposite.

Community Centred

We value mainstream housing and connections in community settings

I feel welcome here... I feel like this is my home

Integrated and Connected

We deliver a strategic service response that supports housing, opportunity and wellbeing

I wanted to have money or accommodation. But nobody helped me, probably because I didn't know anybody and nobody knew me

Fair and Equal

We are informed and sensitive to inequalities and ensure people can exercise their rights

A chance to think peacefully about what I want to work on next

3.5 Human rights framework

We want to give effect to Scotland's international human rights obligations. This means placing Fair Way Scotland and the service Gateway within a human rights framework.

The Scottish Human Rights Commission is an independent public body accountable to the people of Scotland through the Scottish Parliament and exists to promote and protect human rights for everyone in Scotland. The rights of migrants, refugees and people seeking asylum in Scotland is a priority theme for the second [Scottish National Action Plan on Human Rights](#) to 2030 and we will connect the Gateway with that forward plan.

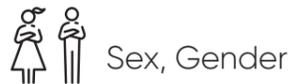
The right to adequate housing is recognised as part of the right to an adequate standard of living in the 1948 Universal Declaration of Human Rights and in the 1966 International Covenant on Economic, Social and Cultural Rights. However, the right to adequate housing is not currently enforceable in Scottish courts.

Recent caselaw confirmed a human rights obligation on the state under Article 3 of the European Convention on Human Rights to take proactive steps against inhumane and degrading treatment, which can enable on occasion that accommodation be provided for people with NRPF. This is currently among the considerations of the Scottish Government [national task force](#) for human rights leadership.



3.6 Impact on equalities

The Gateway will give regard to the same protections and considerations set out in the Equality Act 2010. We recognise that some groups of people will be more at risk of NRPF destitution and that some people will be disproportionately impacted as a consequence of characteristics named in the Act:



Sex, Gender

- Lack of gender sensitive services, safe and appropriate housing options with a trauma-informed approach.
- Prevalence of domestic abuse affecting women and gap in service provision for BAME women affected by gendered abuse.
- Access to interpreters for vital appointments (e.g. legal and medical) is constrained generally and often not gender sensitive.
- Men especially are at increased risk of suicide ideation or attempts.
- Different touchpoints to awareness, engagement and use of the Gateway will be evident.



Age

- There are local authority safeguarding duties to assist children within families with NRPF and adults with eligible care needs under the Children (Scotland) Act 1995 and Social Work (Scotland) Act 1968.
- Financial hardship for informal and gig economy workers, with no/few protections in employment law and more likely to be younger or from an ethnic minority.
- Wi-Fi and data important for everyone and especially among young people to keep connected.



LGBTQ

- A contributing factor to seeking asylum or settlement is where people no longer feel safe because of who they are or what they do or believe, including their sexual orientation or gender identification.
- In the general population, LGBT people are around twice as likely to report symptoms of poor mental health and have around 1.5 times higher prevalence of depression and anxiety disorders.



Health & Wellbeing

- Local Authorities can and in some cases must, under statutory safeguarding duties, assist vulnerable adults; this is subject to a human rights assessment which considers whether people can return to their country of origin to avoid destitution.
- **Mental Health:** previous experience and increased risk of trauma and impact on mental health and the need for counselling support in first language.
- **Physical health:** instances of poor physical health, including addiction and the need for therapeutic and rehabilitation support and services for some people using the Gateway.

- **Physical disability:** providing adaptations as required in accommodation and easing access to support and advice services.
- **Learning disability:** requires support staff to have clear understanding and awareness, which may be hidden within language and translation barriers and with people having difficulty communicating their aspirations.



Race & Nationality

- A contributing factor to seeking asylum is where people no longer feel safe because of who they are or what they do or believe, including their race.
- There is a higher prevalence of poverty in some minority ethnic groups and higher rates of underlying illness.
- For some people, communication barriers in housing, health and social care settings because of language, stigma, prejudice or other cultural differences can prevent or delay positive outcomes.
- Ensure interpreters are funded and available for any legal/medical appointments and that the tech can support three-way engagement. Need to ensure multilingual information on rights and options is distributed.
- Awareness of subliminal racism from services, or from local communities where people are resettled should be constantly developed and workforce trained.



Religion, Belief

- A contributing factor to seeking asylum is where people no longer feel safe because of who they are or what they do or believe, including their religion.
- Core belief differences among the population can be exacerbated by congregate living and stressful past experiences and current circumstances.
- Potential for minority beliefs to be exposed, undermined or in worst cases receive verbal or physical abuse.



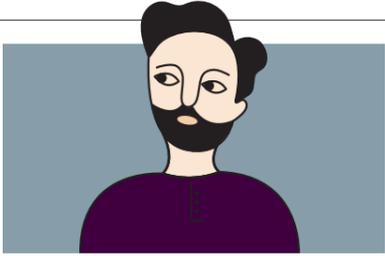
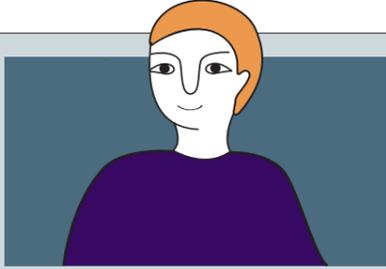
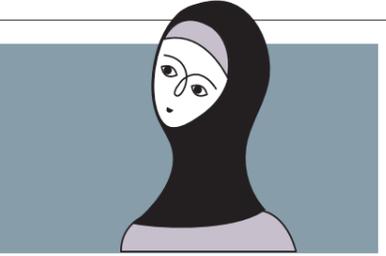
Pregnancy, Maternity & Caring

- Local Authorities can and in some cases must, under statutory safeguarding duties, assist pregnant women and destitute families with children; this is subject to a human rights assessment which considers whether people can return to their country of origin to avoid destitution.
- Risks to health and wellbeing of women and interrupted access to pre, ante and postnatal care.

3.7 Who will use the Gateway

Our **Future People** are hypothetical cases based on what we know about people’s experiences. They represent some of the characteristics of people who might use the new Gateway and are based on insights that our co-facilitators have drawn from interviews with people living with NRPf conditions and from the JRF [Destitution in the UK](#) research.

By creating these personas, we can better demonstrate and anticipate people’s goals, experiences, behaviours and preferences. And be better equipped to support the Gateway services, interactions and journeys.

					
Age/Gender	37 / male	54 / male	25 / male & 28 / non-binary	41 / female	32 / female
Status	NRPf ('ARE')	EEA National (no settlement status)	NRPf ('ARE')	NRPf (other)	NRPf (other)
Housing Option	Option 3 NRPf shared/supported	Option 2 Hosted by community	Option 1a: Social Housing (shared)	Option 1b Social Housing (single)	Option 4 health & social care, shared
Expected time in Gateway	> 1 year	< 3 months	3-12 months	3-12 months	3-12 months
About Me	I have met some friendly people, but I never feel safe. I am very down at times because I do not speak good English. I feel ashamed that I have not found a better life here and am embarrassed to tell my family back home. Reading and writing helps a lot and gives me hope	I have been living in Scotland for 8 years, working in skilled construction across the north of Scotland. I love my job but was made redundant during COVID then lost my flat. I don't really know my rights to live and work here now because of changes brought on by Brexit.	We were forced to leave our home country because it is forbidden to be a gay couple. We just lost an appeal to build our lives here and are in shock. We use my mobile for everything: keeping connected to friends back home, using maps and researching who can help us.	I joined extended family members who had stayed in Scotland for some time. I am living in my uncle's flat, but I am not welcome there anymore. I am quite shy and like to keep to myself. I want to practice as a nurse but qualifications I have are sadly not recognised here.	I came to Scotland on a spouse visa. My husband is angry and abusive toward me and controls what I do. I'm planning to leave. I need to get back on my feet and feel confident again. I think I would feel safest staying somewhere that has on-site support for a while
Goals	To be independent and be allowed to work again so I can prove that I have something to offer.	Just a job and place to live so that I can stay here. But I do want to start my own firm one day.	To get legal advice and remain here. To travel around Scotland as we hear it is beautiful!	Get my own visa to stay and retrain for the qualification that will enable me to be a nurse here.	To feel safe and strong again. I'd love to meet other women in the area to spend time with.
Integrated Response Needed: 1 (light touch) to 5 (urgent and/or comprehensive)	Accommodation 5 Essentials 3 Support 3 Advice 5	Accommodation 5 Essentials 2 Support 1 Advice 5	Accommodation 5 Essentials 4 Support 3 Advice 5	Accommodation 4 Essentials 3 Support 2 Advice 4	Accommodation 5 Essentials 5 Support 4 Advice 4



4. how we will deliver it

We will provide a practical delivery vehicle for action 3 of the Scottish Government and COSLA 'Ending Destitution Together' strategy. We will connect and consolidate existing and new services needed to create a connected and system response to NRPF destitution in Scotland. We will deliver an integrated service model and align with the 5 regional structures for housing options and homelessness. And we will augment the capacity of the Gateway incrementally, with linked resources, until it is at optimum scale.

4.1 A systems approach

A systems approach enables us to look at the problem of NRPF destitution through a broader lens than a single service response. With a systems approach, we can improve overall journeys to increase meaningful interactions and reduce unsatisfactory ones. The overall aim is to achieve a safe place to stay while a safe destination is secured for everyone as quickly as possible (see appendix c: destination gateway).

A systems approach shares the responsibility widely and holds us all more accountable for ensuring nobody in Scotland is homeless or destitute as a result of having no recourse to public funds. It also shares and reduces the risk for funders and investors in the Gateway.

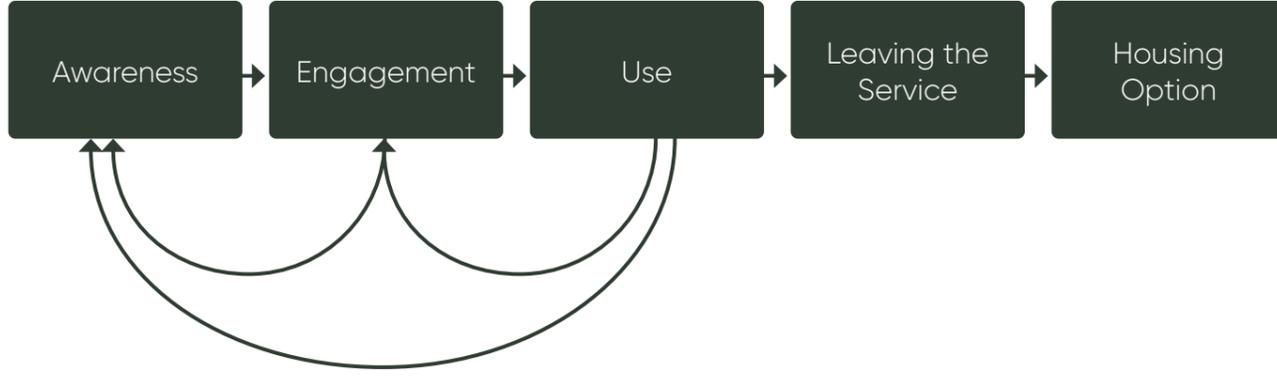
A systems approach connects and consolidates existing services, and new services that are needed to fill gaps; a service mapping helped determine this and is illustrated in appendix b: service mapping.

This represents specialist services currently available, although people will also access wider services, for example foodbanks, day centres, libraries etc, that are not listed here. The gaps in services identified through this process are what make up our integrated service approach described at 4.2.

A system approach also raises and strengthens the safety net by connecting people and focusing on touchpoints between services.

What is a touchpoint?

We describe this as any interaction (including encounters where there is no physical interaction) that might alter the way that a person experiences and interacts with a service at any point of their journey through the Gateway.



Returning to our **Future People**, we can illustrate how a systems approach with coordinated touchpoints can help raise the safety net to design-out NRPF destitution in Scotland:

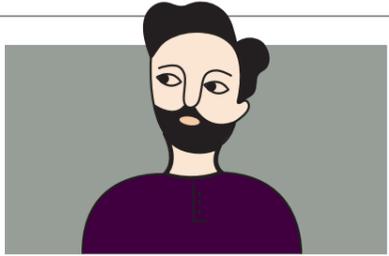
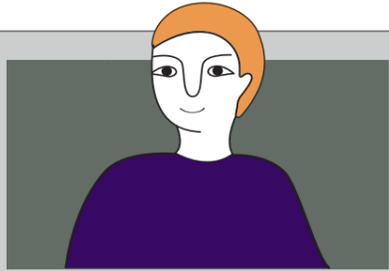
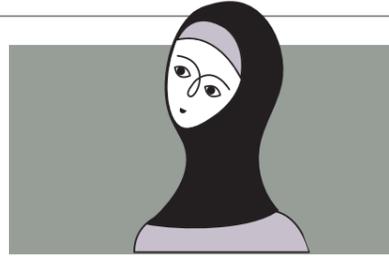
					
Gateway Touchpoints	<ul style="list-style-type: none"> • Refugee Organisation • Housing Option • Immigration Solicitor 	<ul style="list-style-type: none"> • Homeless Charity • Gateway worker • Housing Option • Community Pantry Group 	<ul style="list-style-type: none"> • Gateway Online • Library • Housing Option • Legal Advice • Outreach support 	<ul style="list-style-type: none"> • Gateway Online • Info Leaflet • Housing Option • Legal Advice • Outreach support 	<ul style="list-style-type: none"> • Place of Worship • Refugee community organisation • Info Leaflet • Housing Option • Legal Advice
Awareness	I first became aware of the Gateway services through a refugee organisation.	Went to a homeless charity for advice and they connected me to the Gateway.	We found the Gateway online after searching for help with our situation.	My cousin had heard about the Gateway and downloaded some information.	I found a leaflet about help for women in my place of worship. I used the number to call
Engagement	Gateway local coordinator came to see me. She made me feel very welcome and showed me how I could sign into one of the computers and help myself to tea and biscuits	Case worker phoned me and asked me about housing and what would work best. I was really keen for cheap lodgings so I can stay in this part of Scotland and find work again	The chat bot was really easy to use and was able to direct us to an online welcome form in our own language. Within 24-hours we were connected with a case worker.	I phoned them and we arranged to meet in a local café. A support worker took my case and listened to the research I had done on how to qualify to work as a nurse again.	The women's group connected me with the Gateway and have stayed in touch. I feel supported now and can see that I have options and various agencies are connected up
Use	I'm now staying in the NRPF shared accommodation. The people are great that work here. They think I'll be able to get section 4 support sorted soon, then claim for asylum. There's men here around my age that speak my language	A couple have put me up in their spare room. I've told them I'll be gone as soon as I find work, they said no rush. We ask each other lots of questions about our countries! Worker has helped me to get settled status here too.	He was very helpful and drove over to meet us in our local library. We said we will go anywhere but together. Now in a flat share with people we know and in our own room which helps my partner's health. An appeal has been lodged.	They asked me about areas, and I said if possible to stay nearby, as it's where I've put down roots. I've now got a small flat on the top floor. I've had great advice to sort my visa and if I get a job might be able to keep this flat.	The Gateway have arranged me a place in a women's supported housing project. There is someone there all the time which makes me feel safer. They have also linked me in with legal advice and they think I will get my own visa.

Table: Future People – system touchpoints

4.2 An integrated service approach

This means everyone gets offered a complete package to resolve their homelessness and destitution and get access to a safe place to stay, support and advice. This integrated service will be underpinned by the values at 3.4. The integrated service response has 4 parts:



More About Accommodation

5 housing options with a focus on mainstream housing in ordinary, community settings.

Everyone has access to accommodation that is safe and secure, which provides peace of mind and upholds the principles of dignity and privacy:

- **Option 1: Social Housing (shared)**
Mainstream flat share. Charity in the Gateway consortium will hold tenure or lease, or own the property.
- **Option 2: Social Housing (single)**
Mainstream flat, single occupancy. Used less frequently and on occasions where it is not desirable or possible for someone to share. Charity in the Gateway consortium will hold tenure or lease, or own the property.
- **Option 3: Community Hosting**
Room in a privately owned home. Charity in the Gateway consortium will manage a community hosting project.
- **Option 4: Supported, shared building (NRPF non-regulated)**
Existing Glasgow-based building for men seeking asylum who are destitute. As an asylum dispersal area, it is intended to retain this resource in Glasgow.
- **Option 5: Supported, shared accommodation (health & social care)**
Spot purchasing rooms in existing supported accommodation in the homelessness sector, or across other health and social care supported housing, including residential rehabilitation. The provider may or may not be part of the Gateway consortium.

More About Support

Practical, social and emotional support that is person-led, flexible and trauma-informed.

Some Gateway consortium members may be regulated by the [Care Inspectorate](#) and meet the standards for housing and other support services as prescribed. Others may not have all or part of their service regulated in this way to safeguard efforts to secure recourse to public funds. In all cases, Gateway consortium members will share the values at 3.4.

A trauma-informed [practice toolkit](#) has been developed as part of the National Trauma Training Programme, to support all sectors of the workforce, in planning and developing trauma informed services.

Gateway case management and support will be provided on an outreach basis for housing options 1-3, either at the person's safe place to stay, or in an ordinary community setting. Support will be provided on-site for housing options 4-5. In both cases, the support will be provided for as long as is needed and is flexible enough to work with people at different levels of intensity based on their individual situations and experiences. This includes people choosing not to accept support or deciding they no longer need it.

In a small number of cases, intensive support for mental health and/or addictions will be needed, and the Gateway consortium will decide to access or purchase specialist support including therapeutic and rehabilitation services. The Gateway will also establish referral pathways to local authority social work assessment and support where that is needed.

In all cases, support will be available until a settled outcome and safe destination is secured, however long that takes, and will have a strong focus on supporting community connections and combating social isolation. By agreement, there may be some check-in after the person has left the service.

Ensuring people have access to living essentials will design-out destitution, with a personal budget available in cases when essentials cannot be accessed.

We have identified the importance of support that helps people to 'do' not just be advised; for example advice will tell you which form to fill, support will help you fill it out. And provide rapid access to translators and translated information packs.

We will also create structures for people to be involved as much as they want in the design, delivery and evaluation of the Gateway.

More About Advice

High quality legal advice and representation with rapid access.

The purpose of making more advice available is about regularising status (giving legal status) where possible in order that people can access mainstream housing services and to establish other entitlements such as access to benefits.

We will create more capacity for specialist advice, legal advice, support and advocacy to secure status or reconnection with country of origin. And work with Scottish Government and COSLA to contribute to the Ending Destitution Together Strategy to identify the range of advice needs people using the service have, build understanding of the advice services that people find most helpful and find practical ways to scale-up access to these services across Scotland.

Advice work needs to meet OISC level 1 or 2 registration and especially to fill gaps in initial advice during the early stages of being appeal rights exhausted and refused asylum.

Additional capacity for legal diagnostic via solicitors will also be created. Legal aid provision for immigration advice in Glasgow means that most people will be registered with their solicitors.

They will however need case managers who understand the immigration system to help them understand asylum refusal and help them liaise with their solicitors to work out their next legal options.

For EEA nationals who do not hold settled status under the EU Settlement Scheme. This includes EEA nationals arriving from 1 Jan 2021 who are either visitors or will have to hold a visa with NRPF attached to it. There are also current issues and lack of clarity around entitlements of people with pre-settled status.

We want to build a team of holistic support staff who can also provide personal and emotional support combined with specialist advice and case management. However, this will be developed over the early phases to build staff capacity and knowledge.

More About Living Essentials

Design-out destitution with an inventory of essentials and access to a personal budget so people can live with dignity and make choices.

Everyone has personal access to food, clothing, medicine, sanitary and washing facilities. Everyone has a personal digital device to stay in touch with social networks and services, with access to electricity to charge devices. Everyone has access to public transport.

We will work with Scottish Government and COSLA contributing to the 'Ending Destitution Together' strategy to develop better access to available financial assistance such as crisis grants to improve living standards and to establish access to welfare entitlements where that is possible.



Time Period

Anticipating a time-period required to achieve a settled outcome and a safe destination is important as it will influence Gateway options and choices.

It is also possible to estimate in cases that are linked to familiar processes that can be roughly quantified – for example, appeals and applications.

When people access Gateway services, we will capture whether the integrated service is needed for

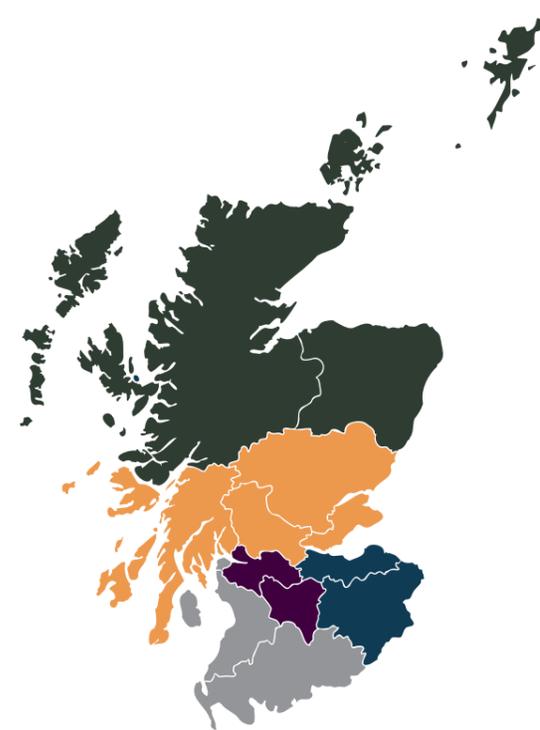
- (i) less than 3-months
- (ii) 3-12 months or
- (iii) over 1 year.

We will learn more about this through the action learning approach.

4.3 A structured approach

The Gateway will engage and deliver locally, plan and coordinate by hub-area, provide national governance and create a structure for UK-wide innovation and learning.

With a housing options approach that values mainstream and community-based housing, we can also align with Scotland's homelessness policy and harness existing structures. We will adopt a 5-region framework aligned with the planning structures of 5 Housing Options Hubs:



North & Islands Hub

- Highland, Aberdeen City, Aberdeenshire, Eilean Siar, Moray, Orkney Islands and Shetland Islands.

Tayside, Fife & Central Hub

- Perth & Kinross, Angus, Argyll & Bute, Clackmannanshire, Dundee City, Stirling and Fife.

West Hub

- East Dunbartonshire, East Renfrewshire, Glasgow, North Lanarkshire, Renfrewshire, South Lanarkshire, West Dunbartonshire.

Edinburgh, Lothians & Borders Hub

- City of Edinburgh, East Lothian, Falkirk, Midlothian, Scottish Borders and West Lothian.

Ayrshire & South Hub

- North Ayrshire, Dumfries & Galloway, East Ayrshire, Inverclyde and South Ayrshire.

The Gateway planning and delivery functions will be structured across 4 levels as follows:

Community Level	Hub-Region Level	National Level	UK Level
Housing Option	Area Coordinator	Consortium and single point of Gateway entry	Expert Steering Group
Integrated support, advice and advocacy	Reporting to Housing Options Hubs	Governance Group	
Community connection activities and essentials		Monitoring, Evaluation & Learning Infrastructure	

4.4 A phased approach

Our working baseline, to be tested, is 500 people with no statutory entitlements **at any one time** in Scotland who need a safe place to stay. This is drawn from bespoke analysis by Heriot-Watt University of the dataset used for the Joseph Rowntree Foundation [Destitution in the UK](#) research:

HUB	TOTAL	NRPF ('ARE')	EEA	Other NRPF
West	220	130	70	20
Tayside, Fife & Central	50	15	30	5
North & Islands	70	35	30	5
Edinburgh, Lothians & Borders	130	40	80	10
Ayrshire & South	30	10	15	5
TOTAL	500	230	225	45



Our design process weighted the housing options by Hub region. This represents the Gateway when operating at full capacity, based on the early assumptions that will be tested as we go:

HUB		 Social Housing Shared Flat 360	 Social Housing Single Occupancy 21	 Community Hosting 60	 Supported/Shared NRPF non-regulated 12	 Supported/Shared (Health & Social Care) 47
West	220	168 (48 flats)	10 (flats)	20 (1 project)	12 (1 project)	10
Tayside, Fife & Central	50	44 (22 flats)	2 (2 flats)			4
North & Islands	70	44 (22 flats)	2 (2 flats)	20 (1 project)		4
Edinburgh, Lothians & Borders	150	80 (40 flats)	5 (5 flats)	20 (1 project)		25
Ayrshire & South	30	24 (flats)	2 (flats)			4



Phasing

Fair Way Scotland will have four incremental phases toward achieving an integrated service model for what we believe is around 500 people at any one time affected by NRPF destitution. This is the capacity we believe is needed and we will learn more about this number as we go.

By mobilising together, our robust monitoring, evaluation and learning framework (see section 6) will start and continue to test and improve those assumptions.

Stepping up to the next phase will be dependent on:

- **Resources** we secure
- **Effectiveness** of our delivery
- **Strength** of our relationships
- **Robustness** of our assumptions
- **Adaptability** to changing factors

The leading measure is the total accommodation capacity in the Gateway, along with throughput that enables everyone to have a safe place to stay. The phases and timescales below are indicative and subject to ongoing review:

Phase 1: Mobilise
January to June 2022

Resources	<ul style="list-style-type: none"> ● Progress current leads for grant and trust funding. ● Create additional leads for BITS funding (section 5). ● Information event with SFHA on role of social housing. ● By area prioritisation – Hub, local authority, community. ● Extend housing options by 10. 		
Recruitment	<ul style="list-style-type: none"> ● Develop job descriptions for support and specialist case management staff. 		
Delivery	<ul style="list-style-type: none"> ● Existing delivery continues: accommodation, information, advocacy and support. ● Accommodation capacity increased with a small pilot with RSL ambassadors, approx. 10 places. ● Gateway consortium conversations develop. ● Sub-letting approach designed. ● Design gateway entry/referral mechanism for consortia. 		
Communication	<ul style="list-style-type: none"> ● Summary version of this plan/statement of intent – translated versions. ● Undertake ‘Frameworks’ framing exercise of NRPF destitution. ● Gateway digital presence, online entry/referral form. ● Connect with Housing Options Hubs. 		
Monitoring, Evaluation & Learning	<ul style="list-style-type: none"> ● Appoint MEL infrastructure. ● Quarterly connect event for key stakeholders. ● National Governance Structure established. ● Design user profile and outcomes evaluation indicators and measures. ● Develop economic analysis framework and integrate required indicators into research instruments. ● Core training programme developed and designed. ● Undertake a full risks and issues analysis 		
Accommodation Capacity %	<table border="1" style="width: 100%;"> <tr> <td style="width: 70%;">Approx. 35-45 Existing capacity (25-35) + new capacity (10) this period</td> <td style="width: 30%; text-align: center;">7-9%</td> </tr> </table>	Approx. 35-45 Existing capacity (25-35) + new capacity (10) this period	7-9%
Approx. 35-45 Existing capacity (25-35) + new capacity (10) this period	7-9%		

Phase 2: Start-up

July - December 2022 (half year) (year 1)

Resources	<ul style="list-style-type: none"> Secure 2022 funding, target 3+ years. Create additional leads for BITS funding (see section 5). 6-monthly update event with SFHA on role of social housing ambassadors. 	
Recruitment	<ul style="list-style-type: none"> Recruit fundraising consultant. Practitioner recruitment in line with accommodation capacity secured. 	
Delivery	<ul style="list-style-type: none"> Existing delivery extends: accommodation, information, advocacy and support. Increase accommodation capacity. 	
Communication	<ul style="list-style-type: none"> Use new framing to design and launch public interest appeal. Connect with Housing Options Hubs. 	
Monitoring, Evaluation & Learning	<ul style="list-style-type: none"> Quarterly connect event for key stakeholders. Monitoring data collected and analysed. Develop qualitative research instruments for national key stakeholder, service manager and frontline staff interviews and focus groups. Develop qualitative research instruments and sampling strategy for service user interview. Interim evaluation report 1. 	
Accommodation Capacity %	<p>Approx. 75-100 Starting capacity (35-45) + new capacity (30-65) this period</p>	<p>15-20%</p>

Phase 3: Step-up

January 2023 - December 2024 (Years 2-3)

Resources	<ul style="list-style-type: none"> Secure 2023 funding, target 3+ years. Create additional leads for BITS funding (see section 5). 6-monthly event with SFHA to support social housing ambassadors. 	
Recruitment	<ul style="list-style-type: none"> Recruitment in line with accommodation capacity secured. 	
Delivery	<ul style="list-style-type: none"> Existing delivery extends: accommodation, information, advocacy and support. Increase accommodation capacity. 	
Communication	<ul style="list-style-type: none"> Continue public interest appeal and conversations. Connect with Housing Options Hubs. 	
Monitoring, Evaluation & Learning	<ul style="list-style-type: none"> Quarterly connect event for key stakeholders. Monitoring data collected and analysed. Qualitative stakeholder and service user interviews. Interim evaluation report 2. 	
Accommodation Capacity %	<p>Approx. 200-300 Starting capacity (75-100) + new capacity (100-225) this period</p>	<p>40-60%</p>

Phase 4: Augment and replicate

January 2025 - December 2026 (Years 4-5)

Resources	<ul style="list-style-type: none"> Secure 2025 funding, target 3+ years Create additional leads for BITS funding (see section 5) 6-monthly event with SFHA to support social housing ambassadors. 	
Recruitment	<ul style="list-style-type: none"> Recruitment in line with accommodation capacity secured. 	
Delivery	<ul style="list-style-type: none"> Existing delivery extends: accommodation, information, advocacy and support. Increase accommodation capacity. 	
Communication	<ul style="list-style-type: none"> Continue public interest appeal and conversations. Connect with Housing Options Hubs. 	
Monitoring, Evaluation & Learning	<ul style="list-style-type: none"> Quarterly connect event for key stakeholders. Monitoring data collected and analysed. Qualitative stakeholder and service user interviews. Final Report 	
Accommodation Capacity %	<p>Approx. 400-500 Starting capacity (200-300) + new capacity (100-300) this period</p>	<p>80-100%</p>





5. How we will resource it

Securing backing from charitable foundations is key. We want to invite a strategic funding and learning partnership to test this approach in Scotland and how it might be replicated in other cities or countries. We want to invite a funding framework that safeguards people from homelessness, destitution and other harms and deprivations. Not all investment is monetary, we also want to attract diverse ambassadors, advisors to get alongside us.

5.1 Costing

The Gateway has been costed across 3-years, using early assumptions and aligned with the phasing approach outlined at 4.4. Our indicative and top-line cost is illustrated below, but will be subject to continuous review aligned with our monitoring, evaluation and learning framework (section 6) as assumptions on scale and delivery mechanisms are tested:

	Year 1	Year 2	Year 3
	30%	40%	60%
Accommodation	479,000	1,082,900	1,644,900
Support & Advice	747,731	1,642,415	2,471,312
Infrastructure & Digital	200,000	200,000	200,000
TOTAL	1,426,731	2,925,315	4,316,212

A description of these cost assumptions are as follows:

Accommodation

This includes rent, utility and furnishing costs for housing options 1 and 2 (social housing). Project and coordination costs for option 3 (community hosting), running costs for option 4 and spot purchase capacity for option 5.

Support, Advocacy and advice

This includes outreach support workers with a caseload equivalent of 1:20 and specialist case management and advice with a caseload equivalent of 1:50. Our integrated service model seeks to integrate these into holistic support and advice posts over the early phases, with training and support. This team would have access to dedicated time of solicitors in Scotland. A personal budget on average £50 per person per week is also included.

Infrastructure & Digital

This includes programme coordination, workforce training and development, fundraising and delivery of a comprehensive monitoring, evaluation and learning framework. Digital budget for Fair Way Gateway Online to be developed and maintained.

5.2 Delivery mechanism

A third sector consortium, Scotland-wide, would 'walk the walk' in terms of our ambition to deliver an integrated, systems approach and a strategic service response. This single structure would provide a single point of contact for referrals and introductions. It would also connect and work closely with statutory bodies to increase access to services where eligibility criteria allows.

A single structure would also provide a firmer foundation to attract investment and broader shoulders for funders to spread risk. This can be especially supportive of smaller organisations who may lack the capacity to bid for investment.

The consortium would be made up of existing specialist organisations who have intentions to extend or diversify their service. And other organisations that have not yet been involved but can align with the values and integrated service model outlined in this plan.

The consortium will connect more widely with community groups providing living essentials and the full range of health, social care and employability services that can help achieve a settled outcome and safe destination.

NCVO provide a 10-steps to consortium development [resource here](#).

5.3 In-kind investment

Delivering everything in this plan will need the type of investment that money can't buy. We need supporters and coaches – friends in places who can help make things happen. And we need advisors and teachers, clarifiers and reflectors.

We will welcome diverse support and resources, refining and framing our approach to this during our mobilisation phase.



BITS of Funding...

- **Business**
sponsorship, donations, in kind investment
- **Individuals**
membership, donations, events, legacies
- **Trusts & foundations**
philanthropic grants
- **Statutory**
UK, Scottish & Local Government
and
- **Social Enterprise & Investment**
self-earned income, revolving loans, Crowdfunder

5.4 BITS of funding

Business: sponsorship, donations, in-kind investment

There are several avenues for reaching business sponsorship and funding in Scotland, going directly to organisations that may wish to support people looking to make Scotland their home, engaging directly or through an intermediary. The potential for in-kind services to make an impact in this project is significant, in particular legal, financial and housing consultancy and advice services. A fundraising consultant, while incurring some costs, can be good value as large-scale, recurring sponsorship is dominated by the big UK charities.

Individuals: membership, donations, events, legacies

Scottish people were 12% more likely than the UK as a whole to have participated in a charitable or social activity, according to the [Charities Aid Foundation's Scotland Giving 2019 report](#), and trust in the third sector is also higher than in the rest of UK.

The CAF report highlights that the Scottish public continued to prioritise the same three causes across the last three years – children and young people (30%), medical research (28%) and animal welfare (24%) remain the top cause areas donated to in Scotland, providing a steer on what topics this project might focus its awareness raising activity.

Social action through **signing petitions and taking part in demonstrations** remained high in 2017; increased engagement in this way is trending, and young people, perhaps cash poor but motivated to drive change, were most likely to have signed a petition as a way of supporting a cause. This indicates that some form of direct participative opportunity would be effective in our early phases.

Trusts & foundations: philanthropic grants

Securing backing from charitable foundations will be fundamental to delivering this plan. The design team presented to the Association of Charitable Foundations and we have invited a strategic partnership with progressive funders who want to bring about a step-change in how Scotland ends destitution and how that learning can be shared across the UK. This strategic partnership will safeguard people who want to stay in Scotland from the harm of destitution, exploitation, health inequality and homelessness. And work towards influencing policy changes to tackle the root cause of destitution. We are encouraged to be having informal conversations with 3 key funders.

Statutory: UK, Scottish & Local Government

The UK government position on this issue is the root of concern meaning there is no funding available from that source. The Scottish Government has taken a different view, seeking to protect human rights and, along with COSLA, calling on the UK Government to end NRPF conditions. Immigration policy is a reserved matter and restrictions that apply to the allocation of public funds means that the Scottish Government cannot fund programmes in the traditional way.

Scottish local authorities are limited in their response due to the same legal constraints, although they do fund housing costs and financial assistance for people with eligible needs and fund wider support such as social work support, welfare advice and a range of other services that are not restricted under NRPF rules and will contribute to the Gateway locally.

There is expected to be a Scottish Government contribution to the costs of the programme.

Social Enterprise & Investment: self-earned income, revolving loans, crowdfunding

In recent years crowdfunding, or mass fundraising, has been successful in raising large amounts of money invested in preventing or alleviating homelessness in Scotland. There are multiple crowdfunding platforms in the marketplace, each with different qualities and features. Trust is a crucial element; people must feel confident entering bank details and personal information as the slightest hesitation at that critical point of commitment can lose the donation. All the evidence points to Crowdfunding campaigns being at their most effective in the first month of being set up.

Social impact bonds are a commissioning tool often to deliver outcomes other than pure financial return. Social Investors pay for the project at the start, and then receive responses based on the results achieved by the project. Alternatively, social investment in the form of repayable and revolving loans with low interest offers opportunities to be scoped by the partnership going forward.



6. how we will know if it's working

This has not been done before. This means designing from scratch an approach to monitoring, evaluation and learning that will help us test assumptions and understand what works and what matters. This needs an action learning and exploratory approach that learns and adapts as we go. We will support and develop a specialist workforce, proactively learn and improve together and share our learning across UK nations innovating to achieve better outcomes for people.



6.1 Monitoring, evaluation and learning framework

We have designed an integrated approach to monitoring, evaluation and learning (MEL). This will ensure all partners and funders know what we are discovering and how well we are performing:



- **Monitoring:** what we will regularly measure to better understand activity, resources and impact.
- **Evaluation:** what we will assess periodically, these are our key research questions.
- **Learning:** our continuous process of reflection and improvement based on information generated.

MEL matters because it helps us to demonstrate:

- **Accountability** to people using the Gateway, to partners and funders.
- **Quality assurance** on what is provided and how.
- **Continuous Learning** and an exploratory culture.
- **Motivation** that incentivises partners and funders.

6.2 Infrastructure partners

The responsibility for learning, monitoring and evaluation is shared by all the partners involved in the Gateway.

MEL infrastructure will be provided by Joseph Rowntree Foundation (JRF), I-SPHERE at Heriot-Watt University (HWU) and Homeless Network Scotland (HNS) working in collaboration (to be confirmed).

Infrastructure partners will create a safe space to identify what is working well, and what is proving challenging, for whom, and why; to support the participants and network generate data and evidence that generates valuable insight and learning, to improve policy and practice, and to share that learning more widely.

Specifically, HWU will design and deliver the research and evaluation, including data monitoring and cost benefit analysis (6.3-6.7). JRF will deliver a programme of action learning and influencing strategy and HNS will provide a coordinating, connecting and capacity building role (section 7).



6.3 Research aims and questions

The evaluation aims to document the Gateway programme's aims and theory of change, the outcomes achieved, its cost, the experiences of those who use pathfinder services, and operational lessons learned. This aim is underpinned by the following research questions:

- What are the key outcomes sought by and theory of change underpinning the Gateway programme?
- What is the scale and nature of the service network across the five hub areas and how do these evolve over the course of the Gateway programme?
- What factors have enabled or hindered the development of required services across the five hub areas?
- What is the level of demand for these services, and what is the profile of those using the services (in relation to gender, age, nature of NRPF status, support needs, etc.)?
- To what extent and how does the programme achieve its intended primary and secondary outcomes?
- Are there any unintended outcomes, positive or negative?
- Are people using the Gateway satisfied with it?
- What factors have facilitated or hindered the achievement of particular outcomes for people using the Gateway?
- How much does it cost to deliver Gateway services? What are the benefits? How do the benefits compare in value to the costs?
- What lessons might be drawn from the programme for Scotland and the rest of the UK?

6.4 Data monitoring

Quantitative data on Gateway service user profile and outcomes will be collected at point of service entry and point of service exit (or as near to both as possible). This entry/exit point approach reflects that length of service engagement is likely to vary substantially between services/ among service users (from short stays of several weeks, to much longer stays of many months), making pre-planned data collection points of limited use.

The entry questionnaire will cover key demographic characteristics (age, gender, country of origin),

prior accommodation status, legal/NRPF status, length of time in UK, level and sources of income, access to essentials, support needs, service use, health and wellbeing (using standardised validated measures, etc.).

The exit questionnaire will focus on outcomes measures to track changes in e.g. income source, level, health and wellbeing, legal status, move-on destination, access to essentials etc and facilitate economic analysis.

6.5 Process evaluation

The process evaluation will involve a series of qualitative interviews and focus groups with national-level stakeholders, frontline and managerial service staff, and people using the services, staggered across the first 3 years of the project.

One-to-one qualitative interviews will be undertaken with 60 people using the Gateway at two stages of the evaluation: beginning of year 2 and year 3.

These interviews will seek to capture people's experiences of accessing Gateway accommodation and support, and in particular how and why services have led (or failed to lead) to particular outcomes and how services could be improved. Interpreters will be used where required.

6.6 Economic analysis

The economic analysis will examine the costs and benefits of the project, quantifying, valuing and comparing them as far as possible. While we are confident that the costs of delivery can be fully quantified, there are uncertainties regarding the extent to which benefits can be valued in monetary terms. Very little evidence is currently available of the benefits and costs of interventions targeted at NRPF groups; the hidden nature of NRPF may mean that by extending support options we get a better understanding of the scale of NRPF issues. Because by definition people with NRPF have highly restricted access to benefits, housing and other public services, data on the costs to public services and society relating to NRPF status are lacking.

However, the integrated service model is likely to deliver benefits not just to the individuals supported (in terms of enhanced health and well-being), but also to wider society (in the knowledge that those with NRPF are being supported) and potentially through reduced costs to the taxpayer of addressing the adverse consequences of NRPF (e.g. direct costs to health services to which those with NRPF have access, and indirect costs of dealing with homelessness, which may incur costs for the police and criminal justice system).

While reducing homelessness is known to bring financial savings to other public services, the extent to which this would be the case for NRPF support services is currently unclear.

Our approach will therefore be to define and identify the range of costs and benefits potentially arising from the system approach, to increase understanding of NRPF issues and to gather a range of qualitative, quantitative and where available monetary evidence of these.

An initial scoping stage will assess the feasibility of undertaking a full cost benefit analysis in year 1 and if viable to proceed to undertake an interim analysis in year 2 to quantify the costs to date and analyse the benefits, valuing them as far as possible in money terms and assessing others qualitatively.

If a cost benefit analysis is not possible, the unit costs per participant and per outcome will be assessed, to inform an appraisal of cost effectiveness (subject to the availability of comparative data from other programmes in the UK or internationally), as well as a comparison of costs with qualitative and semi-quantitative evidence of benefits.

If a full cost benefit analysis is possible, the analysis will quantify costs and benefits in money terms and calculate estimates of net benefits and benefit: cost ratios. Or an analysis of cost-effectiveness and more qualitative comparison of costs and benefits will be undertaken. It is likely that it will be possible to quantify and value some but not all of the benefits of the project at this stage; in this case, the implications of the available evidence will be examined, and conclusions drawn about the likely overall balance of costs and benefits.

6.7 Evaluation outputs

Three evaluation reports will be produced, as follows:

- **Interim report (1) produced approximately 6 months after project inception, this will report:**
 - Findings from design and set-up phase interviews/focus groups with national key stakeholders, service managers and frontline staff.
 - Our approach to user profile and outcomes measurement, including identifications of specific outcomes measures.
 - Our approach to economic evaluation.
- **Interim report (2) produced approximately 6 months into year 2 of the project, this report:**
 - Findings from mobilisation and embedding phase interviews/ focus group with national key stakeholders, service managers and frontline staff.
 - Interim data from user profile and outcomes evaluation data collection.
 - Early findings from the economic evaluation.
- **Final report produced in year three of the evaluation, this will report on overall findings, covering:**
 - All user profile and outcomes evaluation data collected.
 - Process evaluation: all phases of national key stakeholder, service manager, frontline staff and Gateway service user data.
 - Economic analysis.

In addition, the Heriot-Watt University research team will submit at least one paper for publication in a peer-reviewed academic journal based on the findings of the study.

7. how we will connect, communicate and learn

Fair Way Scotland is a change programme that will need the strongest communication and collaboration between all partners. This means to communicate change and the reasons for it, build support for change, help change to happen on the ground – and test assumptions, learn and improve together. Laying this groundwork is important because even slight variances in understanding the problems or solutions can lead to greatly weakened outcomes and impact.



7.1 Laying the groundwork

Three aspects lay the groundwork for how we connect, communicate and learn together:

- 1. Common agenda:** creating the space to clarify and enable a common understanding of the problem and build a shared understanding of the way forward.
- 2. Mutually reinforcing:** the power of collective action comes not from number of participants or the uniformity of efforts, but through a mutually reinforcing approach with each partner doing their own part, using their own skills.
- 3. Communication:** regularly sharing results with each other, with continuous feedback loops. Celebrating milestones and successes together.

7.2 Our approach and deliverables

WHAT	HOW / DELIVERABLES
To draw out and document the learning for Scotland and other parts of the UK as the work is delivered.	Co-design with delivery and lived experience partners an effective action learning programme(s) over the three years, with a more detailed plan for Year 1. Monthly co-facilitated sessions to review what's working well; what's challenging and agree next steps/ changes to e.g. systems (this will draw from and feed into, ongoing monitoring and evaluation). Quarterly connect event on key topics (e.g. comms/ influencing strategy).

WHAT	HOW / DELIVERABLES
continued	<p>Up to 4 reports/ briefings/ thematic papers/ blogs/ media articles each year. Topics to be agreed with partners as we go, and might include:</p> <ul style="list-style-type: none"> • Scale of the challenge and policy environment. • ‘How to’ Guides: costing, funding and coordinating services, or assembling the right partnerships. • Pace of roll out and what’s helping/hindering scaling up provision. • Case studies about particular groups e.g. EEA nationals, women and impact (on people using service, other areas). • Costs of doing nothing.
Work with partners to maximise dissemination and influence.	<p>Co-create an influencing strategy for each year agreeing who the audiences are, what the outcomes are that are sought; how to frame communications and producing some creative content to engage, that builds over time</p> <p>This is likely to be a combination of briefings, webinars, Scottish and UK Parliament political engagement, media work, social media, blogs, vlogs, case studies, lived experience). Activity building from Y2 and peaking in Y3</p>
To identify issues, develop new insights and opportunities for continuous improvement and help to embed positive change.	<p>Monthly learning sessions supported by an online community of practice creating a space for the partners to offer peer support/ problem-solving and hold documents</p> <p>Design in fast feedback loop opportunities for people using/ coming into contact with service.</p> <p>Work with funders/ investors and partners to explore sustainable and scalable funding opportunities and ways to finance services longer term. An annual round table.</p>
Sharing and dissemination of learning and potentially wider campaign or policy influence work.	<p>Co-create an influencing strategy with a view to the third year, trying to consolidate the future of the Scottish response (ensure it can be done, sustainably) and to catalyse positive change in at least one other UK area.</p>

7.3 Capacity building

It is important to support the Gateway consortium to extend and/or diversify according to their organisational objectives. Each are already highly skilled and motivated organisations with a workforce delivering a service where nobody else can or will. This means a practical support mechanism to:

- Support existing services to scale up or diversify.
- Enable new service design to be tested, improved and scaled.
- Support sustainable funding and fundraising for the consortium, in line with need.
- Provide a mutual coaching and mentoring structure.
- To extend a platform for lived experience leadership and learning.
- Providing training and workforce development.

Training

During phase 1, we will design and deliver a suite of training that will complement but not replicate existing workforce development delivered by Gateway consortium members.

The Gateway is built on 5 core values. Core training will provide a strong understanding of the new system that we are designing in Scotland, why that matters and how each partner is contributing to it. It will focus on supporting a holistic support and advice team, centred on the knowledge and behaviours that go alongside each of the core values:



Equal & Fair

- How to ensure equal access to services for everyone
- Ensuring the “seldom heard voices” can be given a platform and amplified
- How to work with translation & interpretation services

Preventative & Proactive

- Taking an assertive outreach approach to support
- Responding to people’s needs and what difference this can make to building relationships

Integrated & Connected

- A “no wrong door” approach to connecting in with local mainstream services
- How to escalate levels of support if that is what’s required



Person-led

- Working in a trauma informed way
- Taking a strengths-based approach to working with people with NRPF
- Asset mapping and motivational interviewing skills

Community-centred

- Learning about the benefits of each of the Housing Options
- The value of ordinary community settings

For those who work in areas with a higher representation of EEA nationals with NRPF we will offer an additional Employability module as workshops have shown that for this group, employment can be a meaningful and quick resolution to avoid destitution due to NRPF. Priority will be given to those working directly as part of the Gateway consortium, with a view to eventually including people working in partnership with the consortium.



APPENDIX A Design Team Acknowledgements

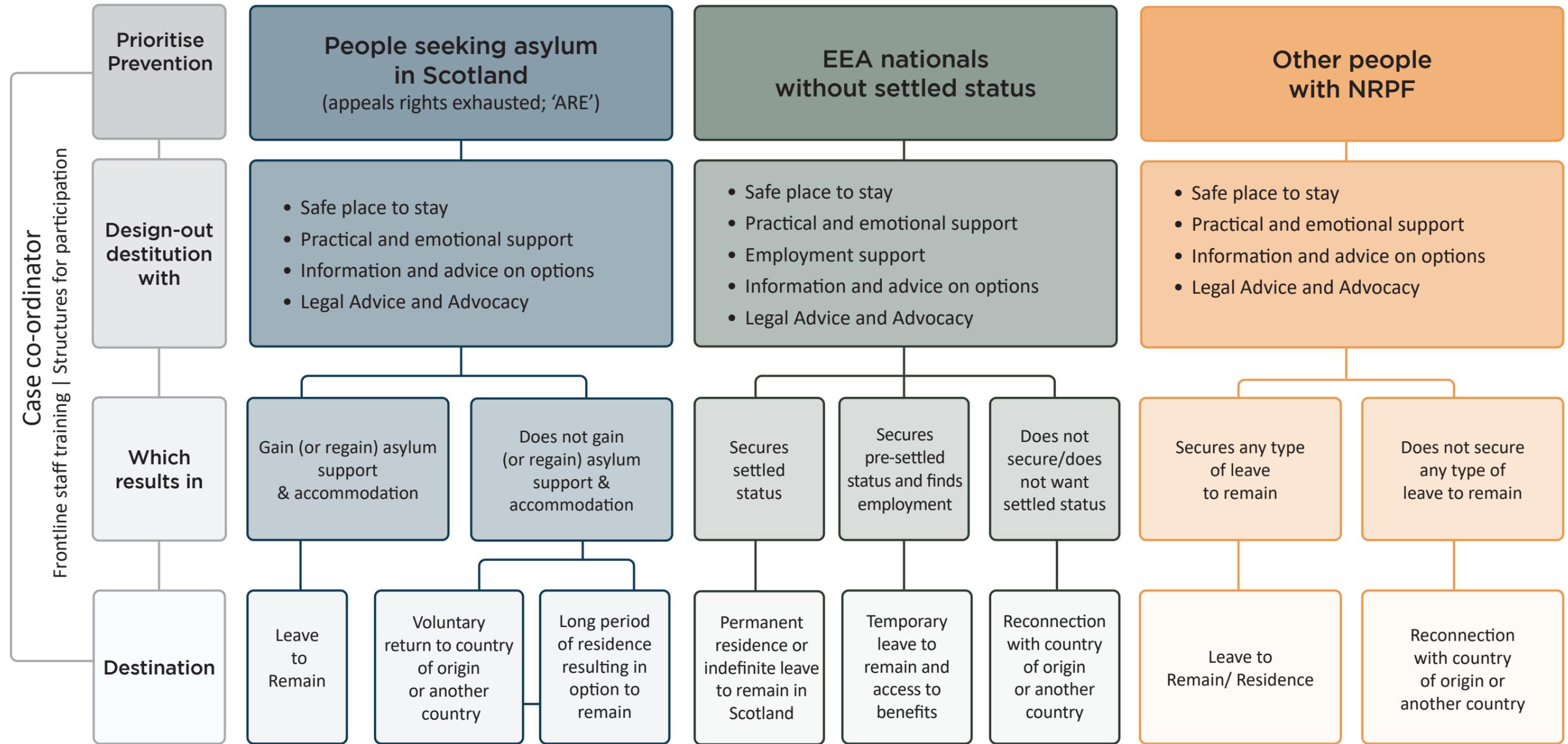
Homeless Network Scotland: Peter Anderson, Alex Beaton, Maggie Brunjes, Ginny Cooper, Janice Higgins, Derek Holliday, Michelle Major, Aileen O'Halloran, Lisa Sen.

Co-facilitated with: Alice Castelnovo, Mengistu Gurmu, Joyce Juma-Phiri, Madhi Saki.

Cameron Black	Bethany Christian Trust
Ewain Black	Safe in Scotland
Lynsey Blaney	Turning Point Scotland
Elaine Cameron	Refugee Survival Trust
Prof Suzanne Fitzpatrick	Heriot-Watt University
Karen Grieve	Scottish Government
Deborah Hay	Joseph Rowntree Foundation
Annika Joy	Safe in Scotland (formerly Glasgow Night Shelter for Destitute Asylum Seekers)
Janine Kellett	Scottish Government
Cath McGee	Refugee Survival Trust
Lorraine McGrath	Simon Community Scotland
Lynsey McKean	Scottish Government
Esther Muchena	Scottish Refugee Council
Eloise Nutbrown	COSLA
Graham O'Neill	Scottish Refugee Council
Wafa Shaheen	Scottish Refugee Council
Kerry Shaw	Scottish Government
Ania Tajsiaak	COSLA
Imelda Utuk	Shakti Women's Aid
Dr Beth Watts	Heriot-Watt University
Sabir Zazai	Scottish Refugee Council

APPENDIX B

Destination Gateway



APPENDIX C Service Mapping

List of specialist services actively responding to this issues created by NRPf in Scotland. People may also access other general services, for example foodbanks, day centres, libraries etc, that are not listed here.

Organisation	Hub Area, or national	Accomm	Personal Support	Specialist or Legal Advice	Living Essentials
Bethany Christian Trust	East	●	●		●
Bridging the Gap	West				●
Bridges Programmes	West		●		
British Red Cross	National		●	●	●
Castlemilk Furniture Project	West				●
Central & West Integration Network	West		●		●
Cranhill Development Trust	West		●		●
Central & West Integration Network	West		●		●
Glasgow City Mission	West	●	●		●
Govan Community Project	West		●	●	●
Govan Law Centre	West			●	
Just Right Scotland	National			●	
Latta & Co Solicitors	West			●	
Legal Service Agency	West			●	
Maryhill Integration Network	West		●		●
Migrant Help	West			●	
Migrants Organising Rights & Empowerment (MORE)	West				●
Positive Action in Housing	National	●	●	●	●
Refugee Survival Trust	National	●	●		●
Refuweegee	West				●
Safe in Scotland (formerly Glasgow Night Shelter)	West	●	●		●
Saheliya	National		●		
Scottish Ahlul Bayt Society	National		●		●
Scottish Refugee Council	National		●	●	●
Shakti Women's Aid	East	●	●		●
Shelter Scotland	National			●	

Simon Community Scotland: EU Settlement Scheme Project	East		●	●	
South East Integration Network	West		●		●
St Rollox Community Outreach	West				●
The Welcoming	East		●		●
The Well Multicultural Resource Centre	West		●		
Turning Point Scotland	North & Islands	●	●		
Ubuntu Women Shelter	West	●	●		
Unity Centre	West		●		
Women's Support Project	West		●		

