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<b>Report To:</b>	<b>Health and Social Care Committee</b>	<b>Date:</b>	<b>24 October 2019</b>
<b>Report By:</b>	<b>Louise Long Corporate Director, (Chief Officer) Inverclyde HSCP</b>	<b>Report No:</b>	<b>SW/48/2019/DG</b>
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<b>Subject:</b>	<b>Update on Rapid Rehousing Transition Plan</b>		

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## 1.0 PURPOSE

- 1.1 The purpose of this report is to update the Health and Social Care Committee on the progress of the Inverclyde Rapid Rehousing Transition Plan and the proposed use of the funding allocation from the Scottish Government.

## 2.0 SUMMARY

- 2.1 In 2018 the Scottish Government announced significant funding for homelessness and rough sleeping and requested all local authorities to develop Rapid Rehousing Transition Plans.
- 2.2 Inverclyde's plan was developed and submitted to the Scottish Government in December 2018. Feedback on the initial plan and the 2<sup>nd</sup> iteration was received from the Scottish Government in May and September 2019 with areas of clarity and change required.
- 2.3 Year One funding of £53,000 to support the implementation of the RRTP has been received from the Scottish Government based on a national funding formula rather than the resource request within the plan. This allocation was significantly less than previously requested and indications from the Scottish Government that further funding is unlikely to meet the £3m request in our original plan.
- 2.4 The 3<sup>rd</sup> RRTP submission therefore has focused on the implementation of Housing First in order to support services users into their own sustainable tenancy. Through successful implementation of this new model, further transformational change including the impact on the current temporary accommodation model and the financial implications, will require to be the subject of review in the future

## 3.0 RECOMMENDATIONS

- 3.1 That the Committee notes the content of this report and notes the submission of the 3<sup>rd</sup> reiteration of the Rapid Rehousing Transition Plan to the Scottish Government.
- 3.2 That the Committee agrees to progress the implementation of a Housing First approach and to discuss with the RSLs the requirement for a RRTP Partnership Officer employed by an RSL.
- 3.3 That the Committee agrees to future Rapid Rehousing Transition Plan updates once the Housing First model is implemented

**Louise Long  
Corporate Director (Chief Officer)  
Inverclyde HSCP**

## **4.0 BACKGROUND**

- 4.1 The Scottish Government initially announced investment of £15million for rapid rehousing following the publication of the National Homelessness and Rough Sleeping Action Group recommendations in June 2018. Recently, an additional £9m in funding commitment has become available with £24million now available to support rapid rehousing and housing first approaches.
- 4.2 Inverclyde, along with all other local authorities, was requested to submit its Rapid Rehousing Transition Plan by the 31 December 2018. An initial allocation of £30,000 from the government to help support the development of the plan was received and the plan developed by the Inverclyde RRTP Working Group, supported by Arneil Johnson and the Scottish Housing Network. The plan was discussed at CMT in December 2018, and was subsequently submitted to the Scottish Government with approval at the Environment and Regeneration Committee in January 2019. Feedback from the Scottish Government on the plan was received in March 2019 and a meeting with them to discuss the plan was held in May 2019.
- 4.3 The 2<sup>nd</sup> reiteration was submitted to the Scottish Government in June 2019 and contained further detailed information; an EQIA and a revised funding model. Through more detailed work, the plan projected a requirement for an investment of £3.09million over the 5 year period to support the delivery of Rapid Housing in Inverclyde. This averaged at £618k per annum. A potential resource release of £701,860 from years 4 and 5 was identified, however this required to be reviewed against other service demands
- 4.4 The Scottish Government advised that the 32 plans received from local authorities significantly exceeded the national funding available to support the transition. The Scottish Government and CoSLA have stated their intention that RRTPs will go on to directly inform allocations of funding, however they advised that Year 1 funding (£8 million) would be based on a three year average of 2014/15 to 2016/17 homelessness assessments. This comes from published national homelessness statistics (HL1), considered to be the best proxy for need relating to delivery of RRTPs available.
- 4.5 The Scottish Government has recently advised that Inverclyde's share of the 2019/20 allocation is £53,000. This is lower than expected therefore work is underway to review previous and current HL1 submissions to the Scottish Government to ensure any funding is based on the correct information.
- 4.6 Further feedback on the 2<sup>nd</sup> submission was received in mid-September 2019 with the main areas of feedback related to the financial resource plan costs and the current temporary accommodation (Inverclyde Centre). As part of the feedback the Scottish Government indicated that costs were high and should be based on the national pathfinder costs which are significantly lower than the costs submitted by Inverclyde.

## **5.0 3rd SUBMISSION PROPOSAL**

- 5.1 Inverclyde approached the development of the initial 5 year RRTP plan as a fundamental transformational change to all areas of existing service delivery, including the future efficacy of our temporary accommodation model. It is evident through the current funding allocation, and the understanding that future allocations will be lower than previously requested, that a reframing of what will be expected and achievable through RRTP funding is required.
- 5.2 The 3<sup>rd</sup> submission requests total funding of £628,500 over the 5 year period which is significantly reduced from the previous request of £3.09M. The plan therefore focuses on a few key elements rather than the full transformational change approach initially outlined. The focus will now be on preventing homelessness through full implementation of Housing Options; mainstreaming support for those that require minimum support to sustain tenancies; and implementation and delivery of Housing First approaches to support at least 75 cases over

the 5 year period.

- 5.3 This will require improved partnership working with RSLs; 3<sup>rd</sup> sector providers; homelessness services; and wider HSCP and Council services. Therefore additional capacity to work more closely with the RSL's and 3<sup>rd</sup> sector and achieve successful tenancy sustainment is required. In order to facilitate this, a RRTP partnership officer based within a lead RSL is proposed.
- 5.4 The current temporary accommodation service, available through the Inverclyde Centre and temporary furnished flats, will continue however through successful implementation of Housing First approaches the demand on this accommodation will hopefully reduce. As the current service is funded in part through rental income, any decrease in use of the centre or temporary flats will have a financial implication. Discussion and decision on the future efficacy of the accommodation model will be required and over the next 12 months, scoping of the financial impact will be undertaken.
- 5.5 The implementation of Housing First will be subject to regular reporting and progress reports which will help determine the sustainability of this approach and the future of homelessness accommodation within Inverclyde. The initial RRTP was presented to the Environment and Regeneration Committee in January 2019 however as the homelessness services is within the HSCP, regular reporting will be to the Health and Social Care Committee, and thereafter to the Environment and Regeneration Committee for noting.

## 6.0 IMPLICATIONS

### Finance

- 6.1 The year one costs to deliver are £77,700 and therefore can be contained within the year 1 allocation (£53k) and previous funding for RRTP (£30k) from the Scottish Government already secured. Year 2 will be reviewed depending on the allocation from the Scottish Government.

#### Financial Implications:

Cost Centre	Budget Heading	Budget Years	Proposed Spend this Report £000	Virement From	Other Comments
		Year 1	£52,500 £25,200		Housing First  6 months for a RSL RRTP Partnership Officer

#### Annually Recurring Costs/ (Savings)

Cost Centre	Budget Heading	With Effect from	Annual Net Impact £000	Virement From (If Applicable)	Other Comments
N/A					

### Legal

- 6.2 There are no specific legal implications arising from this report.

## Human Resources

6.3 Proposed RRTP Partnership Officer employed by an RSL

## Equalities

6.4 Has an Equality Impact Assessment been carried out?

x	YES (see attached appendix) Submitted with the refreshed RRTP
	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 required.

## Repopulation

6.5 There are no specific repopulation implications arising from this report.

## 7.0 CONSULTATIONS

7.1 The report has been prepared by the Chief Officer of Inverclyde Health and Social Care Partnership (HSCP) after due consideration with relevant senior officers in the HSCP and the Council's Housing Strategy service.

## 8.0 LIST OF BACKGROUND PAPERS

8.1 Inverclyde Rapid Rehousing Transition Plan.



# Rapid Rehousing Transition Plan



3<sup>rd</sup> Submission October 2019



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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.



## 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. 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 (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/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 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. Table 1 below illustrates that between 2016 and 2017, the Renfrewshire/ Inverclyde area saw 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%. Rent for 4 bedroom properties increased by 31.4% between 2010 and 2017, which was higher than the average for Scotland as a whole<sup>1</sup>.

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

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

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

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

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

<sup>1</sup> Private Sector Rents Statistics, Scotland, 2010-2017

Inverclyde has an average household income of £21,600, which is lower than the Scottish average of £26,700<sup>2</sup>. 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 data zones 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.

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.

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<sup>2</sup> Scottish Household Condition Survey

421 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. This increased supply of stock will be a key component in transitioning to a rapid rehousing approach in the area.

The temporary accommodation currently available in Inverclyde is comprised of 31 units within the Inverclyde Centre which is run by the homelessness service within the HSCP; and 29 self-contained dispersed units. The self-contained dispersed units are leased from the following four RSLs who own and manage stock in the Inverclyde area:

- Riverclyde Homes = 6 units
- Cloch = 9 units
- Link = 1 unit
- Oaktree = 13 units.

92% of Inverclyde's temporary accommodation stock is located in the Greenock area. However, only approximately 50% of homeless applicants originate from the Greenock area. Equally, only 5% of temporary accommodation is located in Port Glasgow, while 15% of applicants originate from Port Glasgow. Currently there is no temporary accommodation located in Inverkip, and 5% of applicants originate from this area. This highlights a poor match of stock to the area origin of homeless applicants.

## 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 2: Rapid Rehousing Baseline Position**

The Housing Scotland Act 2001 confers on the council a duty to prevent Homelessness. Inverclyde Council has been operating a Housing Options

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

Service since 2010, with a central goal of preventing homelessness, where possible.

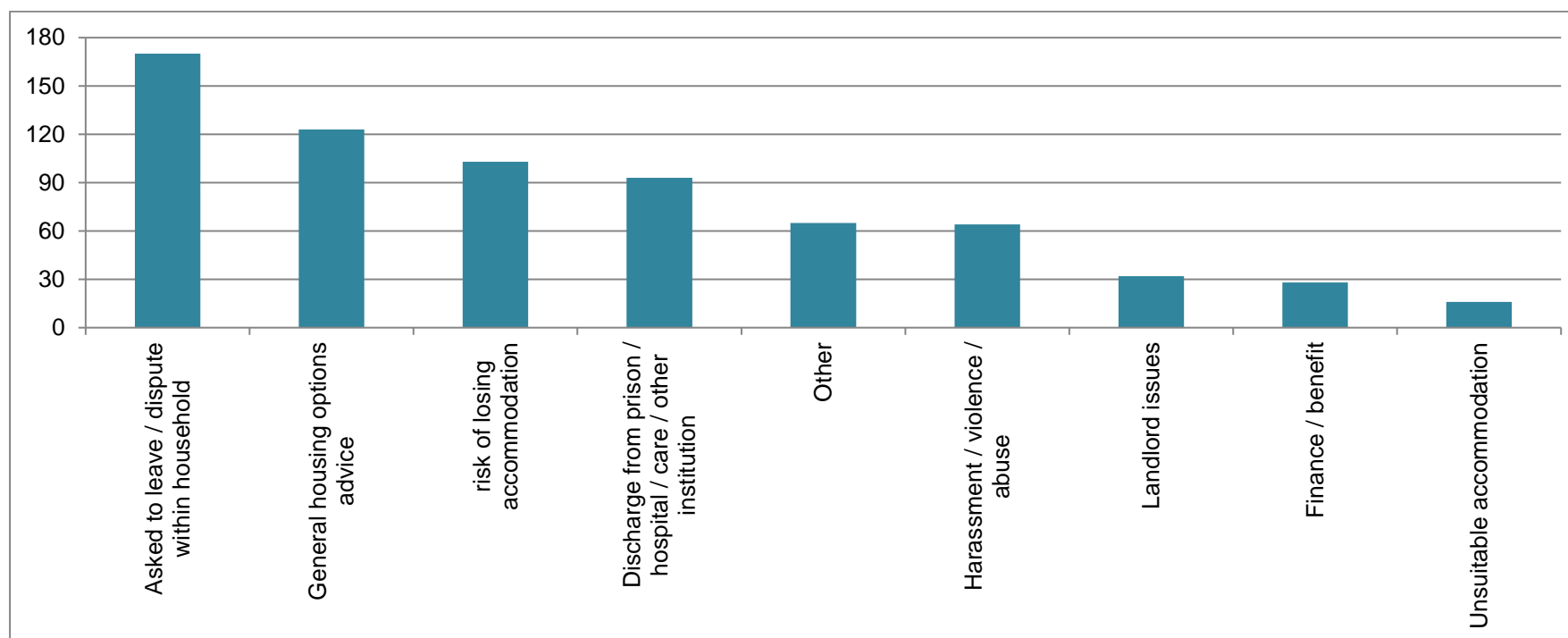
The service focuses on people's personal circumstances, helping them to explore all options including Housing Association tenancies and private residential tenancies. The service provides family mediation where applicable and seeks to provide support for issues which can underpin housing problems such 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 (78 appointments in total during 2018/19) as part of prevention work. In addition support is made available to those in custody from other prison establishments as required. In

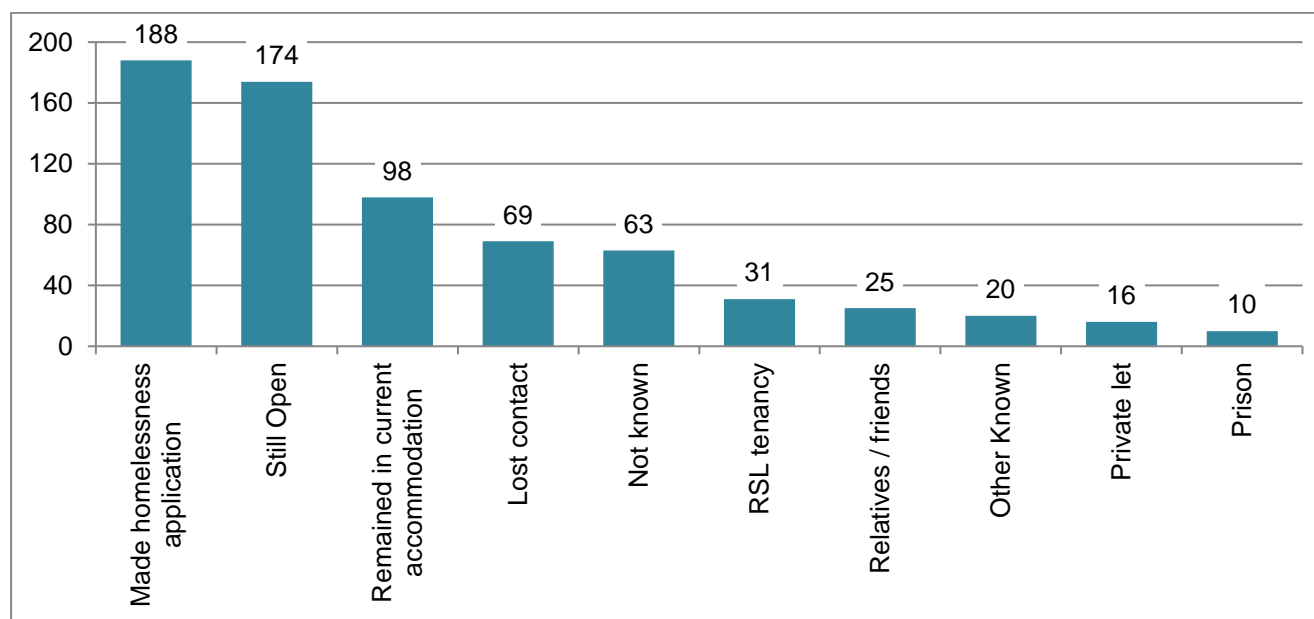
view of this identified need, Inverclyde Community Justice Partnership and the HSCP Housing Partnership Group will jointly consider prevention and early intervention in line with the SHORE (Sustainable Housing on Release for Everyone) standards. It is anticipated that the introduction of a Housing First 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 2018/19



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.

The joint new build housing project between Cloch Housing Association and Oak Tree at Kings Glen 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.

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 3 below shows that 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.

**Table 3: Section 5 referrals by RSL**

	2016/17			2017/2018		
	No. of S5 received	No. of S5 relets	Acceptance rate	No of S5 received	No of S5 relets	Acceptance rate
<b>RCH</b>	68	55	80%	70	33	47%
<b>Cloch</b>	26	7	27%	24	12	50%
<b>OT</b>	32	20	63%	23	15	65%
<b>Larkfield</b>	6	0	0	9	2	22%
<b>Total</b>	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 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 4: 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 (%)
<b>Scotland</b>	45	52
<b>Inverclyde</b>	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 5 below details information from our recent temporary accommodation review which provided key information on the stock imbalance of our current temporary accommodation provision:

*Table 5: 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.

## 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 6: Level of support needs required by applicants*

Percent of clients	Level of support need
<b>15%</b>	Homelessness could be prevented or resolved without the need for temporary accommodation.
<b>43%</b>	No or low level support needs – could transition to a settled housing position very quickly.
<b>12%</b>	Moderate – high support needs: independent living skills would enable positive sustainment outcomes.
<b>10%</b>	Hostel dweller: chaotic behaviour necessitates need for on-site supervision. Limited engagement.
<b>14%</b>	Habitual repeater: most complex and disadvantaged unlikely to sustain any form of tenancy on a long term basis.
<b>6%</b>	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 7 Homeless Applications – Specialist needs*

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

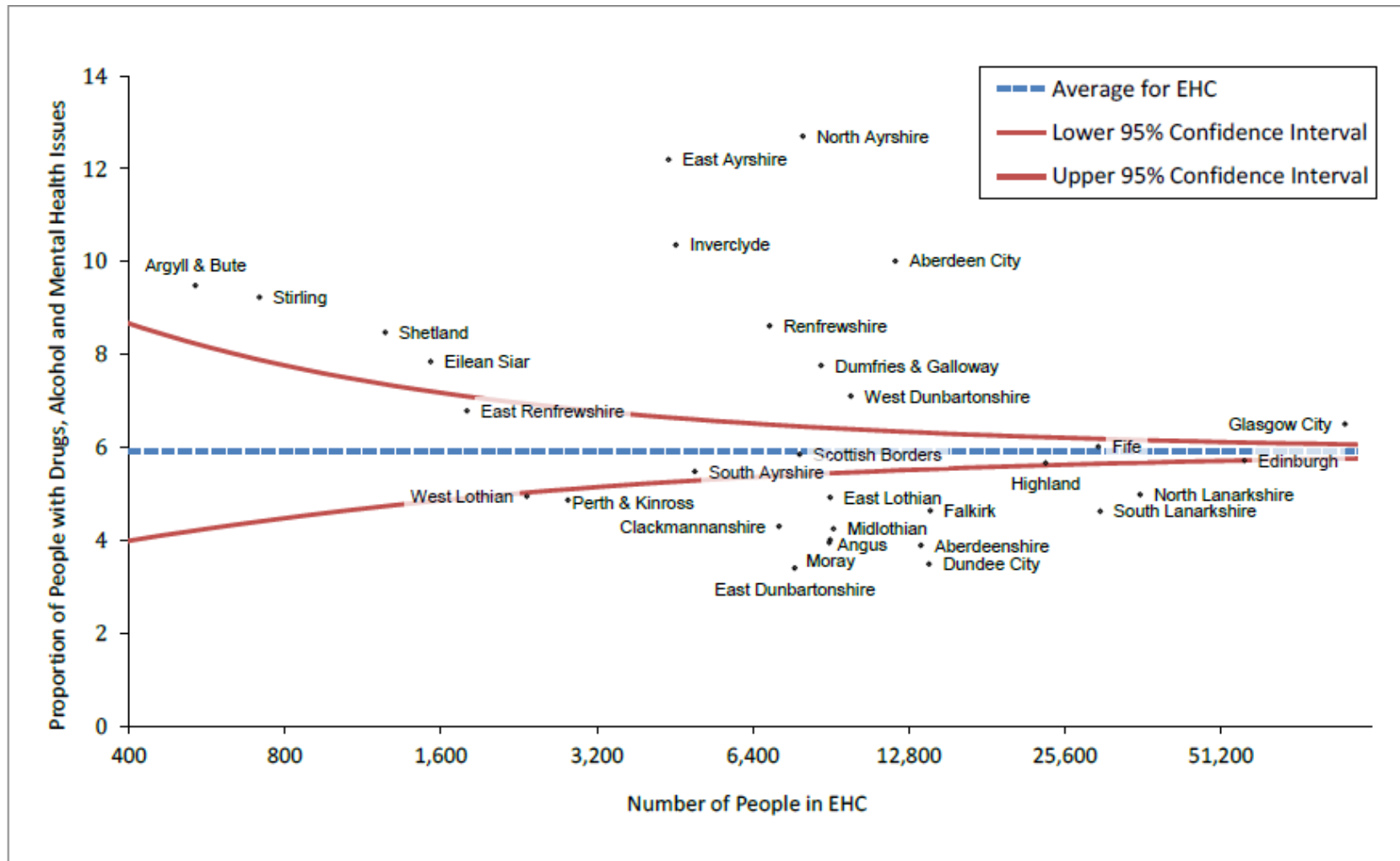
Currently the Health and Social Care Partnership is developing a cohesive and integrated approach to people with multiple needs relating to mental health and addictions. We will be investigating the opportunities which this provides linking in additional investment from the mental health strategy and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

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 time<sup>3</sup>. 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%).

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

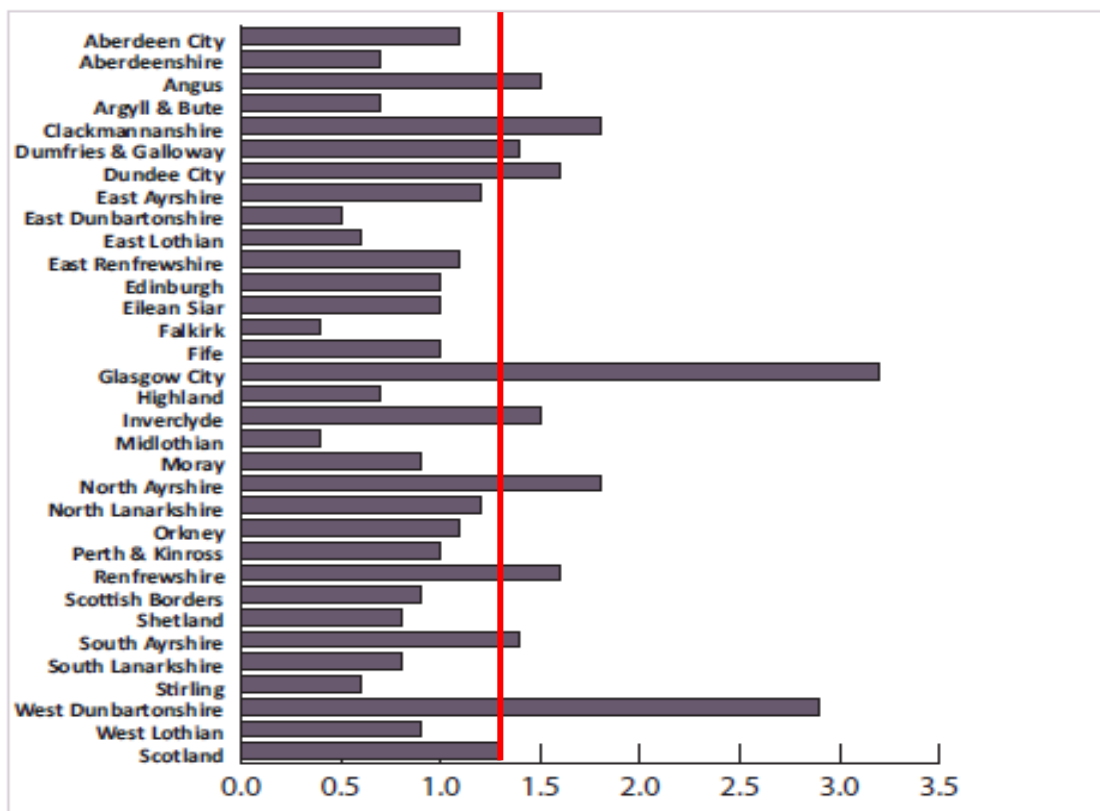
## Proportion of people in the Cohort with Drug, Alcohol-Related and Mental Health Issue by LA





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.

## 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.

## 5-year vision to achieve Rapid Rehousing

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 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 8 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 £959k per annum and the rapid rehousing costs detailed in table 12 on page 28 excludes this contribution.

*Table 8: Inverclyde Homeless Service cost*

Homeless Service	Current Cost £000
Inverclyde Centre (Net Rental Income)	(163)
Inverclyde Centre Accommodation based staff	351
Dispersed Accommodation	91
B&B	7
Casework Team	371
Support Services (see breakdown below)	295
Payments to Other Bodies	7
<b>Total Costs</b>	<b>959</b>

The next two tables breakdown the current costs by accommodation (and staffing of accommodation) and support services. Table 9 details the current Inverclyde temporary accommodation portfolio and associated costs.

*Table 9: 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	29	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 10 below.

*Table 10 Housing Support Provision within Inverclyde*

Service	Amount £
Women's Aid	132,300
Mental Health Addictions Support	56,470
Inverclyde Homeless Service (2 x FTE Homemaker)	51,590
Legal Services	55,000
<b>Total</b>	<b>295,360</b>

The accommodation, staffing and support services comprise the majority of the Council's current contribution to address homelessness and are included within the total £959k 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 below:

**Figure 3: Housing First Assumptions**

Number of Clients	Costs	Duration of Support
<ul style="list-style-type: none"><li>• 7 new clients a year</li><li>• Year 1 - 7 clients</li><li>• Year 2 - 14 clients</li><li>• Year 3 - 18 clients</li><li>• Year 4 - 18 clients</li><li>• Year 5 - 18 clients</li></ul>	<ul style="list-style-type: none"><li>• Initial - £1,500 set up costs per new client</li><li>• Recurring - £6,000 per client per year from Year 1</li></ul>	<ul style="list-style-type: none"><li>• 50% drop-off after 2 years</li><li>• 100% drop-off after 3 years</li></ul>

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 11 below illustrates the detailed costs of Housing First over the 5 year transition to a Rapid Housing model.

**Table 11: Housing First cost assumptions**

	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL
No. of new clients	7	7	7	7	7	<b>35</b>
No. of clients supporting	7	14	18	18	18	
<i>Cost per person per year</i>	<i>6,000</i>	<i>6,000</i>	<i>6,000</i>	<i>6,000</i>	<i>6,000</i>	
Housing Support costs	42,000	84,000	108,000	108,000	108,000	450,000
Set up costs £,1500 per person in 1st year	10,500	10,500	10,500	10,500	10,500	52,500
<b>Total costs</b>	<b>52,500</b>	<b>94,500</b>	<b>118,500</b>	<b>118,500</b>	<b>118,500</b>	<b>502,500</b>

The 5-year cost of £502,500 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 12 below. The Resource Plan on page 38 provides further breakdown of the required financial resources.

**Table 12: Rapid Housing Costs**

Rapid rehousing costs	Year 1	Year 2	Year 3	Year 4	Year 5	Total
<b>Housing First Partnership Officer (Grade 8)</b>	25,200	50,400	50,400			126,000
<b>Housing First</b>	52,500	94,500	118,500	118,500	118,500	502,500
<b>Total requirement</b>	<b>77,700</b>	<b>144,900</b>	<b>168,900</b>	<b>118,500</b>	<b>118,500</b>	<b>628,500</b>



The table above illustrates that our calculations project a requirement for an investment of £629k over the 5 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.

## Stakeholder Engagement

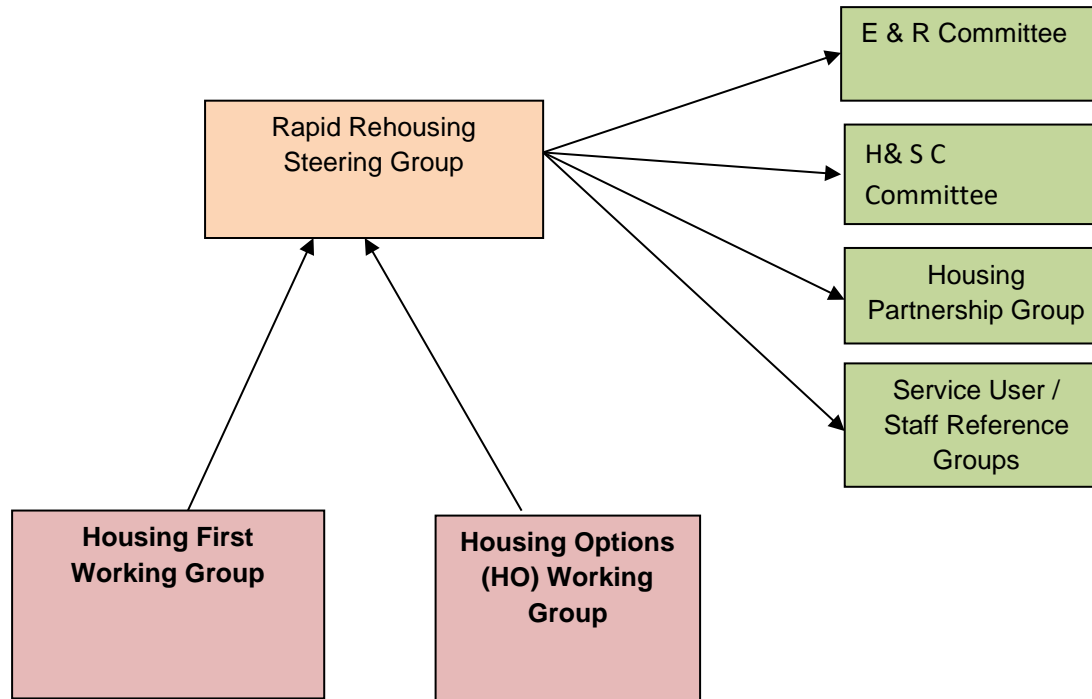
In December 2018, Inverclyde Council, HSCP and local RSLs gathered at a stakeholder workshop to discuss progress and seek agreement that the proposed actions would achieve the vision *“To reduce the need for temporary accommodation by enabling homeless households to access settled accommodation quickly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

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 work streams will help inform the remit of separate working groups. Proposed Governance arrangements, terms of reference, membership, and year 1 actions are explained in more detail in the following section.

## R RTP governance arrangements

Figure 4: R RTP Governance Arrangements



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 localities 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.

We will work in partnership to design our Inverclyde Housing First model and investigate the efficacy of the current hostel provision: the Inverclyde Centre. The Recommission Temporary Accommodation Working 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

Objective 4: **'Enable service users who need specialist supported housing to access commissioned HSCP services'** will be addressed through the Housing Partnership Group. 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

## Summary Action Plan

	Year 1	Year 2	Year 3	Year 4	Year 5
<b>Objective 1</b> - 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
<b>Objective 2 -</b> 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 RSLs on how to eliminate the backlog of homeless households awaiting settled Accommodation.				

	Year 1	Year 2	Year 3	Year 4	Year 5
<b>Objective 3 -</b> Deliver a Housing First model which enables the most excluded service users to achieve housing sustainment	Develop Housing First model	Deliver Housing First	Deliver Housing First	Deliver Housing First	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 - 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	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.	



	Year 1	Year 2	Year 3	Year 4	Year 5
<b>Objective 4 -</b> 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.			Consider the long term future of the use of the Inverclyde Centre; and reconfigure the service based on a Housing First model.	
	Identify capacity within commissioned resources to meet evidenced need for specialist accommodation.				

## Resource Plan

Resource Bid	Details	Resource Bid
Housing First Partnership Officer	<p>Partnership post to facilitate the successful implementation of Rapid rehousing and co-ordinate the implementation of Housing first</p> <p>Key tasks-RRTP Coordinator</p> <ul style="list-style-type: none"> <li>• Co-ordinate the development, implementation and review of the Rapid Rehousing Transition Plan and related plans and strategies.</li> <li>• 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.</li> <li>• Ensure the effective development and implementation of robust monitoring and reporting arrangements for the RRTP and related plans and strategies.</li> <li>•</li> </ul>	Year 1-3 – Year 1 -6 month costs £50,400 per annum years 2&3
Implementing Housing First	To fund and deliver 75 Housing First commissioned support cases over the 5-year period.	Year 1 - £158k Year 2 - £445k Year 3 - £551k Year 4 - £578k Year 5 - £374k



## **RAPID REHOUSING TRANSITION PLAN FUNDING**

### **Purpose**

1. This paper sets out the distribution strategy for £24m of transformational funding to support the delivery of rapid rehousing and Housing First. This represents a £9m increase in funding commitment from the £15m announced in June 2018 by the Minister for Local Government, Housing and Planning.
2. This funding proposal has been informed by the Rapid Rehousing Transition Plans (RRTPs) published by all 32 local authorities, under the leadership of the Homelessness Prevention and Strategy Group (HPSG), which is jointly chaired by COSLA and the Scottish Government
3. Advice, comment, and agreement from the SDG are sought on the funding distribution plans, and particularly the proposals for 2019-20, so that allocations can be made to local authorities immediately, following approval by Leaders, to support implementation of activity around rapid rehousing across Scotland.

### **Background**

4. The Government initially announced this investment following the publication of the Homelessness and Rough Sleeping Action Group recommendations in June 2018. An initial £2m was made available to local authorities to support production of the plans, and a further £6.5m has been transferred to the Corra Foundation to support five Pathfinder projects for Housing First in Edinburgh, Glasgow, Aberdeen and Aberdeenshire, Stirling and Dundee. This was previously set out in a paper to SDG at their meeting in September 2018, which dealt with the distribution of the £2m.
5. Since September, all 32 local authorities have submitted their RRTP which have been reviewed by Scottish Government with detailed feedback provided. Further work will take place through the first year of implementation to support development of the next iteration of the plans and to refine our understanding of costs to ensure that plans are realistic and achievable within the collective means of local and national government.
6. Initial costings contained within the plans significantly exceeded the national funding available to support the transition, however, there is a need within plans to separate out what is transitional and transformational from what is ongoing, core activity for local authorities in meeting their homelessness statutory duties.
7. Information gathered from local authorities suggests that a range of activities will be required to understand how to bridge that gap including the testing of new and innovative actions, sharing best practice amongst local authorities and assessing ongoing funding need and spend.
8. Given the local investment of time and resource to producing the plans, and the important information they hold about local needs, it is our intention that RRTPs will go on to directly inform allocations of funding. However, given such an approach will take time to develop and consider, we propose to agree 19-20 allocations on the

basis of a formula distribution with a view to bringing proposals for distribution in later years. Further details are set out below.

### **Proposed approach to allocations**

9. The initial announcement of £15m did not specify a funding profile. Based upon scrutiny of the RRTPs, and on the understanding that transformational change requires up-front investment, the Scottish Government proposes to distribute the funding over 2019-20, 2020-21 and 2021/22, allocating £8m in each year. Together with the £2m allocated to support the production of the plans, this expanded allocation of £24m to support plan delivery means that over half of the £50m Ending Homelessness Together Fund has been allocated to support local authorities as they transition to a rapid rehousing approach.
10. It is proposed to allocate the 2019-20 funding using a formula based distribution, and the 2020-21 and 2021/22 funding in a more innovative fashion, based on the RRTPs produced by local authorities.
11. To distribute the first £8m in 2019-20, it is proposed to use a three year average of homelessness assessments. This comes from published national homelessness statistics (HL1) and we consider it to be the best proxy for need relating to delivery of RRTPs available from that dataset. This will support the swift distribution of funds to all areas, to ensure they can begin delivery as quickly as possible.
12. Formal ring-fencing requirements are not sought for one-off transformational funds of this kind, and a framework will build on the processes in place for RRTP development and aligned with Strategic Housing Investment Plan processes. Although this funding will not be ring-fenced, this funding should not be used to backfill any funding requirements in running homelessness services. In addition, local authorities will be expected to use this funding for the intended purpose and provide clear reporting to the Scottish Government of how the funding is being used to support transformational change. COSLA and the Scottish Government will work together to agree clear, proportionate reporting requirements. A formal letter setting out these requirements and the individual local authority allocations will be issued by the Scottish Government as soon as agreement has been reached.
13. For the second and third years, the intention is to distribute another £8m of funding a year (subject to Budget decisions) based on RRTPs. This is a more complex approach which will take time to develop in partnership through the HPSG and agree. The proposition will capitalise on the strategic planning undertaken by local authorities which will allow a clearer understanding of local need, and the joint leadership demonstrated by the HPSG. The Scottish Government is committed to develop options for the approach to distribution through partnership work with local authorities, COSLA and others with the aim of responding to the assessment of actual need according to Plans, and the prioritisation of interventions which has been progressing at local level since last Summer. The RRTP process is necessarily iterative, and there are ongoing discussions with all Local Authorities to develop and improve the plans. Further proposals will be brought to SDG in due course.

### **Delivering fully on RRTPs**

14. RRTPs are the prime strategy documents for the delivery of transformation of homelessness service provision across Scotland, and they are owned by local authorities who have the statutory duty to people at risk of homelessness. Local authorities are best placed to set out all the strategy for making change in their areas and considering how to transform their existing practice and services to utilise

the significant amount of investment they already make into services in their areas. The Scottish Government is keen to support local authorities' clearly set out ambition, working in partnership with authorities to address the concern raised about the scale of costs modelled by local authorities in their RRTPs and the funding so far made available by Government to contribute to this work.

15. It is recognised we are at the start of a shared journey, and there is an expectation that all partners will work towards making resources available to meet the shared ambitions for the transition to rapid rehousing. That will include assessment of funding requirements, consideration of innovative approaches to meeting those needs and also appreciating the scale change to achieve transformation in services, culture and approach.

### **Recommendations**

16. SDG is asked to agree to distribute £8m to local authorities in 2019/20 to begin implementation of RRTPs as soon as possible, with a reporting mechanism building on arrangements that have been implemented for gathering information on how local authorities have been using their allocation from the £2m RRTP development fund.
17. SDG is asked to note the intended approach to distributing further funding in 2020/21 and 2021/22 based on information in authorities' published RRTPs, with firm options to be brought back to SDG in due course.
18. SDG is asked to note the intention to continue discussions around how to implement RRTPs fully, in the spirit of partnership, and with the intention to seek innovative solutions to meet ambitions shared by central Government and local authorities on behalf of the people of Scotland.