
Report To:	Environment & Regeneration Committee	Date:	17 January 2019
Report By:	Corporate Director Environment & Regeneration	Report No:	ENV007/19/MM
Contact Officer:	Martin McNab	Contact No:	01475 714246
Subject:	Rapid Rehousing Transition Plan		

1.0 PURPOSE

- 1.1 To present the first iteration of the Rapid Rehousing Transition Plan (RRTP) to the Committee and to seek approval for the future reporting of the RRTP through the SHIP and the LHS.

2.0 SUMMARY

- 2.1 On 28 June 2018 the Scottish Government wrote to Local Authorities reiterating their intention to end homelessness in Scotland; and their intention to take forward the recommendations from the Homeless and Rough Sleeping Action Report, published in May 2018.
- 2.2 This includes a specific action for Local Authorities to produce a Rapid Rehousing Transition Plan [RRTP], with an expectation that each Local Authority will develop their plans in collaboration over a planned and costed phase of 5 years (2019-20 to 2023-24). The first iteration of this requires to be submitted to the Scottish Government Homelessness Team by 31 December 2018. RRTPs will then be an integral part of the Strategic Housing Investment Plan (SHIP) and be reviewed annually as part of the SHIP process.
- 2.3 A final fully costed plan requires to be completed for implementation from April 2019. The process for submission of the final plan is currently under consideration by the Scottish Government and CoSLA.
- 2.4 Inverclyde has recently concluded a review of the provision of temporary accommodation within Inverclyde, which provides a strong basis for the development of the RRTP locally.
- 2.5 The RRTP will be reviewed annually as part of the SHIP process, reflected in the LHS, and fully integrated into Health & Social Care Partnership strategic plans; separate guidance is expected from the Scottish Government on how this will be done. Separately delivery of the plan will be reported through the Health and Social Care Committee and the IJB as homelessness services are delivered by the HSCP.

3.0 RECOMMENDATIONS

- 3.1 That the Committee note the first iteration of the RRTP.
- 3.2 That the Committee agree to the future reporting of the RRTP through the SHIP and LHS.

Martin McNab
Head of Environmental & Public Protection

Deborah Gillespie
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Mental Health, Addictions and
Homelessness

4.0 BACKGROUND

4.1 The final recommendations of the Scottish Government's Homelessness and Rough Sleeping Action Group [HARSAG] were published in June 2018. They recommended that:

- Homelessness should be resolved through effective prevention where possible
- Homeless applicants should be rapidly resettled in a permanent housing solution
- Homeless applicants should have access to the widest range of housing options
- Temporary accommodation should only be used as a stop gap
- Effective support should be available from day one to enable the homeless households to sustain their tenancy
- Supported accommodation should be available for that small minority of applicants who are not able to sustain their own tenancy at the present time.

4.2 The Rapid Rehousing Transition Plan (RRTP) is a new planning framework for local authorities and their partners to transition to a rapid rehousing approach, to address these recommendations. Each Local Authority is required to develop a plan in collaboration demonstrating how they will move to a rapid rehousing model over a maximum term of five years. The plan needs to show not only how the homeless demand will be rapidly rehoused, but also how any backlog of demand from homeless households currently in temporary accommodation will be permanently housed.

4.3 To support local authorities to develop a Housing First and Rapid Rehousing approach, £21m has been allocated from the £50m 'Ending Homelessness Together' fund for 2018-23, along with a contribution from funding for addictions services of £1.5m over the first two years. Guidance including a toolkit to assist in the production of the RRTPs was published on 29 June. The Scottish Government intend to distribute up to £2 million between local authorities in this financial year, with a minimum of £30,000 per local authority, to support capacity to develop the plan.

4.4 The Scottish Government will allocate the remaining £19m based on the first submission of RRTPs at the end of December, and will be based on the content of the submission. The focus therefore requires to be on what is required to enable the delivery of the plan.

4.5 The plan must demonstrate a clear vision with phasing and costing for the changes required over the five year period (2019-20 to 2023-24). The initial iteration of the plan attached as Appendix 1 will be considered by the Scottish Government Homelessness Team to offer evaluation and feedback to enable further refinement of the RRTP where this is required.

Appendix
1

4.6 The finalised RRTP is required to be completed for implementation from April 2019. The Scottish Government and CoSLA will finalise the process for this in consultation with local authorities, and will confirm this after submission of the initial plan in December 2018. This will also require submission of an EQIA in relation to the plan.

4.7 RRTPs will sit within the Community Planning Partners wider strategic planning framework of the Local Outcome Improvement Framework and the Local Housing Strategy. RRTPs will then be an integral part of the Strategic Housing Investment Plan (SHIP) and be reviewed annually as part of the SHIP process. The Scottish Government will use the Plans to both assess progress towards the 5-year vision of Rapid Rehousing, and assist the allocation of resources for local authorities and their partners to reach their rapid rehousing transition.

4.8 The recently concluded review of temporary accommodation within Inverclyde placed the authority and partners in a strong position to present a plan within the timescales required. 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 RSL's

- Implement a rapid resettlement model to address the gap in supported accommodation.

- 4.9 As this work has arisen as the temporary accommodation review for Homelessness provision was concluding the HSCP has continued to take a lead in this. The existing working group [from the review of temporary accommodation] 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 partners to develop stakeholder engagement with the plan.
- 4.10 The HSCP has led the work to develop the RRTP for Inverclyde in collaboration with Housing Strategy, and the Housing Partnership Group which includes wider RSL and third sector partners. In terms of future governance of the plan it is intended that the RRTP will report through the Strategic Housing Investment Plan and through 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.

5.0 IMPLICATIONS

Finance

5.1 Financial Implications:

There are no financial implications at this stage. Funding for elements of the plan which will require additional resource will be discussed with the Scottish Government prior to the submission of the final RRTP in April 2019.

One off Costs:

Cost Centre	Budget Heading	Budget Years	Proposed Spend this Report £000	Virement From	Other Comments

Annually Recurring Costs/ (Savings)

Cost Centre	Budget Heading	With Effect from	Annual Net Impact £000	Virement From (if Applicable)	Other Comments

Legal

- 5.2 No implications

Human Resources

- 5.3 No implications

Equalities

5.4 Has an Equality Impact Assessment been carried out?

	YES (see attached appendix)
√	NO - This report does not introduce a new policy, function or strategy or recommend a change to an existing policy, function or strategy. Therefore, no Equality Impact Assessment is <input type="checkbox"/> required.

The final RRTP will require a full EQIA as it is completed.

Repopulation

5.5 No implications

6.0 CONSULTATIONS

6.1 The Corporate Management Team has approved the RRTP.

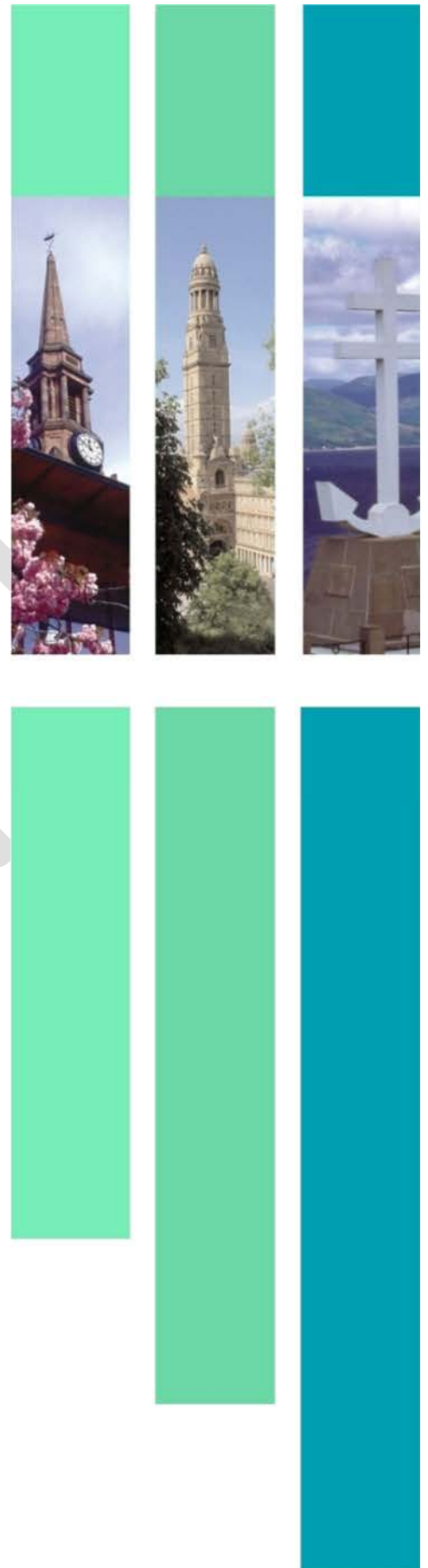
7.0 LIST OF BACKGROUND PAPERS

7.1 None

Inverclyde
council

Rapid Rehousing Transition Plan

December 2018



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Introduction

The Homelessness and Rough Sleeping Action Group (HARSAG) was set up by 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 they have such a severe set of needs that they cannot safely be rehoused in mainstream accommodation) should be provided with accommodation that 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.

The housing market and homelessness context in Inverclyde

There are an estimated 37,650 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 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.

Owner occupation is the largest housing sector in Inverclyde (63%), though the number of houses both in absolute and relative terms has decreased. The social rented sector accounts for 27% and the private rented sector (PRS) comprises 10% of the stock in Inverclyde. Recent large-scale demolition programmes to eliminate poor quality, older stock are largely complete and the affordable housing development programme continues to restructure the area and add to existing stock levels.

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 the Inverclyde Common Housing Register (ICHR) 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 now represents around 10% of all dwellings in Inverclyde. It now 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 2010-2017, which is the same for Scotland as a whole. Between 2016/17, the Renfrewshire/ Inverclyde area has seen an increase in rent for all bedroom sizes, with the exception of 1 bedroom properties. 2 bedroom properties saw an increase of 2.8%, with 3 bedroom property rents having a more moderate increase of 1.3%. Most significantly, 4 bedroom properties increased by 31.4%, which was higher than the average for Scotland as a whole¹.

1 bedroom Properties	2010	2016	2017	2010-17 Change	2016-17 Change
Renfrew/Inverclyde	£374	£392	£387	3.3%	-1.3%
Scotland	£436	£482	£501	15%	4%

2 bedroom properties	2010	2016	2017	2010-17 Change	2016-17 Change
Renfrew/Inverclyde	£473	£494	£508	7.3%	2.8%
Scotland	£536	£616	£642	19.9%	4.4%

3 bedroom properties	2010	2016	2017	2010-17 Change	2016-17 Change
Renfrew/Inverclyde	£612	£643	£652	6.5%	1.3%
Scotland	£679	£753	£787	15.9%	4.6%

¹ Private Sector Rents Statistics, Scotland, 2010-2017

4 bedroom properties	2010	2016	2017	2010-17 Change	2016-17 Change
Renfrew/Inverclyde	£834	£1,015	£1,095	31.4%	8%
Scotland	£959	£1,089	£1,143	19.2%	4.9%

Inverclyde has an average household income of £21,600, which is lower than the Scottish average of £26,700². This indicates that there are affordability issues, which is reflected by Scottish Index of Multiple Deprivation (SIMD) data as 14 of the 5% most deprived datazones in Scotland are located within Inverclyde. Affordability analysis shows that PRS rents are unaffordable for a significant proportion of lower income households.

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 has also informed development of the proposed Local Development Plan (LDP).

The HNDA estimates the number of additional homes required within Inverclyde by tenure over the lifetime of the 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.

The LHS 2017-2022 sets out Housing Supply Targets (HST) for private and affordable housing and the SHIP establishes priorities to achieve the affordable HST and related outcomes, as set out in the LHS. 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.

Inverclyde is one of the few LA areas which have a population that 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 are consistent with and achieve the outcomes set out in the Inverclyde Local Housing Strategy (LHS) 2017-22. It is developed in partnership with RSLs, the Inverclyde HSCP, Planning and Property Services.

² Scottish Household Condition Survey

166 homes for social rent have been provided utilising Scottish Government grant from 2015-2017. The 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 £31.982m will 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.

Rapid Rehousing Baseline Position

Factor	Measure		
	<u>2015/16</u>	<u>2016-17</u>	<u>2017/18</u>
Total presentation and homeless applications	Presentations: 740 Applications: 244	Presentations: 778 Applications: 236	Presentations: 888 Applications: 191
Open homeless cases as at 31st March	101		
Total households who said they slept rough at least once in the last 3 months (self-reporting)	15		
Total households living in temporary accommodation at 31st March	Households in TA: 50 Households with children/pregnancy in TA: 5 Change on 16/17: -67% No. children in TA: 15 Change on 16/17: -25%		
Average length of stay in temporary accommodation	<ul style="list-style-type: none"> • 22 weeks the current length of stay in temporary accommodation before an offer of settled accommodation is made • 8 weeks The current length of stay in hostel accommodation in Inverclyde • 52 weeks Target length of stay for customer who needs support to build independent living skills to achieve a settled outcome 		

There has been a significant decrease in the number of homeless applications in Inverclyde in recent years, however the proportion of applicants found to be homeless or threatened with homelessness has increased. Across Scotland, 5% of applicants were assessed as intentionally homeless. In Inverclyde, there was an increase in the number of applicants assessed as intentionally homeless from 2012/13 after the abolition of priority need.

Overall the number of Section 5 Referrals received by RSLs was slightly less in 2017/18, but the overall acceptance rate of Section 5 Referrals has decreased. 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.

	2016/17			2017/2018		
	No. of S5 received	No. of S5 relets	Acceptance rate	No of S5 received	No of S5 relets	Acceptance rate
RCH	68	55	80%	70	33	47%
Cloch	26	7	27%	24	12	50%
OT	32	20	63%	23	15	65%
Larkfield	6	0	0	9	2	22%
Total	132	82	62%	126	62	49%

The social rented sector is the biggest sector for rehousing homeless applicants; only 10 people were rehoused in the PRS in 2017/18. 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 to meet all homeless need 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.

	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

(Indigo Housing on behalf of Social Bite)

5-year vision to Achieve Rapid Rehousing

Working with Arneil Johnston, we calculated the current costs of running the homelessness service and the projected costs when we transition to a rapid rehousing model. The table below summarises the annual cost of delivering the existing homeless services in Inverclyde.

Homeless Service	Current Cost
Inverclyde Centre (Net Rental Income)	-£163k
Inverclyde Centre Accommodation based staff	£350k
Dispersed Accommodation	£90k
B&B	£6.5K
Casework Team	£371K
Support Services	£295k
Payments to Other Bodies	£7.1k
Total Costs	£957k

Inverclyde Homeless Service cost

The proposed 5 year financial resource plan to transition to a Rapid Rehousing model is summarised in the table below.

Rapid rehousing costs	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Rapid rehousing Co-ordinator	58,000	58,000	58,000	58,000	58,000	290,000
Rapid rehousing Support officer	30,000	30,000	30,000			90,000
Training		37,500				37,500
Planning Research	20,000					20,000
Interim Housing		94,433	176,910	130,241	124,839	526,423
Housing First	157,600	469,540	635,620	723,024	579,180	2,564,964
Total requirement	265,600	689,473	900,530	911,265	762,019	3,528,887

Rapid Housing Costs

The table above illustrates that our calculations project a requirement for an investment of £3.5 million over the 5 year period to support the delivery of Rapid Housing in Inverclyde. This averages at £705k per annum.

Investment is required to transform our approach to homelessness. The configuration of service within Inverclyde currently does not provide the optimum environment within which we can deliver a new model. At the end point we anticipate that the existing resources will be used differently, the full extent of this is still be explored.

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

Identifying support needs to enable rapid rehousing

Overall support needs analysis has revealed that the majority of people experiencing homelessness in Inverclyde have little or no support needs. Transitioning to rapid rehousing requires the rejection of ‘tenancy ready’ language and culture, however addressing this shift will be challenging as the Inverclyde homeless population has significant levels of specialist support needs which cause repeated tenancy breakdown and re-engagement with the Homelessness service.

Detailed support analysis from the Temporary Accommodation Review 2016/17 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.

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

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 of 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 that supersede housing. Moving forward work must be done around housing related support and responding to individual needs.

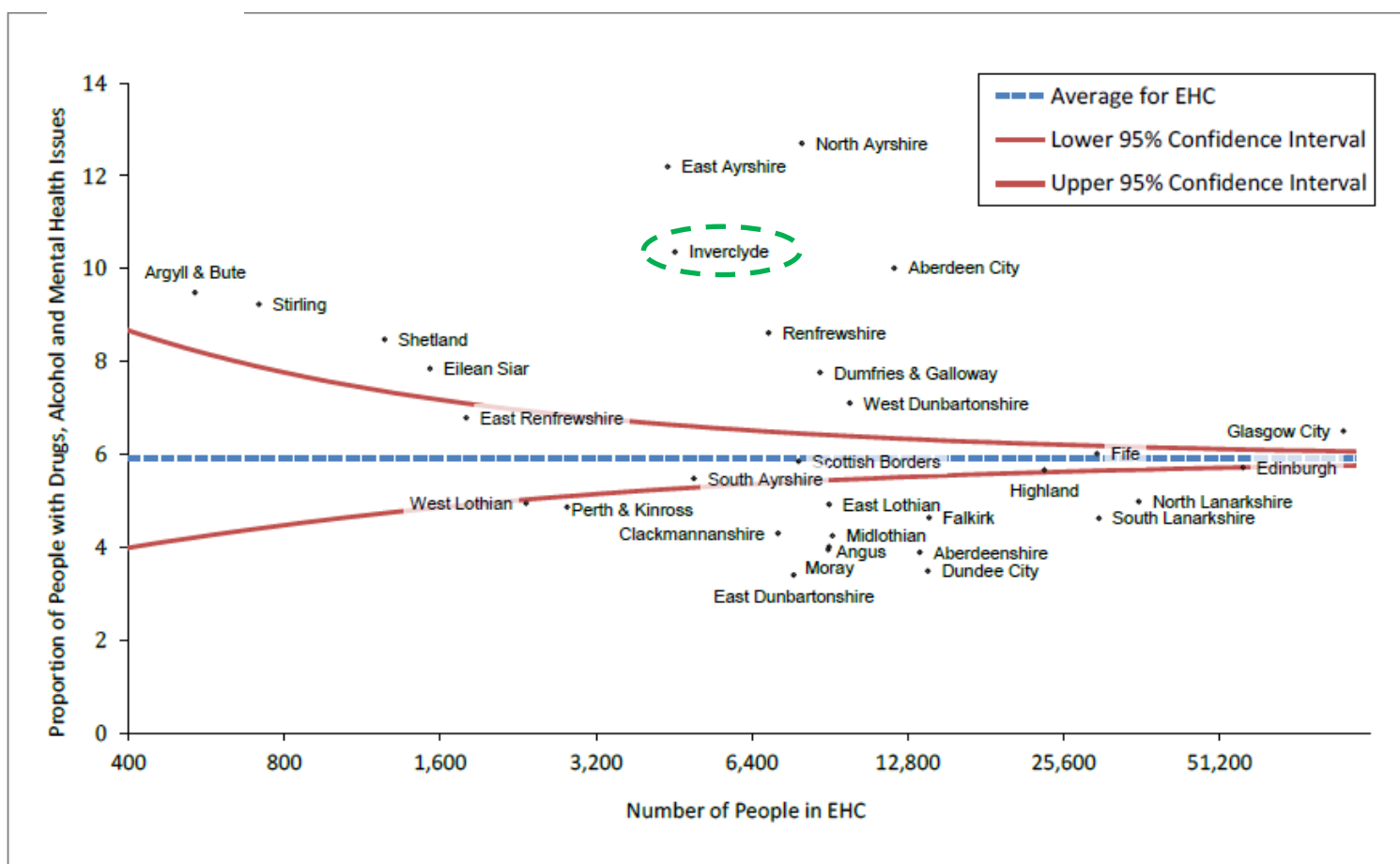
Analysis from 2017-18 highlighted the continued trend from 2016/17 that a significant proportion (47%) of people who made homeless applications had low level support needs, such as basic housing management or a requirement for assistance with independent living.

Specialist Need	Per cent of homeless applications
Learning Disability	6%
Physical Disability	11%
Medical Condition	21%
Drug or Alcohol Dependency	24%
Basic Housing Management/Independent living Skills/Housing Support	47%
Mental Health Problem	49%

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.

A significant number of those who presented as homeless 2017/18 had a mental health problem (49%) or a drug/alcohol dependency (24%). Recent Scottish Government research confirmed the extent of support requirements in Inverclyde in comparison to the rest of Scotland through the unique research that matched homelessness and health datasets at a nation level for the first time. The research showed that Inverclyde has the third highest proportion of homeless people with drug, alcohol and mental health issues in Scotland³.

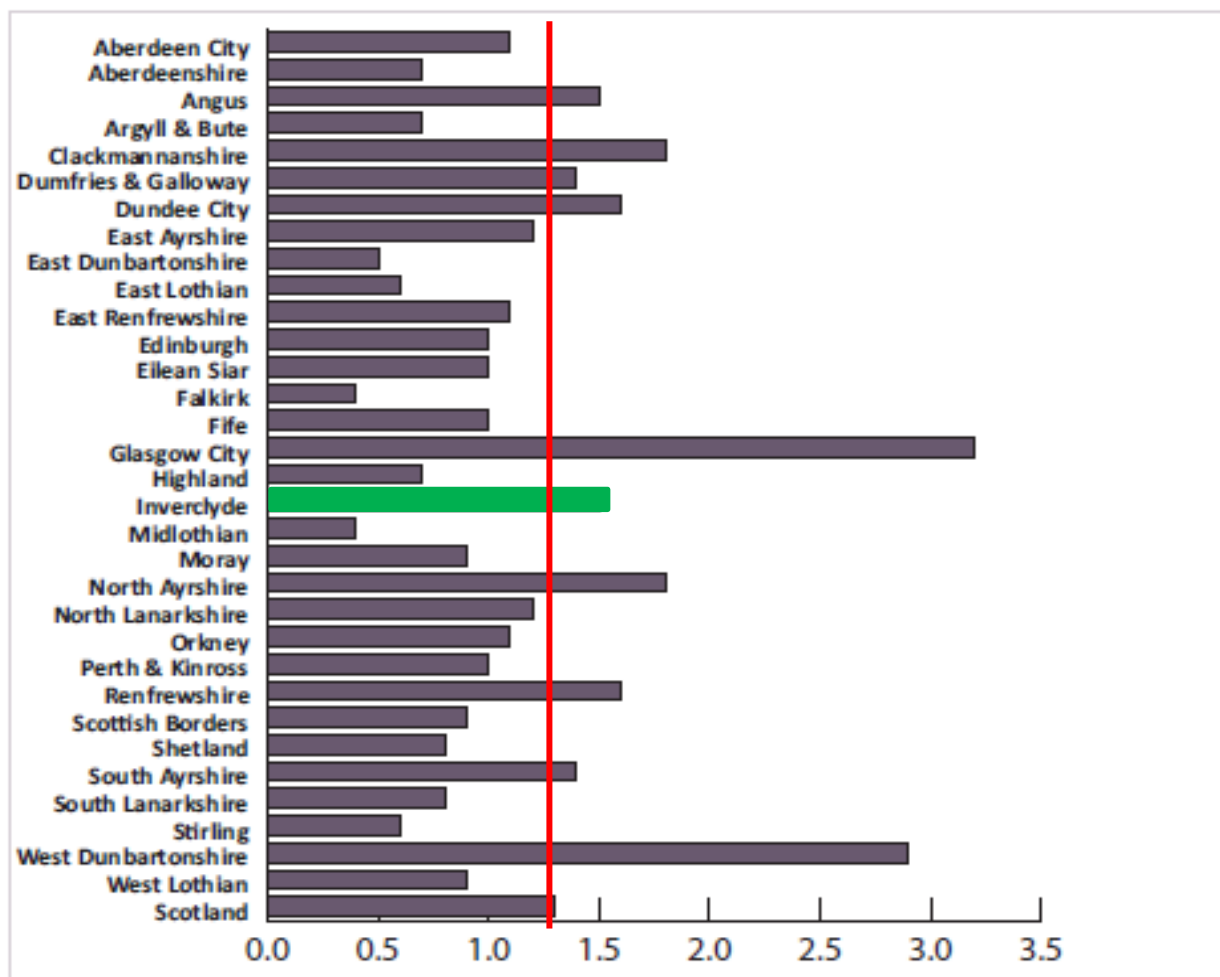
Proportion of people in the Cohort with Drug, Alcohol-Related and Mental Health Issue by LA



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

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.

SMD per 1000 of Population by Local Authority Area



Overall, responding to the additional support needs of those who present as homeless is the biggest challenge in Inverclyde. Analysis over the last 2 years 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.

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. The temporary accommodation review provided key information on the composition of our current temporary accommodation:

Inverclyde Temporary Accommodation composition

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 are 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. 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 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.

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

Our 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”

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 5 high level objectives and prescribed proposed 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. *Around 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

This is effectively the rapid rehousing element of our plan, 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. *Around 42% of recent homeless applicants would benefit from this method.*

Objective 3 - Develop interim housing options which enable independent living and housing sustainment

The client group which would most benefit from this objective have moderate to high support needs. Independent living skills would enable positive sustainment outcomes.

We will design an interim accommodation model in partnership with RSLs and the HSCP to target this specific client group. We will consider the number of units and the average length of stay required to transition to settled accommodation. The wrap around support model for this client group may be best delivered through core and cluster housing options and we will assess a development funding model allied with a business plan and commissioning model to supply this. *Around 12% of recent homeless applicants could benefit from this method.*

Objective 4 - Investigate a Housing First model which enables the most excluded service users to achieve housing sustainment

Two client groups would 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.

We will work in partnership to design our Inverclyde Housing First model and investigate the efficacy of the current hostel provision, the Inverclyde Centre in developing this. We will investigate developing a 'strategic needs' group within RSL Allocations Policies to enable 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 (statutory) wrap around support services. *Around 24% of recent homeless applicants could benefit from this method.*

Objective 5 - 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. *Around 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.

Stakeholder Engagement

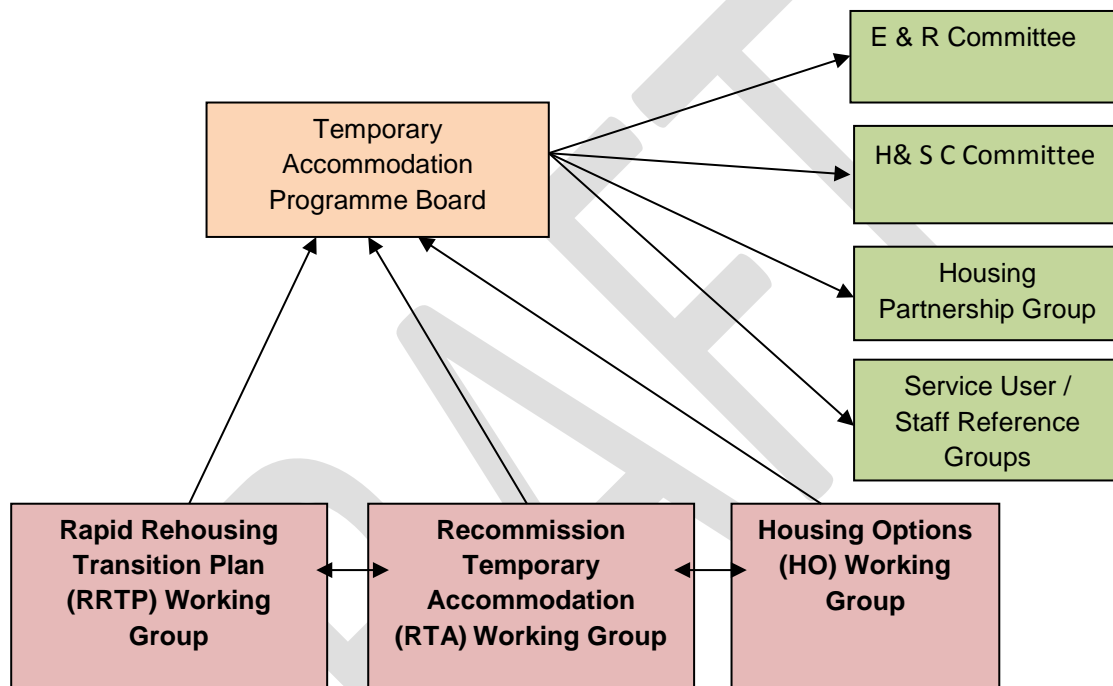
In December 2018, Inverclyde Council, HSCP and local RSLs gathered at a stakeholder workshop to discuss progress and seek agreement that the proposed actions would achieve the vision of '*reducing time spent in and the need for temporary accommodation by enabling homeless households to access settled accommodation quickly and with the right support to achieve housing sustainment*'.

General agreement was reached on the vision and proposed actions, and the workshop generated interesting discussion and proposed further ideas of how best we can transition to a rapid rehousing approach. These included: reinstating the homelessness service and RSL case conferencing, providing additional mental health and addictions training for RSL staff,

establishing a Deposit Guarantee Scheme and better engagement with anti-social behavioural colleagues.

Aligning with the vision, the proposed action plan and outputs from the workshop will form the next steps and all stakeholders will be invited to participate in the working groups which will shape and steer our plan going forward. Continued partnership working is essential to deliver on the vision for rapid rehousing across Inverclyde, which will be achieved through three distinct but inter-related work streams. It is suggested that each of the three work streams will help inform the remit of separate working groups.

RRTP governance arrangements



The HSCP has led the work to develop the RRTP for Inverclyde in collaboration with Housing Strategy, and the Housing Partnership Group which includes wider RSL and third sector partners. 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.

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Summary Action Plan

	Year 1	Year 2	Year 3	Year 4	Year 5
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	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
	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	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		

	Year 1	Year 2	Year 3	Year 4	Year 5
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	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
	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	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
Negotiate agreement with RSL's on how to eliminate the backlog of homeless households awaiting settled Accommodation					

	Year 1	Year 2	Year 3	Year 4	Year 5
Objective 3 - To develop interim housing options which enable housing sustainment & independent living	Design interim accommodation model in partnership with RSLs & the HSCP including: - <ul style="list-style-type: none"> - Target client group (12% with moderate to high support needs, approx. 24 service users) - Number of units/length of stay to transition to settled accommodation - Wrap around support model including core & cluster options - Development funding model - Business plan - Commissioning model 	Commission and develop Phase 1 'core' element of interim accommodation resource (up to 10-12 units)	Commission and develop Phase 2 'cluster' element of interim accommodation resource (up to 6-8 units)	Review requirement for interim &/or supported accommodation resources in context of Housing First evaluation evidence	Review requirement for interim &/or supported accommodation resources in context of Housing First evaluation evidence
		Identify Homelessness service users in moderate-high support needs category	Identify Homelessness service users in moderate-high support needs category	Calculate length of stay to enable efficient transition to settled accommodation as part of structured support planning process	Calculate length of stay to enable efficient transition to settled accommodation as part of structured support planning process
		Within provision, develop 1-2 units that can be used as direct access accommodation aligned to emergency service model		Commission and develop Phase 3 'cluster' element of interim accommodation resource (up to 6-8 units depending on evidenced need)	Commission and develop Phase 3 'cluster' element of interim accommodation resource (up to 6-8 units depending on evidenced need)

	Year 1	Year 2	Year 3	Year 4	Year 5	
Objective 4- Investigate a Housing First model which enables the most excluded service users to achieve housing sustainment	Investigate efficacy of Inverclyde Centre in development of Housing First model	Develop Phase 1 & 2 of the Housing First model (up to 16 units per annum)	Develop Phase 1 & 2 of the Housing First model (up to 16 units per annum)	Develop Phase 3 of the Housing First model (up to 16 units per annum)	Develop mainstream funding framework for Housing First via the LHS and Strategic Commissioning Plan	
	Design Inverclyde Housing First model in partnership with RSLs & the HSCP Inc.: - Target client group [24% habitual repeaters/chaotic hostel users] - Developing a 'strategic needs' group within RSL Allocations Policies to enable a housing led approach - Recruiting/appointing a dedicated support team - Building multi-agency working group to enable access to (statutory) wrap around support services	Develop case conferencing/management arrangements Consider the long term future of the use of the Inverclyde Centre; and reconfigure the service based on a Housing First model	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	

	Year 1	Year 2	Year 3	Year 4	Year 5
Objective 5 - To enable service users who need specialist supported housing to access commissioned HSCP services	Evidence need for specialist supported accommodation to HSCP Resource Group	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
	Target client group (6% specialist support accommodation)			Ensure SHIP framework makes contribution to meeting unmet need for supported accommodation	
	Develop personal housing plan process in partnership HSCP Resource Group			Ensure SCP framework makes contribution to meeting unmet need for supported accommodation	
	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				

Resource Plan

Objective	Resource Bid	Details	Resource Bid
To reduce the need for Temporary Accommodation by preventing homelessness	Rapid Rehousing Coordinator	Co-Ordinator post to facilitate the successful implementation of Rapid rehousing and co-ordinate the the HSPC resource group. 1 FTE @ £58k	Year 1-5 - £58k per annum
	Rapid Rehousing support officer	Provide support to the rapid rehousing coordinator and support with analysis on prevention and early intervention opportunities FTE post at £40k (Gross Costs). 1 FTE @£30K	£30k per annum (Years 1-3)
To enable service users with no or low support needs to access settled housing quickly	N/A	The modelling work undertaken by Arneil Johnston indicates that by year 4 less dispersed units will be required. The plan assumes that with proactive management of dispersed units with RSLs delivering a 5% void rate, the units will reduce over time and net expenditure will also reduce.	Within existing resources.
To develop interim housing options which enable housing sustainment and independent living	Interim Accommodation: Development funding planning research	In year 1 the proposal is to design interim accommodation model in partnership with RSLs and the HSCP, in order to implement this successfully research will require to be undertaken in order to ensure that the model delivers the required outcomes and is cost effective.	£20k research budget
	Commission and develop phase 1 core element of interim accommodation (12 units) and phase 2 cluster element interim accommodation (8 units)	By exploring options around locally operating RSLs providing and managing properties, with the Housing Management element being met through rents (Housing Benefit) we anticipate an additional support resource being required.	Year 1 - £00k Year 2- £94k Year 3- £176k Year 4 - £130k Year 5- £124k

	Assessment, Support and accommodation-based staff training and registration with SSSC.	<p>Provide training and awareness raising to housing support workers to upskill and improve knowledge statutory service related knowledge (addictions, mental health, complex physical health services)</p> <p>Training allowance of £1,500 for 25 members of staff (casework, accommodation based and support staff)</p> <p>Costs are based on SVQ3 training costs of £1,500 per person.</p>	Year 2 - £37,500
Investigate a Housing First model which enables the most excluded service users to achieve housing sustainment and consider the long term future of the Inverclyde Centre	Implementing Housing First	To deliver Housing First to habitual repeaters/chaotic hostel users [24%] over the 5-year planning period.	Year 1 - £157k Year 2- £469k Year 3- £635k Year 4 - £723k Year 5- £579k

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