

GREATER LONDON AUTHORITY

REQUEST FOR ASSISTANT DIRECTOR DECISION – ADD2820

Extensions to pan-London Rough Sleeping Accommodation Programme services for 2026-27, and allocation of budget to Clearing House and TST services

Programme: Accommodation and Wider Support for Those Who Need It Most

Executive summary:

The Greater London Authority (GLA) currently administers the Rough Sleeping Accommodation Programme (RSAP) in London, using government grant to deliver homes and support for people with a rough sleeping history, through the Accommodation and Wider Support for Those Who Need It Most Delivery Plan (MD3386). The government has confirmed that, from April 2026, there will no longer be a distinct RSAP revenue funding stream. Instead, local authorities and the GLA will receive a single, consolidated Homelessness, Rough Sleeping and Domestic Abuse Grant (HRSDAG) (see Assistant Director Decision (ADD) 2800); and will become responsible for funding decisions using this grant for former RSAP schemes.

There are nine pan-London RSAP schemes for which current funding arrangements end on 31 March 2026. The GLA wishes to maintain continuity of support after this. This ADD approves extending grant funding for up to 12 months (to 31 March 2027) for these schemes (see paragraph 1.6.), to allow time to review and consider the most appropriate long-term options for each service (at which point a further decision will be sought). The total cost of this ADD is up to £1,493,335, to be funded from the GLA's HRSDAG in 2026-27.

ADD2800 (paragraph 1.18) also approved spend from core and HRSDAG budgets of £30,791,014 over six years, to procure services for Clearing House and Tenancy Sustainment Team services. This decision reallocates £1,224,236 between lines in that decision; and adds new spend of £9,991,554 over six years.

This approval is sought under the delegation provided by Mayoral Decision 3386.

Decision:

That the Assistant Director, Housing Programmes and Partnerships, approves:

- extending Rough Sleeping Accommodation Programme (RSAP) funding:
 - grant-funding variations, to allow extensions of up to 12 months (April 2026 to March 2027) for the pan-London RSAP services outlined in this decision, to maintain continuity of support during transition to the most appropriate long-term options for each service (at which point a further decision will be sought)
 - spending up to £1.493 million from the Homelessness, Rough Sleeping and Domestic Abuse Grant (HRSDAG) in 2026-27 to fund these extensions
- allocating budget to Clearing House and Tenancy Sustainment Team (TST) services:
 - reallocating £1.224 million (approved in ADD2800) from the Clearing House budget to the TST budget (no new spend)
 - spending £9.991 million, from the GLA core and HRSDAG budgets, for the Clearing House and TST services over six years.

AUTHORISING ASSISTANT DIRECTOR/HEAD OF UNIT

I have reviewed the request and am satisfied it is correct and consistent with the Mayor's plans and priorities. It has my approval.

Name: Tim Steer

Position: Executive Director, Housing and Land

Signature:



Date: 02 March 2026

PART I – NON-CONFIDENTIAL FACTS AND ADVICE

Decision required – supporting report

1. Introduction and background

- 1.1. In August 2025, Mayoral Decision (MD) 3386 approved the establishment of the Accommodation and Support for Those Who Need it Most programme. This is one of 21 strategic high-level programmes to achieve London-level outcomes. The decision delegated authority to the Assistant Director, Housing Programmes and Partnerships (in consultation with the Executive Director for Housing and Land, the Executive Director for Communities and Skills, and the Mayoral Delivery Board), to approve the receipt of additional funding from central government. This funding was to expand or extend certain existing schemes in the Accommodation and Wider Support for Those Who Need it Most delivery plan (including through Rough Sleeping Prevention and Recovery Grant (RSPARG)), where the parameters of the scheme remain the same or similar. This delegation was subject to consultation with legal advisers and the GLA's Chief Finance Officer, and subsequently securing agreement from the Mayoral Delivery Board.
- 1.2. Under MD3386, for the purposes of considering whether the parameters are similar as originally agreed with government, the Executive Director of Housing and Land should consider whether the outcomes to be delivered have changed significantly; or if there is a significant change to the attendant risks of the original programme. The objectives of RSPARG funding remain the same as when it was first received through MD3331. On this basis, it is considered that the parameters of the programme remain the same or similar. The GLA's legal advisers and the Chief Finance Officer have been consulted regarding the proposed additional funding; and the Mayoral Delivery Board's agreement has been secured in respect of the same. The Assistant Director, Housing Programmes and Partnerships, therefore has the delegated authority, under MD3386, to make the decisions sought in this decision form.

Decision 1: Extension of RSAP grant agreements

- 1.3. The Rough Sleeping Accommodation Programme (RSAP) was launched by the government in 2020, as a four-year capital and revenue programme. It is designed to create long-term, self-contained accommodation for people with a history of rough sleeping; and sits alongside the tenancy sustainment support required to help them maintain their homes. Across its phased delivery from 2020 to 2025, RSAP has funded several thousand accommodation units nationally, with London delivering over 1,300 of these. Residents of these homes are supported by more than 60 individual support schemes of varying size and support models. In addition to borough-based provision, a small number of pan-London schemes were directly funded by the GLA to meet needs that extend beyond individual borough boundaries. RSAP sits under the Accommodation and Wider Support for Those Who Need It Most Delivery Plan (MD3386).
- 1.4. In September 2020, MD2687 approved receipt and spend of £93.4 million in capital and revenue funding for the delivery of RSAP in London.
- 1.5. In March 2021, MD2783 approved an additional £66.2 million in capital and revenue funding for further delivery of RSAP in London until 2025.
- 1.6. In February 2025, MD3331 approved an additional £9.5 million in revenue funding for an additional year of delivery, up to 31 March 2026.
- 1.7. In December 2025, central government confirmed that, from 1 April 2026:
 - there will be no separate, ring-fenced RSAP revenue stream
 - all homelessness, rough sleeping and domestic abuse revenue funding will be consolidated into a single grant to local authorities and the GLA.

As local authorities take on this responsibility, boroughs will determine the continuation of RSAP services in their areas.

1.8. There are 10 pan-London RSAP schemes that currently sit outside borough-led RSAP structures:

Scheme name	Provider	Model	Units	Borough(s)
Sh02a	Riverside	Floating support	26	Newham, Tower Hamlets, Enfield, Camden, Waltham Forest, Hackney, Islington, Haringey
Sh10	Peabody Trust	Floating support	25	Greenwich
Sh507	Thames Reach	Floating support	308	Multiple
Sh223	Peter Bedford HA	Floating support	12	Newham
Sh504	Peter Bedford HA	Floating support	9	Newham
Sh24	Nacro	Floating Support	56	Lewisham, Lambeth, Newham, Bromley, Southwark, Croydon
Sh18	Look Ahead	Housing First	5	Tower Hamlets, Westminster, Brent, Hackney, Hammersmith
Sh203a+b	St Mungo's	On-site (not 24/7)	12	Southwark
Sh403	St Mungo's	On-site (not 24/7)	8	Lambeth
Sh06	Camden	Onsite support	38	Camden

1.9. The scheme Sh06 (Camden) is already under contract until 31 March 2027, with funding previously approved from the GLA's RSAP revenue reserves (see MD3331). Therefore, scheme Sh06 is not included in this decision for any additional approval. However, it has been added to the table above to provide a complete picture of the GLA's RSAP revenue commitments from 1 April 2026 onwards.

1.10. The remaining nine schemes all have funding agreements that end on 31 March 2026.

1.11. Extensions of up to 12 months for revenue funding to these nine services will allow time to review and consider the most appropriate long-term options for each service, at which point a further decision will be sought.

1.12. It is anticipated that, subject to the specific decision reach for each scheme, some schemes may require less than a full 12-month extension. However, an extension of "up to 12 months" is sought in all cases to allow for this uncertainty.

1.13. An inflationary uplift of up to 3.5 per cent has been proposed for each scheme's 2026-27 funding in recognition of increased delivery costs.

1.14. The newly approved spend totals £1,493,335. It is allocated to each scheme as follows:

Scheme name	Provider	Source of funding	Extension length (up to)	2026-27 allocation
Sh02a	Riverside	HRSDAG	12 months	£80,199
Sh10	Peabody Trust	HRSDAG	12 months	£145,304
Sh507	Thames Reach	HRSDAG	12 months	£569,250
Sh223	Peter Bedford HA	HRSDAG	12 months	£64,221
Sh504	Peter Bedford HA	HRSDAG	12 months	£44,174
Sh24	Nacro	HRSDAG	12 months	£283,333
Sh18	Look Ahead	HRSDAG	12 months	£85,734

Sh203a+b	St Mungo's	HRSDAG	12 months	£121,468
Sh403	St Mungo's	HRSDAG	12 months	£99,652
Sh06	Camden	HRSDAG	N/A	£363,125 (already approved through MD3331)
Total				£1,493,335 £1,856,460 (with Sh06)

Decision 2: Allocation of budget to Clearing House and TST services

- 1.15. ADD2800, paragraph 1.18, approved spending £30,791,014 across Clearing House and Tenancy Sustainment Team (TST) contracts for a six-year funding period.
- 1.16. This decision approves reallocating £1,224,236 of the total in ADD2800 from the Clearing House budget line into the TST budget line, with no additional expenditure. This is required because of the service design decisions taken since ADD2800 was approved. These decisions have led to requirements, previously part of the Clearing House service specifications, being moved into the TST service specifications. Resource must, therefore, be reallocated between the services, so that these decisions can be implemented.
- 1.17. This decision also approves new expenditure, from core GLA budget and HRSDAG, of up to £9,991,554. This is in addition to the already-approved sum in ADD2800 – bringing the total six-year combined budget for Clearing House and TSTs to £40,782,568. This is to:
- allow several existing service functions to continue under the new contracts
 - add one element that was previously separately funded under RSAP – Sh507 – into the new contracts, rather than letting it continue as a stand-alone service.
- 1.18. The table below shows the total funding approved for Clearing House and TST services across ADD2800 (approved January 2026) and this decision.

Service	Funding mechanism	Source of funding	3-year funding (2026-27 to 2029-30)	6-year funding (2026-27 to 2032-33)
Clearing House	Contract	Core, HRSDAG	£1,542,288	£3,084,576
TSTs	Contract	Core, HRSDAG	£18,848,996	£37,697,992
Total	Contract	Core, HRSDAG	£20,391,284	£40,782,568
Total receiving new approval in this decision	Contract	Core, HRSDAG	£3,696,865	£9,991,554

- 1.19. All considerations for this funding are the same as in ADD2800 (January 2026).

2. Objectives and expected outcomes

- 2.1. The extensions to pan-London RSAP services in 2026–27 are designed to maintain essential support for residents currently housed through RSAP-funded schemes, while enabling a safe, phased transition to new funding and delivery arrangements. The objectives and expected outcomes are summarised below.

Objective	Summary	Delivery outline	Expected outcome
Ensure continuity of support for RSAP residents during system transition.	Maintain uninterrupted tenancy sustainment and wraparound support for residents living in pan-London RSAP properties, while RSAP revenue funding ends and new borough-led arrangements or GLA-commissioned services take effect.	Extend existing pan-London RSAP services for up to 12 months (April 2026 to March 2027).	No gaps in support for RSAP residents during the transition away from RSAP revenue funding. Reduced risk of tenancy breakdown, eviction, or returns to rough sleeping. Continuity of trusted provider relationships for vulnerable clients.
Allow sufficient time to review schemes and consider future funding and delivery routes.	Government confirmation of changed funding mechanisms came too late to allow the GLA to fully consider long-term options for these schemes, and implement those decisions.	The GLA will engage with all stakeholders to review schemes and consider all options (e.g. service closure, continued GLA grant funding, alternative GLA service provision, transfer to local borough commissioning, etc). This will take place in the first half of 2026, with transitions beginning thereafter.	All options considered and decisions made with full information and in consultation with all stakeholders. Transitional periods are sufficient to ensure smooth implementation of decisions.
Maintain system stability and safeguard cohorts with high and complex needs.	Ensure that the pan-London schemes – many of which support people with multiple disadvantage – do not face destabilising disruption during a period of significant system reform.	Temporary extensions allow continuity of specialised support roles and models. Strategic planning with boroughs and GLA providers to manage transitions.	A stable, functioning safety net for residents with the most complex support needs. Reduced safeguarding risk, crisis escalation, and emergency service demand. Improved equity of access for groups disproportionately affected by homelessness, including migrants, women, LGBTQIA+ people, and people from Black and minority ethnic backgrounds.

The objectives and expected outcomes for the Clearing House and TST funding are unchanged from ADD2800.

3. Equality comments

- 3.1. Under section 149 of the Equality Act 2010, the GLA must have due regard to the need to eliminate discrimination, advance equality of opportunity, and foster good relations between people who share a protected characteristic and those who do not. The temporary extension of these pan-London RSAP services is expected to have a positive impact on equality and is considered necessary to prevent disproportionate harm to groups overrepresented among people who sleep rough.

3.2. People supported through RSAP are disproportionately likely to have multiple and intersecting support needs, including mental health problems, substance use needs, a history of trauma, and long periods of rough sleeping. Research and operational data show that rough sleeping in London disproportionately affects people with protected characteristics, including:

- Black and minority ethnic communities, who are significantly over-represented among people who sleep rough
- non-UK nationals, who make up around half of people seen sleeping rough and who often face additional barriers linked to immigration status, language, or access to services
- Roma communities, who experience extremely high rates of poverty and homelessness and are vastly over-represented in rough sleeping statistics relative to the general population
- women, who are more likely to experience hidden homelessness, domestic abuse, coercive control, and higher safeguarding risks
- younger people, who experience higher risk of interpersonal violence and exploitation
- disabled people, including those with mental health conditions or long-term health difficulties
- LGBTQIA+ individuals, who are disproportionately represented in youth homelessness and may face discrimination or exclusion in mainstream accommodation settings.

3.3. Ending the RSAP revenue stream on 31 March 2026 without appropriate transitional arrangements would create a significant equality risk, as many residents rely on consistent tenancy sustainment and specialist support to remain safely housed. Stopping services suddenly would likely result in tenancy loss, a return to rough sleeping, or the need to access high risk emergency provision – all of which disproportionately affect people with protected characteristics.

3.4. In line with the GLA’s Equality, Diversity and Inclusion Strategy, and the Mayor’s Rough Sleeping Plan of Action, these extensions will help maintain support for cohorts for whom homelessness and rough sleeping are driven by structural barriers, discrimination and disproportionality. Providers will still be required to deliver services in a way that is responsive to the needs of people with protected characteristics; and to report on risks, safeguarding, and outcomes throughout the extension period.

4. Other considerations

4.1. Risks and issues

Risk	Consequence	Mitigation	Likelihood/ impact
Gap in support if RSAP contracts end 31 March 2026.	Tenants may lose access to tenancy sustainment and specialist support, leading to increased risk of tenancy breakdown and evictions. Higher likelihood of individuals returning to rough sleeping. Escalation of safeguarding issues for people with high and complex needs.	Approve up to 12-month extensions to prevent potential tenancy breakdowns.	High
Tenancy loss for current tenants in RSAP units.	Tenants may face homelessness or rough sleeping following the loss of their RSAP accommodation.	Approve up to 12-month extensions.	High

	Negative impact on resident wellbeing, with potential deterioration in mental health, substance use, and physical health conditions. Reputational risk to the GLA for allowing preventable tenancy loss during a funding transition.		
Unclear timing of transitions to new arrangements.	Providers may face uncertainty in staffing, caseload planning and resource allocation, which can disrupt service continuity. Potential delays in moving services into new long-term structures, impacting stability and forward planning.	Flexible extension times allow for greater engagement and planning with stakeholders.	Medium
Provider capacity pressures.	Providers may struggle to maintain service quality, staffing levels, and caseload ratios during transition periods. Staff recruitment/retention challenges due to uncertainty may destabilise support relationships with residents.	Early engagement and monitoring through quarterly assurance.	Low/medium

4.2. The proposed activity directly supports delivery of the following Mayoral strategies and priorities:

- **Mayor’s Accommodation and wider support for those who Need It Most:** aligns with the programme’s objectives to deliver sustainable housing solutions for people experiencing homelessness.
- **Mayor’s Housing Strategy:** contributes to the aim of tackling homelessness and helping rough sleepers by increasing access to affordable and supported housing.
- **Mayor’s Equality, Diversity and Inclusion Strategy:** ensures services are inclusive and culturally competent, addressing barriers faced by women, LGBTQIA+ individuals, migrants, and people with complex needs.

5. Financial comments

5.1. Approval is being sought for the following:

- grant-funding variations, to allow extensions of up to 12 months (April 2026 to March 2027) for nine pan-London RSAP services outlined in this decision, to maintain continuity of support during transition to borough responsibility or integration into new GLA-commissioned services, up to the value of £1,493,335
- reallocating £1,224,236 from the Clearing House budget to the TST budget (no new spend)
- spending £9,991,554 from GLA core and HRSDAG budgets for the Clearing House and TST services over six years from 2026-27 to 2032-33.

Extensions of RSAP services

5.2. The total cost of these extensions will be up to £1,493,335. Therefore, approval is also requested to spend £1,493,335 that is proposed to be funded from the Homelessness and Rough Sleeping Grant (HRSDAG), allocated to the GLA via Ministry for Housing, Communities and Local Government (MHCLG) integrated settlement funding for 2026-27.

Clearing House and TST services

- 5.3. This decision proposes reallocation of £1,224,236 from the Clearing House budget line to the TST budget. This is required because of the service design decisions taken since ADD2800 was approved. These decisions have led to requirements, previously part of the Clearing House service specifications, being moved into the TST service specifications. Resource must, therefore, be reallocated between the services, so that these design decisions can be implemented. This is not an additional budget request; the reallocation is already part of the budget resources approved via ADD2800.
- 5.4. ADD2800 approved spending £30,791,014 across Clearing House and TST contracts for a six-year funding period. However, this decision seeks approval for new, additional spend of up to £9,991,554 for the same six-year period. This brings the combined total budget for these services to £40,782,568. This additional spend will be funded wholly from the Homelessness and Rough Sleeping Grant (HRSDAG) allocated to the GLA via MHCLG integrated settlement funding.
- 5.5. The initial budget (as approved by ADD2800) for the GLA Core Rough Sleeping and HRSDAG funding from MHCLG is included in the draft budget for 2026-27 to 2028-29. However, this is subject to the final budget being approved. The proposed spending plan for the proposed six-year contract, lasting up to 2032-33, will form part of the GLA's medium-term financial strategy. All future years' budget allocations will be subject to approval of the GLA budget for each subsequent financial year.
- 5.6. To mitigate against risk of insufficient funding, break clauses should be included in the contracts and funding agreements, should funding change for future years. All contracts and extension of funding is also subject to funding allocation from MHCLG being confirmed.
- 5.7. All appropriate budget adjustments will be made.

6. Planned delivery approach and next steps

- 6.1. This work will be delivered according to the following timetable:

Activity	Timeline
Notify providers of extension intention	February 2026
Agree extension values and vary grant agreements	March 2026
Extensions commence	1 April 2026
Quarterly monitoring and transition planning	April 2026 – March 2027
Schemes transfer to new arrangements	October 2026 onwards
Extensions end	31 March 2027

Appendices and supporting papers:

None

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FoIA) and will be made available on the GLA website within one working day of approval.

If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary. **Note:** This form (Part 1) will be published either within one working day after it has been approved or on the defer date.

Strategic Programmes

Does this decision seek approval for activity falling within the remit of a programme delivery plan? YES

If YES, which programme/s does this fall within: Accommodation and Wider Support for Those Who Need It Most Delivery Plan (MD3386).

Part 1 – Deferral

Is the publication of Part 1 of this approval to be deferred? NO

If YES, for what reason:

Until what date: (a date is required if deferring)

Part 2 – Sensitive information

Only the facts or advice that would be exempt from disclosure under the FoIA should be included in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form? NO

ORIGINATING OFFICER DECLARATION:

Drafting officer to confirm the following (ü)

Drafting officer:

Dejan Jotanovic has drafted this report in accordance with GLA procedures and confirms the following:

✓

Mayoral Delivery Board

A summary of this decision was reviewed by the Mayoral Delivery Board on 2 March 2026.

✓

ASSISTANT DIRECTOR, FINANCIAL SERVICES:

I confirm that financial and legal implications have been appropriately considered in the preparation of this report.



Date 2 March 2026

Signature