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Rapid Rehousing Transition Plan



4th Submission July 2020

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**Rapid Rehousing – Inverclyde’s Vision:**

**“To reduce the need for temporary accommodation by enabling homeless households to access settled accommodation quickly and with the right support to achieve housing sustainment”**

# Introduction

The Homelessness and Rough Sleeping Action Group (HARSAG) was set up by the Scottish Government in October 2017 to produce short and long-term solutions to end homelessness and rough sleeping. Led by best evidence, the cornerstone of recommendations to address homelessness is a transition to a Rapid Rehousing approach utilising a Housing First model where necessary.

Rapid rehousing utilises a housing led approach for rehousing people who have experienced homelessness, making sure they reach a settled housing option as quickly as possible, with time spent in temporary accommodation reduced to a minimum. Where people require temporary accommodation it should be mainstream housing, furnished and within a community location which minimises disruption to their daily lives.

The Housing First model works on the premise that a safe, secure, settled home is the best base for recovery for people who face multiple disadvantages beyond housing including childhood and early years trauma; domestic abuse; mental ill health; addictions; and time spent in local authority care or prison. It offers personalised, open-ended, flexible support for people to help end their experience of homelessness and address their wider needs. The model separates the provision of housing and support, offers choice and control to tenants and works to the principles of harm reduction.

Those who are homeless and for whom rapid rehousing or Housing First would not yet be suitable (either because they do not want to move into mainstream accommodation, or because their specific needs dictate that they cannot safely be rehoused in mainstream accommodation) should be provided with accommodation which deals with their particular needs with the required specialist support. For this smaller group, specialist units within a psychologically informed environment are most suitable.

On 28th June 2018 the Scottish Government wrote to Local Authorities (LA) reiterating their intention to end homelessness in Scotland; and expressing their intention to take forward the recommendations from the Homeless and Rough Sleeping Action Group (HARSAG), published in May 2018.

This includes a specific action for LAs to produce a Rapid Rehousing Transition Plan (RRTP), with an expectation that each authority will develop their plans in collaboration over a planned and costed phase of 5 years (2019-20 to 2023-24). RRTPs will be fully integrated into Health and Social Care Partnership strategic plans, reflected in the Local Housing Strategy (LHS), and reviewed annually as part of the Strategic Housing Investment Programme (SHIP) process.

To transition to a rapid rehousing approach, Inverclyde will re-assess the balance and accessibility of available housing and support options. This responsibility lies with Registered Social Landlords (RSLs), Inverclyde Health and Social Care Partnership (HSCP), Inverclyde Council, and all parts of the public sector responsible for supporting vulnerable people.

Those with complex support needs often fail to sustain tenancies, leading to repeat presentations to the Homelessness service. Without the appropriate support this cycle will continue. To address this, Inverclyde Council and partners began reviewing our temporary accommodation provision model in 2017.

The Homelessness service in Inverclyde lies under the directorate of the HSCP who have set up a RRTP working group with members from across HSCP, RSLs, Housing Strategy, Commissioning and Finance to discuss implementing the HARSAG recommendations and producing the RRTP.

The Rapid Rehousing Transition Plan is designed to be a working tool which:

* Sets out the local housing market and homelessness context in Inverclyde;
* Provides the baseline position of temporary accommodation supply;
* Sets out Inverclyde’s 5-year vision for temporary accommodation supply;
* Identifies support needs to enable rapid rehousing;
* Details the actions required to achieve our vision for temporary accommodation supply and settled housing options for homeless households; and
* Provides a rapid rehousing resource plan required to deliver the plan and evidence the co-ownership and resourcing of the Plan with wider partners.

The Scottish Government will use the Plans to assess progress towards the 5-year vision of rapid rehousing and assist in the allocation of resources for LAs and their partners to reach their rapid rehousing transition to a system of ensuring homeless households are able to secure appropriate settled accommodation.

However recent events have expedited the need for a more fluid transition to the rapid rehousing and housing first approach. Kevin Stewart, MSP, Minister for Local Government, Housing and Planning reconvened the Homelessness and Rough Sleeping Action Group (HARSAG) to produce a fast-track piece of work which will make recommendations to the Scottish Government towards the end of June. The Action Group held their first meeting on 5 June drawing heavily on the work already conducted by 19 charities and academic organisations under the banner of ‘[Everyone Home](https://everyonehome.scot/pdf/everyone-home.pdf)’. They have constructed a draft action plan and local authorities and homelessness services will presumably receive updated RRTP guidance based on the recommendations agreed by the Scottish Government. While currently still aligning with and striving to achieve the goals set in the Scottish Government’s ‘Ending Homelessness Together - High Level Action Plan, a number of papers have been published since lockdown began which will be used to update and inform actions and as we move through the phases:

* [Covid-19 Framework for Decision Making – Scotland’s Route Map Through and Out of the Crisis](file:///C%3A%5CUsers%5Crossg%5CDesktop%5CRRTP%20meeting%5CCovid-19%20Framework%20for%20Decision%20Making%20%E2%80%93%20Scotland%E2%80%99s%20Route%20Map%20Through%20and%20Out%20of%20the%20Crisis.pdf)
* [Covid-19 Allocations Advice and Information for the Housing Sector](file:///C%3A%5CUsers%5Crossg%5CDesktop%5CRRTP%20meeting%5CCOVID-19%20Allocations%20Advice%20and%20Information%20for%20the%20Housing%20Sector.pdf)
* [Everyone Home – Scotland Collective on Covid-19](file:///C%3A%5CUsers%5Crossg%5CDesktop%5CRRTP%20meeting%5CEveryone%20Home%20%E2%80%93%20Scotland%20Collective%20on%20Covid-19.pdf)
* [Social Housing Resilience Group - Guide to Restarting Services](file:///C%3A%5CUsers%5Crossg%5CDesktop%5CRRTP%20meeting%5CSocial%20Housing%20Resilience%20Group%20-%20Guide%20to%20Restarting%20Services.pdf)
* [CIH Scotland – Protect Tenants from Arrears, Eviction and Homelessness](file:///C%3A%5CUsers%5Crossg%5CDesktop%5CRRTP%20meeting%5CCIH%20Scotland%20%E2%80%93%20Protect%20Tenants%20from%20Arrears%2C%20Eviction%20and%20Homelessness.pdf)

# The housing market and homelessness context in Inverclyde

There are an estimated 37,640 households in Inverclyde. The population of Inverclyde has suffered a steady decline from 101,182 in 1981 to 79,860 in 2014, with a loss of over 21,322 people. The current population is 77,800. The population is projected to continue to decrease from 78,461 in 2016 to 65,014 in 2036 (627 per year) and the number of households is projected to decline at a rate of 145 per year from 37,299 in 2012 to 33,666 in 2037. Inverclyde also had the smallest household growth across the whole of Scotland in the last decade. There may be a slight positive correlation with the declining population and the fall in homelessness presentation numbers in the area.

Owner occupation is the largest housing sector in Inverclyde (62%), though the number of houses both in absolute and relative terms has decreased. The social rented sector accounts for 26% and the private rented sector (PRS) comprises 13% of the stock in Inverclyde. Recent large-scale demolition programmes to eliminate poor quality, older stock are complete and the affordable housing development programme will continue to restructure the area and add to existing stock levels albeit at a slower pace than we had envisaged prior to the pandemic.

Following a stock transfer in 2007, Inverclyde Council no longer has housing to rent. Ownership and management of the former council housing stock was transferred to River Clyde Homes and Cloch Housing Association at that time. At present, households seeking access to social housing can choose to register through River Clyde Homes and/or the Inverclyde Common Housing Register, which includes Cloch Housing Association, Oak Tree Housing Association, Larkfield Housing Association and Sanctuary Scotland.

The social rented sector’s capacity to respond to demand is dependent on the number of properties available to let each year. There were 462 re-lets across Inverclyde in 2015/16, representing a turnover of around 10% on average. The greatest pressure is for smaller one bedroom properties at 20.1 applicants per property however there is below average pressure for bedsits (0.1), 2 bed (4.6) and 3 bed (5.6) properties. These figures illustrate that the overall pattern of unmet need is associated variously with supply issues, location suitability, demand pressures and shortfalls in specific property types and sizes.

Between 2005 and 2015, the PRS doubled and latest figures show that it now represents 11% of all dwellings in Inverclyde. It plays an important role for a variety of different households including households who cannot access mortgages and for whom the deposit required to purchase a property remains a constraint.

Local affordability analysis shows rents are significantly higher in the PRS than for social rented properties, this makes the PRS unaffordable for a significant proportion of lower income households. Increasingly, problems such as poorly maintained and managed properties are being found in the PRS. The poor condition of some PRS stock can be attributed to the stock profile: pre-1919 tenements are linked to poor energy efficiency and issues of disrepair.

For the Renfrewshire/ Inverclyde broad market area, analysis shows a trend of increasing PRS rents from 2010-2019, which is the same for Scotland as a whole. Table 1 overleaf illustrates that between 2018 and 2019, the Renfrewshire/ Inverclyde area saw an increase in rent for all bedroom sizes. 1 bedroom properties saw an increase of 2% in rent, 2 bedroom properties saw an increase of 1% and 3 bedroom property rents increased 2%. Rent for 4 bedroom properties increased significantly by 45% between 2010 and 2019 with a 14% increase between 2018 and 2019, which was higher than the average for Scotland as a whole[[1]](#footnote-2)

***Table 1: Private Sector Rent - Renfrewshire/ Inverclyde broad rental market area (BRMA)***

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| 1 bedroom Properties | 2010 | 2016 | 2017 | 2018 | 2019 | 2010-19 Change | 2018-19 Change |
| Renfrew/Inverclyde | £374 | £392 | £387 | £384 | £392 | 5% | 2% |
| Scotland | £436 | £482 | £501 | £510 | £519 | 19.1% | 1.9% |

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| 2 bedroom properties | 2010 | 2016 | 2017 | 2018 | 2019 | 2010-19 Change | 2018-19 Change |
| Renfrew/Inverclyde | £473 | £494 | £508 | £508 | £513 | 8% | 1% |
| Scotland | £536 | £616 | £642 | £652 | £668 | 24.6% | 2.4% |

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| 3 bedroom properties | 2010 | 2016 | 2017 | 2018 | 2019 | 2010-19 Change | 2018-19 Change |
| Renfrew/Inverclyde | £612 | £643 | £652 | £656 | £666 | 9% | 2% |
| Scotland | £679 | £753 | £787 | 855 | 857 | 26.3% | 0.2% |

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| 4 bedroom properties | 2010 | 2016 | 2017 | 2018 | 2019 | 2010-19 Change | 2018-19 Change |
| Renfrew/Inverclyde | £834 | £1,015 | £1,095 | £1,061 | £1,210 | 45% | 14% |
| Scotland | £959 | £1,089 | £1,143 | £1,278 | £1,325 | 38.2% | 3.7% |

Inverclyde has an average household income of £24,800, which is lower than the Scottish average of £28,100[[2]](#footnote-3). This indicates that there are affordability issues, which is reflected by the Scottish Index of Multiple Deprivation (SIMD). The recent publication of the SIMD 2020 data presented the Greenock town centre and East Central S01010891 datazone as replacing Ferguslie Park in Paisley, Renfrewshire as the most deprived area of Scotland. Furthermore, 22 of the 5% most deprived data zones in Scotland are located within Inverclyde. This has increased from 14 data zones which was reported within the 2016 publication of the SIMD.[[3]](#footnote-4)

The 2019 PRS statistics indicate that average rents within the Renfrewshire/ Inverclyde BRMA are significantly lower for every property size than Scottish averages implying that housing is more affordable in Inverclyde in comparison to the rest of Scotland. Table 2 presents a comparison of BRMA and Local Housing Allowance (LHA) average monthly rents and also provides an annual rent figure to demonstrate affordability in relation to household incomes:

***Table2: Renfrewshire/Inverclyde, BRMA and LHA, 2019 average rent comparison***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| *Area* | *1 bedroom shared* | *1 bedroom* | *2 bedroom* | *3 bedroom* | *4 bedroom* |
| ***Renfrewshire/ Inverclyde LHA Rate*** | *£260.00 (£3,120 pa)* | *£349.05 (£4,188 pa)* | *£440.01 (£5,280 pa)* | *£543.49 (£6,521 pa)* | *£826.80 (£9,921 pa)* |
| ***Renfrewshire/ Inverclyde BRMA rate*** | *£322**(£3864 pa)* | *£392**(£4704 pa)* | *£513**(£6156 pa)* | *£666**(£7992 pa)* | *£1,210**(£14,520pa)* |
| ***Scotland Mean*** | *£373* | *£519* | *£668* | *£857* | *£1325* |

The term ‘affordable,’ is relative, there is no universal definition of affordable housing or what constitutes as an ‘affordable rent.’ Shelter advice that for housing to be deemed affordable, payments should be no more than 35% of an individual’s income. If costs are higher than this then an individual is at a higher risk of having to cut back on something else, borrow or end up in arrears[[4]](#footnote-5). If this calculation is applied to the average household income in Inverclyde it would equate to £8,680 per annum indicating private sector rents are affordable for one, two and three bedroom properties.

However, if lower income households are considered then the issue of affordability becomes more evident. The lowest 10% of household incomes are only likely to be able to afford at most £3,640 per annum (£10,400 household income) on housing costs making the private sector unaffordable. Households within the lowest 20% of incomes would be able to afford £4,914 per annum (£14,040 household income) making any property larger than one bedroom unaffordable[[5]](#footnote-6).

The Clydeplan Housing Need and Demand Assessment (HNDA), 2015 received ‘Robust and Credible’ status from the Scottish Government Centre for Housing Market Analysis in 2015. It covers Inverclyde and provides the main strategic evidence on housing need and demand over the next five years and beyond. It also informed development of the adopted Local Development Plan.

The HNDA estimates the number of additional homes required within Inverclyde by tenure over the lifetime of the area’s Local Housing Strategy (LHS). This information, combined with housing market trends analysis and local pressure analysis has provided a clear understanding of housing need across the authority.

HNDA 2015 indicates that there is a net housing need of approximately 120 for Social Rented Sector/Below Market Rent and Private Sector housing. However, the HNDA process does not fully quantify the impacts of poor quality and lower demand housing and the subsequent need for replacement of existing housing stock. As a result, other evidence was considered to provide a more nuanced and realistic estimate of future new build requirements.

Inverclyde’s LHS 2017-2022 prescribes the Housing Supply Targets (HST) for private and affordable housing, and the desired housing outcomes for the area; and the annual Strategic Housing Investment Plan (SHIP) establishes priorities to meet the outcomes and achieve the affordable HST. Considering all determining factors, it was calculated that a realistic and deliverable HST for Inverclyde would be 90 affordable units and 170 private sector units per annum over the lifetime of the LHS.

As previously mentioned, Inverclyde is one of the few local authority areas with a population which is projected to decrease; however the annual HST reflects the continued need to replace poor quality and unsuitable stock.

The core purpose of the SHIP is to set out the investment priorities for affordable housing over a five year period which reflect and help to achieve the outcomes set out in the Inverclyde LHS 2017-22. It is developed in partnership with Registered Social Landlords (RSL), the Inverclyde HSCP, Planning, and Property Services.

267 homes for social rent have been provided utilising Scottish Government grant from 2015-2020**.** Scottish Government’s Affordable Housing Supply Programme (AHSP) has committed £3 billion to fund the delivery of new affordable homes nationally over a 5 year period. At least £31.982mwill be made available in Inverclyde to support the development of affordable housing from 2018/19 to 2020/21, with 918 proposed new homes by April 2024. The recent shut down and phased return of construction due to the coronavirus pandemic has delayed progress on the supply of new affordable homes and has necessitated further consideration on the best way to supply affordable homes to the area in the short to medium term. Housing Strategy are working with developing RSLs and the More Homes division of the Scottish Government to find the best solution to ensuring that we continue to supply affordable housing to the area. An increased supply of affordable housing is a key component in transitioning to a rapid rehousing approach.

# Rapid Rehousing Baseline Position

Inverclyde has a relatively small homeless population in comparison to the rest of Scotland and as table 2 below shows, homeless applications in Inverclyde have reduced in recent years while the number of presentations to the service has increased. This is due in large part to preventative work by our Homelessness service and health and social care partners but highlights the increased requirement for support.

***Table 3: Rapid Rehousing Baseline Position***

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Performance Measure** | **2016 / 2017** | **2017 / 2018** | **2018 / 2019** | **2019 / 2020** | **Notes** |
| Number approaches (Prevent 1) | 919 | 888 | 708 | 696 |  |
| Outcomes of prevent 1:-Made homeless application to LARemained in current accommodationRSL tenancyPrivate rented tenancyLost contactOtherNot known | 2652735346888078 | 24322054429610096 | 2041644525787098 | 2471243017816043 | Based upon the year the approach was made to the service.\*note\* completed P1 only |
| Number of P1 cases open as at 31st March | 286 | 300 | 311 | 227 |  |
| **Performance Measure** | **2016 / 2017** | **2017 / 2018** | **2018 / 2019** | **2019 / 2020** | **Notes** |
| Number of applications (HL1) | 239 | 180 | 205 | 255 |  |
| Completed HL1s | 230 | 185 | 223 | 200 | By close date of HL1 |
| Number of cases open as 31st March (HL1) | 118 | 101 | 88 | 142 |  |
| Average time (weeks) to close HL1 case | 18.40 | 29.29 | 23.46 | 23.35 | Where the end date is within the financial year |
| Completed HL1s outcomeContact MaintainedContact Lost | 15440 | 13935 | 16155 | 13263 | By close date of HL1(2019/20 figures are provisional, 10 still to be completed) |
| Completed HL1s – Housing Outcome:-RSL TenancyPRS TenancyOther | 961741 | 52733 | 961748 | 94929 | Only where contact was maintained(2019/20 figures are provisional) |
|  |  |  |  |  |  |
| No. Households entering TA | 224 | 201 | 202 | 298 | Figures include where a household has changed TA (e.g. a move from Hostel -> B&B -> TFF would count as 3) |
| No. households leaving TA | 230 | 181 | 212 | 290 |  |
| Average length in TA in weeks – Hostel (HL3) | 7.9 | 7.5 | 9.7 | 8.2 | Where the date of exit was within the financial year |
| Average length in TA in weeks – TFF (HL3) | 18 | 19.4 | 23.3 | 20.7 |  |
| Average length in TA in weeks – B&B (HL3) | 0.8 | 1.3 | 0.5 | 2.4 |  |
| No. Households in TA on 31st March (households / pregnancy or children / no. children) (HL2) | 40 / 11 / 18 | 50 / 7 / 14 | 37 / 3 / 3 | 49 / 2 / 2 |  |

\*note\* in 2017/2018 the service migrated from their standalone database to the main Social Work recording system. The figures for this year are drawn from 2 systems and may be slightly inaccurate (error rate less than 1%).

The Housing Scotland Act 2001 confers on the council a duty to prevent Homelessness. Inverclyde Council has been operating a Housing Options Service since 2010, with a central goal of preventing homelessness, where possible.

The service focuses on people's personal circumstances, helping them to explore all options including Housing Association tenancies and private residential tenancies. The service provides family mediation where applicable and seeks to provide support for issues which can underpin housing problems such as debt, family breakup and mental health problems.

The aim is to inform people about what we can do, how we can help and how to access the service. Engaging people earlier in the process may not prevent their need to be re-housed but it can alleviate the crisis of homelessness.

The Housing Options service works in partnership with the HSCP, other Council Services and the voluntary sector to prevent and alleviate homelessness.  Current services and partners include the Homelessness Assessment and Support team (which includes two Homemakers); the Homelessness Health team (which includes a community nurse, an alcohol worker, and a drug worker); the Community Safety Team, Money Advice services; Integrated Drug and Alcohol services; Social Work Services; Legal and Advocacy Services; and Women’s Aid.

This network of support addresses many of the factors which lead to homeless applications with the result that rather than simply helping applicants to make a homeless application, Homelessness officers can work with other services to help people before they reach crisis point. For Inverclyde, partnership working is an essential component in the delivery of our Housing Options Service and similarly with our plans for rapid rehousing. Figure 1 below displays the reasons people have for approaching the Housing Options service.

Figure 1: Reason for approaching the Housing Options Service

Inverclyde faces particular challenges as a LSVT authority in seeking to overcome barriers to access due to the operational separation of statutory homelessness from the broader social housing system. Within Inverclyde we have developed a number of homelessness prevention pathways, particularly for people leaving institutions such as prisons and hospitals.

**Prisons -** We ensure that effective through-care arrangements are in place to enable people to have access to accommodation support to help sustain tenancies and/or support on liberation. Inverclyde has a higher proportion of males in custody and this has a considerable impact on the number of people leaving custody who seek an assessment for homelessness (approx. 38 for the period 2018/19). However, the homelessness service attend regular appointments at HMP Greenock, HMP Low Moss, HMP Kilmarnock and HMP Barlinnie as part of prevention work. In addition support is made available to those in custody from other prison establishments as required. In view of this identified need, Inverclyde Community Justice Partnership and the HSCP Housing Partnership Group will jointly consider prevention and early intervention in line with the SHORE (Sustainable Housing on Release for Everyone) standards. It is anticipated that the introduction of a Housing First model will mitigate the need for those leaving custody to present through the homelessness route.

**Hospital Discharge -** There is a protocol between Hospital discharge teams and the Homelessness Service to ensure clear pathways in hospital care planning and discharge procedures for those who require information on Housing Options and/or to make a statutory homelessness application. We provide an outreach service to all hospitals in West Central Scotland as required.

**Veterans and Service Leavers -** The Homelessness Service has developed close links with the Armed Forces charity SSAFA, Help for Heroes, and the Scottish Veterans Housing Association to ensure that veterans are assessed and supported by specialist providers. Inverclyde Council is committed to improving access to services for veterans, service personnel, reservists and their families**.** Since the signing of the Armed Forces Community Covenant in 2012, Inverclyde Council’s Customer Service Centre continues to offer specific advice and support; ensuring veterans get the help they need and refer on to services where specialist support is provided such as medical treatments, Benefits, Homelessness/Housing or Employment.

Figure 2: Prevent 1 Outcomes 2019/2020

Homeless households can present to the local authority with a range of vulnerabilities and support needs which can become a barrier to maintaining and securing permanent accommodation and often result in an extended period of time spent in a homelessness situation. Housing Support is a key element to enable households to move through the system and our RRTP has a specific focus on the nature of these support needs, the priority groups who are most susceptible to homelessness and the need to develop and improve the pathways to settled housing for these individuals.

**Domestic Abuse -** The Homelessness Service works in partnership with Women's Aid and the Violence against Women Multi-agency partnership to ensure access to appropriate safe accommodation and support for those who have experienced domestic abuse. We provide an outreach service to those who require to explore Housing Options and/or make a statutory homelessness application.

**Care Leavers -** The Homelessness Service works in partnership with Social Work, Children and Families and Throughcare services. Positive interfaces exist between Social Work Services and the local housing associations and agreements set out the pathway for many care leavers and young people, thus preventing many from accessing the Homelessness Service. Whenever a crisis occurs, we provide temporary accommodation with a view to engaging all appropriate services and seek to access suitable permanent housing and support their transition to independent living.

Cloch Housing Association’s Kings Glen development will benefit from consultation with colleagues in HSCP who identified a requirement for throughcare accommodation in the area and this has been taken into account in the housing mix proposals with four 2 bedroom cottage flats to be provided as throughcare accommodation. Provision for this type of accommodation has also been provided at Oak Tree’s Auchmead Road development.

Improving responses to youth homelessness has been a focus of activity in recent years. The measures introduced in the Children and Young People [Scotland] Act 2014 for care leavers aims to offer a smoother transition out of care, and to enable positive relationships between young people and their carers to be maintained into adulthood. If effectively implemented these provisions should ensure that people leaving care, and other young people do not have to rely on the statutory homelessness service to find accommodation. A number of key strategic policies and the legislative framework deliver on services for both parents and children and ensure the provision of adequate support where needed, helping to facilitate better and earlier responses to young people’s housing needs.

Within Inverclyde, alongside the statutory services, Barnardos run programmes in all schools and offer family support for children from pre-birth to 5 years. The Home Start project offers peer parenting support such as support with money advice, mental health issues (CAMHS, Mind Mosaic), providing additional childcare places, and attainment monies in schools. This project appears to have positively impacted on the numbers of children and households with children/pregnancy taking up Temporary Homelessness Accommodation.

**Section 11 -** The Homelessness etc (Scotland) Act 2003 places a duty on landlords to inform the Homelessness Service when they raise proceedings for possession of a dwelling house. The duty applies when proceedings are raised in court and a significant amount of the cases involve rent arrears and to a lesser extent anti-social behaviour. This provides an early warning system that allows the Homelessness service to target their support and prevent the crisis of homelessness.

**Section 5 -** Table ~~4~~below shows that the number of Section 5 Referrals submitted to RSLs was slightly more in 2019/20 than 2018/19 (up 18) with the overall acceptance rate remaining consistent (difference of just 1.4%). Across all RSL’s there was a reduction in the level of offers being made (from 66.4% in 2018/19 to 51.9% in 2019/20); the rates for non-compliance with a section 5 (‘Failed to comply’ and ‘Unable to comply’) show only a small increase from 2018/19 (12.4%) to 2019/20 (13.8%).  This can be as a result of stock pressures for some RSLs. Larkfield for example, has minimal stock turnover and a greater number of larger properties; this is not conducive to housing the homeless applicant profile in Inverclyde which is predominantly single males. For other RSLs, low acceptance can be attributed to the number of repeat applications from people who have significant support needs and whose tenancies have failed in the past due to unmet support needs.

***Table 4: Section 5 referrals by RSL***

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
|  |   | No. of requests to RSL | No. requests accepted | No. requests unable to comply with | Compliance Rate\* | Offers made | Offers accepted |
| 2018/2019 | Riverclyde Homes | 53 | 50 | 0 | 94.3% | - | 100.0% | 42 | 38 |
| Cloch HA | 25 | 19 | 3 | 76.0% | - | 84.0% | 19 | 18 |
| Oaktree HA | 23 | 14 | 5 | 60.9% | - | 73.9% | 11 | 8 |
| Larkfield HA | 4 | 3 | 0 | 75.0% | - | 75.0% | 3 | 2 |
| Link HA | 4 | 1 | 3 | 25.0% | - | 25.0% | 0 | 0 |
|  |  |  |  |  |  |  |  |  |  |
| 2019/2020 | Riverclyde Homes | 68 | 58 | 1 | 85.3% | - | 97.1% | 40 | 30 |
| Cloch HA | 26 | 13 | 9 | 50.0% | - | 65.4% | 10 | 7 |
| Oaktree HA | 25 | 17 | 3 | 68.0% | - | 88.0% | 14 | 12 |
| Larkfield HA | 8 | 4 | 3 | 50.0% | - | 62.5% | 3 | 3 |
| Link HA | 2 | 0 | 2 | 0.0% | - | 0.0% | 0 | 0 |

\*Compliance rate - applies a standard error rate to the figures to take account of data recording quality issues

The social rented sector is traditionally the largest sector for rehousing homeless applicants, with only 10 households rehoused in the PRS in 2017/18. However, this has increased dramatically to 26 households being rehoused in the PRS in 2019/2020.

The social sector is expected to remain the largest sector for rehousing homeless applicants in Inverclyde. A recent report commissioned by Social Bite on behalf of HARSAG calculated that the proportion of social lets required to meet all homeless need in Inverclyde would need to increase from 11% at present, to 25%. However it is envisioned that PRS lets will increase with future engagement and through the use of the deposit guarantee scheme where appropriate.

***Table 5: Social Bite forecast need for additional social lets***

|  |  |  |
| --- | --- | --- |
|   | Proportional increase in lets across sectors to meet annual new demand and backlog (%) | Proportion of all social lets to homeless IF social rent was to meet ALL homeless need (%) |
| **Scotland** | 45 | 52 |
| **Inverclyde** | 103 | 25 |

Rapid Rehousing Plan

Inverclyde HSCP operates the homelessness service in Inverclyde. Housing consultants, Arneil Johnston were commissioned in April 2017 to undertake detailed work to inform the development of a strategy for the future provision of temporary accommodation and develop options for the range of accommodation solutions which best meet the needs of our local population. Table 6 below details information from our temporary accommodation review which provided key information on the stock imbalance of our current temporary accommodation provision:

***Table 6: Inverclyde Temporary Accommodation imbalance in 2017***

|  |  |
| --- | --- |
| **Temporary Accommodation Requirement across Inverclyde** | **83 units** |
| Current stock  | 60 units |
| Oversupply of hostel units  | 14 units |
| Undersupply of 1 bedroom units  | 33 units |
| Oversupply of 4-5 bedroom units  | 22 units |
| Net shortfall of supported accommodation units  | 13 units |
| Areas most in need of additional Temporary Accommodation | Inverkip and Port Glasgow |

A shortfall of 23 housing units was identified in the initial ‘baseline’ year. There were imbalances in both size and location of the stock with an oversupply of 4-5 bedroom units and hostel accommodation, and an undersupply of 1 bedroom units. To address the stock imbalance of our temporary accommodation provision the review identified three key areas of focus which align with the requirements of rapid rehousing:

* Implementation of a collaborative and proactive Housing Options Model across all housing providers and third sector agencies who meet the needs of homeless households in Inverclyde;
* Recommission the temporary accommodation model in partnership with RSLs; and
* Implement a rapid resettlement model to address the gap in supported accommodation

The Covid crisis necessitated a dynamic reconfiguration of available temporary accommodation and table 7 below displays the current composition. The picture of temporary accommodation provision in Inverclyde will change as we strive to address demand in the coming months.

***Table 7: Current Temporary Accommodation composition in June 2020***

|  |  |  |  |
| --- | --- | --- | --- |
|  | **Locality** |  | **Size of property** |
| **RSL** | **Greenock East and Central** | **Greenock South and South West** | **Greenock West and Gourock** | **Port Glasgow** | **Grand Total** |  | n/k | 1 |
| RCH | 19 | 7 |  | 7 | 33 |  | 1 Bedroom | 18 |
| CLOCH | 6 | 5 |  | 1 | 12 |  | 2 Bedroom | 38 |
| LINK |  | 2 |  | 1 | 3 |  | 3 Bedroom | 4 |
| OTHA | 3 | 11 | 3 |  | 17 |  | Bedsit | 4 |
| Hostel |  |  |  |  | 31 |  | Hostel bedsit | 31 |
| **Grand Total** | **28** | **25** | **3** | **9** | **96** |  | **Grand Total** | **65** |

The Scottish Government requirement for each LA to present a plan detailing how they will transition to a rapid rehousing with Housing First approach dovetailed with the conclusion of our temporary accommodation review. The existing working group (from the review of temporary accommodation) met to develop our strategy and identified three areas of focus:

* Development of the vision for a rapid rehousing model;
* Completion of the rapid rehousing transition toolkit based on updating the data and information analysis already undertaken through the review to support the plan and including financial modelling; and
* A workshop for the local authority, HSCP and RSL partners to develop stakeholder engagement with the plan.

# Identifying support needs to enable rapid rehousing

Transitioning to rapid rehousing requires the rejection of a ‘tenancy ready’ language and culture. The majority of people must be seen to be capable of sustaining a home, with the required support to do so. Support needs analysis has revealed that 58% of those experiencing homelessness in Inverclyde have little or no support needs. However the Inverclyde homeless population has significant levels of people who require specialist support needs which are currently not being fully met; this leads to repeated tenancy breakdown and re-engagement with the Homelessness service. Detailed support analysis from the Temporary Accommodation Review in 2018 shows that Inverclyde’s homeless challenges are primarily the result of complex support needs. Without appropriate support this cycle will continue and the number of people with continued engagement with the Homelessness service will increase.

***Table 8: Level of support needs required by applicants***

|  |  |
| --- | --- |
| **Percent of clients** | **Level of support need** |
| **15%** | Homelessness could be prevented or resolved without the need for temporary accommodation. |
| **43%** | No or low level support needs – could transition to a settled housing position very quickly. |
| **12%** | Moderate – high support needs: independent living skills would enable positive sustainment outcomes. |
| **10%** | Hostel dweller: chaotic behaviour necessitates need for on-site supervision. Limited engagement. |
| **14%** | Habitual repeater: most complex and disadvantaged unlikely to sustain any form of tenancy on a long term basis. |
| **6%** | Very complex needs: require specialist supported accommodation options. |

Our research has highlighted six groups of homelessness applicants with varying requirements for support. The 2016/17 analysis shows that 58% of all clients who presented at the homeless service could access settled accommodation quickly with little or no support requirements. This means that the need for temporary accommodation could be reduced overtime with improved access to suitable RSL properties and dispersed temporary accommodation being converted into a permanent tenancy.

It is expected that in Scotland there will be a reduction in the volume of temporary accommodation and a reduction in the length of stay in temporary accommodation as people are rehoused into settled housing. This is also the aspiration in Inverclyde, as those who are in dispersed temporary accommodation with little or no support needs should be moved to settled accommodation, which will expand the potential for housing options models with support.

It is estimated that the most significant challenges will be around responding to, and supporting the group with ‘*Moderate – high support needs, where independent living skills would enable positive sustainment outcomes’.* This group are in the middle of the homeless support needs scale identified in Inverclyde. Establishing a sustained and positive outcome for this group will be effected by their varied needs as a group and previous experience shows that they are the least likely to engage with support services.

It is locally understood that those who have very complex needs require specialist supported accommodation to break the cycle of repeat homelessness. For more complex, habitual homeless applicants it is also about responding to the driving factors behind a homeless application, however solutions for those who have moderate needs are not as clear. It is vital moving forward that the response is person centred, flexible and with a clear mapped out support process that reduces once the person is settled and needs have been addressed.

In recent years an improved Housing Options process has been developed locally and the number of people proceeding to homeless applications in Inverclyde has fallen dramatically. This is matched by the availability of accessible housing stock in the area. Inverclyde is fortunate in its supply of housing stock; however it is clear that those who have experienced homelessness have significant needs which the provision of housing cannot address. Moving forward work must be done around housing related support and responding to individual needs.

Analysis from 2017-18 highlighted the continued trend from 2016/17 that a significant proportion (47%) of people who made homeless applications had low level support needs, such as basic housing management or a requirement for assistance with independent living.

***Table 9: Homeless Applications – Specialist needs***

|  |  |  |
| --- | --- | --- |
| Specialist Need | Per cent of homeless applications | 2019 / 2020 figures |
| Learning Disability | 6% | 3% |
| Physical Disability | 11% | 4% |
| Medical Condition | 21% | 7% |
| Drug or Alcohol Dependency | 24% | 47% |
| Basic Housing Management/Independent living Skills/Housing Support  | 47% | 33% |
| Mental Health Problem | 49% | 37% |

Currently the Health and Social Care Partnership is developing a cohesive and integrated approach to people with multiple needs relating to mental health and addictions. We will be investigating the opportunities which this provides linking in additional investment from the mental health strategy and ADP additional funding.

The relationship between poor health and homelessness is undisputed. Recent Scottish Government research matched homelessness and health datasets at a national level for the first time3. The research undertook a comparison between 3 groups created by the researchers from SIMD data. The Ever Homeless Cohort (EHC) contained data from individuals with 1 or more homeless application between 2001 and 2016. Each person in the EHC was matched on age and sex to a non-homeless individual from the 20% least deprived areas of Scotland: Least Deprived Cohort (LDC); and a non-homeless individual from the 20% most deprived areas of Scotland: Most Deprived Cohort (MDC).

The research revealed that the EHC were over-represented in A&E attendance, acute hospital admissions, and admission to mental health specialities in comparison to the other cohorts. The EHC cohort also had a death rate 2.1 times higher than the MDC and 5.3 times higher than the LDC. As displayed in the graph overleaf, the research revealed that Inverclyde has the third highest proportion of homeless population with drug, alcohol and mental health issues in Scotland. A significant number of those who presented as homeless in Inverclyde in 2017/18 had a mental health problem (49%) or a drug/alcohol dependency (24%).

3 <https://www.gov.scot/Resource/0053/00536908.pdf>

**Proportion of people in the Cohort with Drug, Alcohol-Related and Mental Health Issue by LA**

Proportion of people in the Cohort with Drug, Alcohol-Related and Mental Health Issue by LA



With regards to Severe and Multiple Disadvantage (SMD) Inverclyde ranks in the top quartile, however in terms of overall incidence of homelessness Inverclyde is comparatively lower than the case for Scotland. The support needs of people presenting to homelessness services in Inverclyde are significant and not currently fully met by existing service provision.



Overall, responding to the additional support needs of those who present as homeless is the biggest challenge in Inverclyde. Recent analysis has exposed that the homelessness problem in Inverclyde should be framed from a mental health and addictions perspective, as it is clear that people have more specialist requirements above their housing need. In the case of homelessness in Inverclyde, housing is not the primary issue but rather, providing the right support, at the right time and for the right length is the ultimate driver for reducing homelessness.

**5-year vision** **to achieve Rapid Rehousing**

 The RRTP working group discussed what our vision for rapid rousing in Inverclyde should be. Our vision succinctly echoes the objective of a transition to a rapid rehousing approach for Inverclyde:

**“To reduce the need for temporary accommodation by enabling homeless households to access settled accommodation quickly and with the right support to achieve housing sustainment”**

# Our Vision:

The Transition Tool (excel spreadsheet) supplied with the Scottish Government RRTP guidance was utilised to gather relevant data in a systematic way, and to populate key indicators for local analysis. The tool informed a subsequent 5 year action plan which identified 4 high level objectives and prescribed actions over a five year period to help to realise our goals.

**Objective 1 - Reduce the need for temporary accommodation by preventing homelessness**

The prevention approach does not require housing or support. We will assess homelessness prevention models implemented by LSVT landlords to design a more effective Inverclyde Housing Options model. This collaborative and proactive Housing Options model will be implemented across RSLs, Third Sector partners, and named contacts in Health and Social Work services. We will develop common tools including needs assessment; introduce consent to share and referral pathways enabling proactive intervention; and provide training and skills transfer on risk and prevention.(15% of recent homeless applicants would benefit from this method)

**Objective 2 - Enable service users with no/low support needs to access settled housing quickly**

Housing is the main requirement for this client group, with little or no support required.

We will define annually revised targets of allocations to homeless households to reduce length of stay by roughly 50% from 22 weeks to 12 weeks in 5 years by developing combined allocations policy and nomination agreements amongst our RSLs to increase the number of homes allocated to homeless households with no or low support needs. We will build SHIP assumptions on per cent of allocations to homeless households and discuss with our RSL partners how to eliminate the backlog of homeless households awaiting settled accommodation.(42% of recent homeless applicants would benefit from this method)

**Objective 3** **-** **Implement a Housing First model which enables excluded service users to achieve housing sustainment**

The client groups who would benefit from this housing first approach have moderate to high support needs and include current or previous hostel dwellers who exhibit chaotic behavior. Independent living skills would enable positive sustainment outcomes.

This may require recruiting or appointing a dedicated support team and our multi-agency working group will ensure the most efficient access to the most appropriate (statutory) wrap around support services.(up to 36% of recent homeless applicants could benefit from this method)

**Objective 4 - Enable service users who need specialist supported housing to access commissioned HSCP services**

The client group which would benefit most from this approach are those with very complex needs who should not be considered homeless applicants as they require specialist supported accommodation options. (6% of recent homeless applicants require specialist supported accommodation).

Our working group will evidence need for specialist supported accommodation to the HSCP Resource Group, and capacity within commissioned resources will be identified to meet evidenced need for specialist accommodation. A personal housing plan process will be developed in partnership with the HSCP Resource Group and we will identify opportunities in the SHIP planning process to meet evidenced need for specialist accommodation. No additional funding is requested to meet the needs of this group as they should not be considered part of the homeless population. Existing HSCP commissioning services will be realigned to address their needs.

The success of our RRTP plan will be dependent on continuing to shift our resources towards prevention and housing sustainment and form the basis of a new, proactive partnership model to meet the underlying needs of the homeless population locally.

To deliver our RRTP vision successfully over the five-year planning period we will require a level of upfront funding towards budgetary and staffing resources. This section of the document describes our current Homeless service resource costs, the funding framework for Rapid Rehousing and the impact that investment in rapid rehousing will have on Inverclyde resources over the 5-year planning period.

Table 10 below details the resources currently funded by Inverclyde Council and the annual cost of delivering the existing homeless services in Inverclyde. This table shows the Council’s contribution of £1,097k per annum and the rapid rehousing costs detailed in table 14 excludes this contribution.

***Table 10: Inverclyde Homeless Service cost for 2019/20***

|  |  |
| --- | --- |
| **Homeless Service**  | **Current Cost£000** |
| Inverclyde Centre (Net Rental Income) | (163) |
| Inverclyde Centre Accommodation based staff | 423  |
| Dispersed Accommodation  | 90  |
| B&B | 7  |
| Casework Team | 383  |
| Support Services (see breakdown below) | 305  |
| Payments to Other Bodies | 51  |
| **Total Costs** | **1,097**  |

The next two tables breakdown the current costs by accommodation (and staffing of accommodation) and support services. Table 11 details the current Inverclyde temporary accommodation portfolio and associated costs.

***Table 11: Temporary Accommodation portfolio funding assumptions (Current)***

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Type of Accommodation** | **Owned/Managed** | **Units** | **Client group** | **Net cost£000** |
| Hostel Supported | Inverclyde Centre | 31 | Single | 187.0  |
| Mainstream furnished | RSLs | 65 | All | 90.0  |
| B&B | Private | 0 | 0 | 6.5  |

Inverclyde also has an in-house housing support provision and commissions a range of services to assist in the discharge of the Housing Support duty as detailed in table 12 below.

***Table 12: Housing Support Provision within Inverclyde***

|  |  |
| --- | --- |
| **Service** | **Amount£** |
| Women's Aid | 132,300  |
| Mental Health Addictions Support | 59,600  |
| Inverclyde Homeless Service (2 x FTE Homemaker) | 58,340  |
| Legal Services | 55,000  |
| **Total** | **305,240**  |

The accommodation, staffing and support services comprise the majority of the Council's current contribution to address homelessness and are included within the total £1,097k per annum cost mentioned in table 10 above.

Through the next 5 years we will work in partnership to design our Inverclyde Housing First model and by doing so will investigate the requirement and efficacy of the current temporary provision, the Inverclyde Centre and our temporary flats. Until Housing First models are embedded Inverclyde will continue to have temporary accommodation provision. No costs associated with this have been included in our plan.

***Cost assumptions to transition to Rapid Rehousing Model***

Due to the significant support needs of people presenting to the Homelessness Services in Inverclyde, we have determined a requirement for 75 Housing First cases over the 5 year planning period. The funding assumptions in respect of Housing First are based on national Housing First Pathfinder costs.

The cost assumptions around housing first are detailed in the diagram overleaf.

***Figure 3: Housing First Assumptions***

Figure 3 above illustrates that the funding plan assumes £1,500 of furniture set up costs for each new housing first client. The model provides support at a cost of £6,000 per annum based on a 1:7 ratio. Each client would be supported for an average of 2.5 years. Table 13below illustrates the detailed costs of Housing First over the 5 year transition to a Rapid Housing model.

***Table 13: Housing First cost assumptions***

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
|   | **Year 1** | **Year 2** | **Year 3** | **Year 4** | **Year 5** | **TOTAL** |
| No. of new clients | 0 | 5 | 7 | 7 | 7 | **26** |
| No. of clients supporting |  | 5 | 12 | 17 | 18 |   |
| *Cost per person per year* | *6,000* | *6,000* | *6,000* | *6,000* | *6,000* |   |
| Housing Support costs | 0 | 30,000 | 72,000 | 102,000 | 108,000 | 312,000 |
| Set up costs £,1500 per person in 1st year | 0 | 7,500 | 10,500 | 10,500 | 10,500 | 39,000 |
| **Total costs** | **0** | **37,500** | **82,500** | **112,500** | **118,500** | **351,000** |

The 5-year cost of £351,000 is over and above the Council's current Homeless Service contribution of £959,000 per annum, which would continue alongside this proposal for the time being.

To determine the resources required to deliver rapid rehousing, a five-year budget projection tool was created to establish the extent to which the delivery of Housing First would require additional funding or generate efficiencies. Additional to the funding required to implement Housing First, there is a requirement for a Rapid Rehousing Partnership Officer for the first three years to develop and embed new ways of working.

The proposed financial resource plan to implement a Housing First model is summarised in Table 14 below. The Resource Plan provides further breakdown of the required financial resources later in the document.

***Table 14: Rapid Housing Costs***

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Rapid rehousing costs** | **Year 1** | **Year 2** | **Year 3** | **Year 4** | **Year 5** | **Total** |
| **Housing First Partnership Officer (Grade 8)** | 0 | 35,600 | 50,400 | 50,400 |  | 136,400 |
| **Housing First**  | 0 | 37,500 | 82,500 | 112,500 | 118,500 | 351,000 |
| **Total requirement** | **0** | **73,100** | **132,900** | **162,900** | **118,500** | **487,400** |

The table above illustrates that our calculations project a requirement for an investment of £487k over the remaining 4 year period to support the delivery of Housing First in Inverclyde.

Investment is required to transform our approach to homelessness. The configuration of service within Inverclyde currently does not provide the optimum environment or financial resources within which we can deliver a new Rapid Rehousing model over the five-year planning period. We will require a level of front funding towards budgetary and staffing resources. This front funding will allow us to invest in the type of service delivery that enables a shift in resources from the provision of temporary accommodation to the delivery of person-centred support services.

The investment in this plan will deliver the following:

* A movement and shift in resources in temporary accommodation from accommodation based support to person centred support.
* Reduce transition and length of stay in temporary accommodation.
* Allow transition from accommodation-based support services to flexible, person centred provision which moves from temporary to settled accommodation and remains there for as long as the client needs it.
* Maximise access to statutory services.

# RRTP governance arrangements

***Figure 4: RRTP Governance Arrangements***

Rapid Rehousing Steering Group

**Housing First Working Group**

Service User / Staff Reference Groups

Housing Partnership Group

H& S C Committee

E & R Committee

**Housing Options (HO) Working Group**

The Public Bodies (Joint Working) (Scotland) Act 2014 requires that a Strategic Planning Group (SPG) is formed to engage with stakeholders on the production and implementation of the Strategic Plan, which is accountable to the Integrated Joint Board. To promote the Housing sector’s role in Health and Social Care integration, a representative from both the council’s Housing Strategy team and Inverclyde Housing Association Forum are included on the Health and Social Care Partnership’s SPG. In addition there is a representative from the Inverclyde Housing Association Forum on the Integrated Joint Board.

Within Inverclyde 6 locality groups have recently been established within East, West and Central Inverclyde. These localities will provide a bridge between strategic planning, assessment of needs, and the coordination and development of services across the local authority area. The localities have been defined by the SPG working in collaboration with communities. It is envisaged that these will dovetail with the Community Planning Partnership locality structures which are in development, and it is anticipated that representatives from the RSLs will be key members of these locality groups once established.

The HSCP has led the work to develop the RRTP for Inverclyde in collaboration with Housing Strategy, and the Housing Partnership Group (HPG). The HPG meets quarterly and involves a range of stakeholders from the HSCP, local and national RSLs, and Inverclyde Council’s Housing Strategy team. The group works collaboratively to deliver the actions set out in the Housing Contribution Statement and reports directly to the SPG. Moving forward, our partners will continue to work collaboratively to develop, implement and resource the plan.

In terms of future governance of the plan, the RRTP will report to the Environment and Regeneration Committee through the Strategic Housing Investment Plan and the Local Housing Strategy. The delivery of the plan through the Homelessness Service and the wider HSCP and partners will separately report through the Health and Social Care Committee and the Integrated Joint Board and be fully integrated into Health and Social Care Partnership strategic plans.

A Rapid rehousing Steering Group will oversee three working groups responsible for delivering Inverclyde’s Rapid Rehousing model, the terms of reference for the Programme Board and the details of each working group are noted below.

Rapid Rehousing Steering Group

Terms of Reference:

1. Responsible for delivery of Rapid Rehousing Transition Plan.
2. Monitoring progress against Action Plan.
3. Responsible for overseeing management of resources / funding allocated to the plan.
4. Governance – reporting to LHS and relevant committees.
5. Receive reports from working groups including evaluation of options to implement the plan.

**Working Group 1: Housing Options**

This group will contain members from the Homelessness Service; RSLs; HSCP Team Leads; and Criminal Justice. It will address Objective 1, ‘**Reduce the need for temporary accommodation by preventing homelessness’** and Objective 2, ‘**Enable service users with no/low support needs to access settled housing quickly**’

The group will establish a pathway assessment to housing need based on an application of a single housing options approach using a national toolkit. It will implement a collaborative & proactive Housing Options model across RSLs, Third Sector partners, and named contacts in Health & Social Work services and in the first year will focus on the following aspects:

* Training & skills transfer on risk & prevention
* Developing common tools including needs assessment
* Consent to share & referral pathways enabling proactive intervention
* Define % annual target of allocations to homeless households to reduce length of stay by 50% in 5 years
* Build SHIP assumptions on % allocations to homeless households
* Develop the allocations policy & nomination agreements to increase the number of homes allocated to homeless households with no or low support needs
* Negotiate agreement with RSLs on how to eliminate the backlog of homeless households awaiting settled accommodation.

**Working Group 2: Housing First Working Group**

This group will contain members from Homelessness, RSL’s, HSCP’s Commissioning Team; Finance; and Housing Strategy. It will address Objective 3: ‘**Implement a Housing First model which enables excluded service users to achieve housing sustainment’**

Two client groups will benefit from this Housing First approach: current or previous hostel dwellers who exhibit chaotic behaviour which necessitates a need for on-site supervision; and the habitual homeless applicants who display complex needs, are disadvantaged and unlikely to sustain any form of tenancy on a long term basis. 24% of recent homeless applicants could benefit from the proposed output from this working group.

We will investigate developing a ‘strategic needs’ group within RSL Allocations Policies to enable a housing led approach. This may require recruiting or appointing a dedicated support team and our multi-agency working group will ensure the most efficient access to the most appropriate wrap around support services.

Working in partnership to design our Inverclyde Housing First model and investigate the efficacy of the current hostel provision: the Inverclyde Centre, the Steering Group will:

* Develop a ‘strategic needs’ group with RSL Allocation Policies to enable a housing led approach
* Recruit / appoint a dedicated support team
* Building multi-agency working group to enable access to (statutory) wrap around support services

The Housing Partnership Group will address Objective 4: **‘Enable service users who need specialist supported housing to access commissioned HSCP services’**. The client group which would benefit most from this approach has very complex needs and should not be considered homeless applicants as they require specialist supported accommodation options. 6% of recent homeless applicants require specialist supported accommodation.

Our working group will evidence need for specialist supported accommodation to the HSCP Resource Group, and capacity within commissioned resources will be identified to meet evidenced need for specialist accommodation. In year one the Subgroup will consider the following:

* Evidence need for specialist supported accommodation to HSCP Resource Group
* Develop personal housing plan process in partnership with HSCP Resource Group
* Identify opportunities in SHIP planning process to meet evidenced need for specialist accommodation
* Identify capacity within commissioned resources to meet evidenced need for specialist accommodation

# Year 1 progress

The HSCP has led the work to develop the RRTP for Inverclyde in collaboration with Housing Strategy, and the RSLs that operate within Inverclyde

The governance reporting has been agreed to be through the Council’s Environment and Regeneration Committee through the Strategic Housing Investment Plan and the Local Housing Strategy. The delivery of the plan through the Homelessness Service and the wider HSCP and partners will separately report through the Health and Social Care Committee and the Integrated Joint Board and be fully integrated into Health and Social Care Partnership strategic plans.

Due to senior management capacity the steering group has taken a period of time to be established. It was agreed that it would be chaired jointly by the Head of Strategy and Support Services from the HSCP and the Head of Environmental & Public Protection. The steering group has met twice with a schedule of meetings in place to take forward oversight of the delivery of the RRTP. As new RSLs develop housing stock within Inverclyde they will be invited to attend.

The two sub groups have now met and are developing work plans.

The Housing Options Sub group has started to consider the use of the wider Private Rented sector which is not traditionally utilised within Inverclyde to ensure there is a larger portfolio of options for service users.

During Covid, the Homelessness service had to very quickly increase the number of temporary furnished flats taken on from the RSLs by the Homelessness services and plans are now in place for a pilot to "flip“ four tenancies with our biggest RSL, River Clyde Homes.

The RRTP Partnership Officer was advertised in February 2020, unfortunately there was not a large enough pool of suitable applicants to progress to interview therefore the post has now recently been re-advertised and it is hoped that the position will be filled imminently. This has had a negative impact on the progress of the RRTP.

The plan is to utilise the start-up costs (£30k); the year one funding (£53k) and the year two funding (£44k) totalling £127,000 to part fund the RRTP Partnership officer for 23 months (£96,600).

As previously mentioned, the Covid-19 pandemic has fundamentally changed the homelessness picture within Inverclyde. In early March 2020, with the pandemic unfolding nationally and internationally, a number of key challenges emerged which required a new response locally. These challenges have inadvertently proved beneficial in helping to consider future delivery.

* Public health advice was sought regarding the use of shared accommodation units and ability to implement social distancing, along with need for self-isolation. This led to decreasing the service user population accommodated within the Inverclyde Centre from 31 units to 15.A number of service users required to be moved out of the centre into temporary furnished flats.
* Due to Covid-19 the Scottish Government implemented the Early Prisoner Release Scheme (EPRS) for eligible prisoners due to be liberated in the 12 week period from 4th May 2020 to 31st July 2020. Within Inverclyde during the month of May, 11 prisoners were released under the EPR scheme with 7 being accommodated via homelessness within temporary accommodation. This is in addition to the normal prison liberations which have continued throughout.
* An increase in homelessness presentations has continued throughout the Covid period due to a range of factors but including family/relationship breakdowns and people no longer able to stay in their previous accommodation.

In order to respond to these challenges, an increase in temporary furnished flats within the community was required and the RSLs have supported this by providing an additional 40 flats to the service throughout the first 8 weeks of Covid. There are now 65 TFFs within Inverclyde, in the main within Greenock and Port Glasgow. This was therefore an incredible busy period for the homelessness service to ensure these flats were brought into service, including all required gas/electricity checks being undertaken; flats carpeted and furnished and decorated to meet an approved standard of accommodation. Mobile phones were issued by the service to all tenants to enable them to keep in touch and enable daily/weekly wellbeing checks were in place during lockdown. This has worked very well and it is hoped can continue as normal practice.

This increase in temporary furnished flats has been welcomed, however it has been acknowledged that once a service user has moved into a temporary furnished flat a range of services require to remain involved in their support plan and continue to work in partnership with a range of providers including the local RSLs and other HSCP services and 3rd sector partners to ensure the move through to appropriate accommodation and that ongoing supports are available. A number of service users with a range of higher support needs continued to be accommodated within the Inverclyde Centre with arrangements in place to support them to self-isolate and socially distance as required. This work has highlighted the need for Housing First approaches and the need for increased supported accommodation for vulnerable service users in Inverclyde. During Covid there has been an amazing response throughout the local community with donations of food; toiletries; hot meals etc to homelessness service users. Better relationships have been developed and support provided by a range of 3rd sector organisations which is hoped to continue as the recovery phase continues.

In terms of Early Prisoner Release, Inverclyde HSCP Homelessness services worked closely with community justice partners to ensure a smooth transition from prison into settled accommodation when liberated. Voluntary Throughcare was put in place where all prisoners due for liberation were contacted prior to their release date to ask what supports they may need. This included access to accommodation; alcohol/ drug and mental health services, benefits advice and 3rd sector support. Through this, 7 prisoners were successfully supported into temporary accommodation with the Throughcare pathway continuing to operate for normal liberations.

During Covid, none of the RSLs were operating at full service with the RSLs only undertaking emergency repairs, and the largest RSL continuing with void work. This impacted on the ability both to move people on from temporary accommodation to permanent tenancies, and also the availability/condition and location of void properties which have been allocated for use to the homelessness service. Whilst the RSLs have always tried to provide accommodation across the Inverclyde locality, and are mindful of having temporary furnished flats too close to each other, this is dependent entirely on their void availability. During Covid this has been problematic and the RSLs and other partners have reported an increased incidence of antisocial behaviour across communities therefore an action plan working closely with a range of community partners has been developed.

A number of service users in temporary furnished flats are very settled therefore proposals to pilot “flipping“ four temporary flats into permanent tenancies is underway and will be continued where at all possible. The tenancies will be replaced with further temporary accommodation units with work undertaken by all partners to bring them up the Scottish Housing Quality Standard.

Presentations have continued to increase locally in particular with increasing numbers of young people presenting through family breakdown. Unfortunately this has resulted in an increased use of bed and Breakfast accommodation during Covid. Therefore it is anticipated that to continue to deliver appropriate services post Covid lockdown, the increase in temporary furnished flats will require to continue for a period of time.

Continuing with the actions necessitated by the pandemic over the past 3 months where it is prudent to do so, and guiding the move to rapid rehousing by default at a quicker pace than was originally envisaged, we will also address the following areas to maximise housing supply and housing options:

* **Voids** – Try to speed up voids processing. The Scottish Government is hoping to return to 75% of normal voids management work by Phase 3 of the route map.
* **Tenant transfer** - Address transfers to tenants in housing need by considering the provision of incentives and assistance to persuade tenants to move to more suitable accommodation.
* **Flip Tenancies**-this has started with a pilot of 4 tenants in TFFs and hopes to be rolled out further throughout 2020
* **Shared Tenancies** - Investigate shared tenancies as a housing option for single homeless people to allow them to move on from unsuitable temporary accommodation during.
* **New Housing Supply** - It is anticipated that Housing Developers will be encouraged to move to 100% capacity on existing new build sites by Phase 3 of the Scottish Government route map.
* **Property Acquisition** – Investigate purchasing private sector properties – properties currently on the market as rent ‘off the shelf’ acquisitions, and also where the purchase of previously socially rented stock as ‘mortgage to rent’ will prevent homelessness by enabling the current tenant to remain in the property.
* **Private Rented Sector** – Increase access to the PRS sector by working collaboratively with private landlords to increase the number of housing opportunities for homeless people through both the Rent Deposit Guarantee project, and by investigating a programme of leasing private rented tenancies.
* **Empty Homes** – Consider further housing options to address homelessness through discussions with owners of currently empty homes.
* **Supported Accommodation** – Seek to enhance the provision of supported accommodation as a means of providing long-term suitable accommodation with support to homeless people.

The original actions from the first 18 months of the RRTP are at varying stages of completion, and we hope to timeously dovetail work from the above areas with these existing actions:

Objective 1 - To reduce the need for temporary accommodation by preventing homelessness:

* Assess homelessness prevention models implemented by LSVT landlords to design Inverclyde Housing Options model.
* Implement a collaborative & proactive Housing Options model across RSLs, Third Sector partners, named contacts in Health and Social Work services by:

-Training and skills transfer on risk and prevention

-Developing common tools including needs assessment

-Consent to share and referral pathways enabling proactive intervention

Objective 2 - To enable service users with no/low support needs to access settled housing quickly:

* Define % annual target of allocations to homeless households to reduce length of stay by 50% in 5 years.
* Build SHIP assumptions on % allocations to homeless households.
* Develop the allocations policy & nomination agreements to increase the number of homes allocated to homeless households with no or low support needs.
* Negotiate agreement with RSLs on how to eliminate the backlog of homeless households awaiting settled Accommodation.

Objective 3: Deliver a Housing First model which enables the most excluded service users to achieve housing sustainment:

* Develop Housing First model
* Design Inverclyde Housing First model in partnership with RSLs & the HSCP Inc.:

- Target client group

- Developing a ‘strategic needs’ group within RSL Allocations Policies to enable a housing led approach

- Recruiting Housing First Partnership officer

- Build multi-agency working group to enable access to statutory and commissioned wrap around support services

Objective 4 - To enable service users who need specialist supported housing to access commissioned HSCP services Evidence need for specialist supported accommodation to HSCP Resource Group:

* Target client group (6% specialist support accommodation).
* Develop personal housing plan process in partnership HSCP Resource Group.
* Identify opportunities in SHIP planning process to meet evidenced need for specialist accommodation.
* Identify capacity within commissioned resources to meet evidenced need for specialist accommodation

Further to the above, the action plan overleaf details the actions which were previously decided would best deliver our RRTP over the remaining period of the Transition Plan. We anticipate that the current fluid situation caused by the pandemic will require us to revisit and update these future actions accordingly.

# Action Plan

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|  | **Year 2** | **Year 3** | **Year 4** | **Year 5** |
| **Objective 1** - To reduce the need for temporary accommodation by preventing homelessness | Housing options model implemented across Inverclyde partners. | Housing options model implemented across Inverclyde partners. | Projected increases in service demand as a result of service improvement: 5% per annum. | Projected improvement in prevention rate reduces service demand by a further 5% per annum. |
| Projected increases in service demand as a result of welfare reform: 5% per annum. | Projected increases in service demand as a result of welfare reform: 5% per annum. | Projected improvement in prevention rate reduces service demand by 5% per annum. |   |
| Projected improvement in prevention rate reduces service demand by 5% per annum. | Projected improvement in prevention rate reduces service demand by 5% per annum. |   |

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|   | **Year 2** | **Year 3** | **Year 4** | **Year 5** |
| **Objective 2 -** To enable service users with no/low support needs to access settled housing quickly | Reduce the length of stay in temporary accommodation for those with no or low support needs by 4 weeks by incrementally increasing the % allocation to homeless households. | Reduce the length of stay in temporary accommodation for those with no or low support needs by a further 4 weeks by incrementally increasing the % allocation to homeless households. |  Reduce the length of stay in temporary accommodation for those with no or low support needs by a further 4 weeks by incrementally increasing the % allocation to homeless households. | Reduce the length of stay in temporary accommodation for those with no or low support needs by a further 2 weeks by incrementally increasing the % allocation to homeless households. |
|
| Baseline assumption: length of stay in dispersed accommodation: 22 weeks. | Baseline assumption: length of stay in dispersed accommodation: 18 weeks. | Baseline assumption: length of stay in dispersed accommodation: 14 weeks. | Baseline assumption: length of stay in dispersed accommodation: 12 weeks.  |
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|   | **Year 2** | **Year 3** | **Year 4** | **Year 5** |
| **Objective 3 -** Deliver a Housing First model which enables the most excluded service users to achieve housing sustainment | Deliver Housing First | Deliver Housing First | Deliver Housing First | Develop mainstream funding framework for Housing First via the LHS and Strategic Commissioning Plan. |
| Develop case conferencing/management arrangements. | Develop case conferencing/Management arrangements. | Build outcome evaluation framework and evidence impact of preventative investment. |   |
| Identify Homelessness service users in direct access/hostel chaotic categories |
| Identify Homelessness service users in direct access/hostel chaotic categories. |  | Share with HSCP & Community Planning Partners to build funding mechanism. |

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|   | **Year 2** | **Year 3** | **Year 4** | **Year 5** |
| **Objective 4 -** To enable service users who need specialist supported housing to access commissioned HSCP services | Identify service users with complex needs requiring a different type of service. | Identify service users with complex needs requiring a different type of service. | Identify service users with complex needs requiring a different type of service. | Develop SHIP & SCP planning frameworks to ensure that emerging particular housing needs are addressed by housing and care planning funding programmes.  |
|   |   | Ensure SHIP framework makes contribution to meeting unmet need for supported accommodation. |  |
| Ensure SCP framework makes contribution to meeting unmet need for supported accommodation. |
| Consider the long term future of the use of the Inverclyde Centre; and reconfigure the service based on a Housing First model. |
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# Resource Plan

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| **Resource Bid** | **Details** | **Resource Bid** |
| Housing First Partnership Officer | Partnership post to facilitate the successful implementation of Rapid rehousing and co-ordinate the implementation of Housing firstKey tasks-RRTP Coordinator* Co-ordinate the development, implementation and review of the Rapid Rehousing Transition Plan and related plans and strategies.
* Work in partnership with the RSLs; other council departments, Community Planning partners and other key stakeholders (both internal and external) to implement Housing First with effective resource input in the development, monitoring and review of the RRTP and related strategies.
* Ensure the effective development and implementation of robust monitoring and reporting arrangements for the RRTP and related plans and strategies.
 | Year 2-4 – Year 2 -8 month costs, £50,400 per annum years 3&4 |
| Implementing Housing First | To fund and deliver 75 Housing First commissioned support cases over the 5-year period. | Year 1 - nilYear 2 - £38kYear 3 - £82kYear 4 - £113kYear 5 - £118k |

1. Scottish Government, Private Sector Rents Statistics, Scotland, 2010-2019 [↑](#footnote-ref-2)
2. Scottish *Household* Condition Survey 2016-2018 (2020) [↑](#footnote-ref-3)
3. Scottish Index of Multiple Deprivation (2020) [↑](#footnote-ref-4)
4. Shelter, What is affordable housing (2015) : <https://blog.shelter.org.uk/2015/08/what-is-affordable-housing/> [↑](#footnote-ref-5)
5. Scottish Government, Small Area Income Estimates (2014) [↑](#footnote-ref-6)