Scotland's transition to rapid rehousing

Market area analysis, legislative and culture review

Commissioned by Social Bite
on behalf of:
Scottish Government's Homelessness
& Rough Sleeping Action Group (HRSAG)

indigohouse

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Homelessness, temporary accommodation and settled accommodation The current and projected position

The national overview

The current position in Scotland relating to homelessness, temporary accommodation and access to settled accommodation for people experiencing homelessness is summarised below, based on published data for 2016/17 (HL1, HL2 and ARC data), augmented through qualitative consultation with all 32 local authorities. Later sections provide analysis by Housing Option Hub area, and Appendix X to Y provide published data and calculations relating to rehousing requirements by individual local authority area.

Demand for housing and support services

The number of households where the local authority has a duty to find settled accommodation (homeless, unintentionally) **is similar now to the number of households accepted 15 years ago at around 25,000** households each year. The number of people reported as sleeping rough has reduced significantly over the last 15 years.

During that time there have been significant shifts in Scottish homelessness legislation and guidance resulting in increases in demand due to removal of priority need, and then reductions in applications and acceptances due to a new preventative focus through Housing Options work. More recent change in Housing Options guidance (2016) is projected to **increase demand again.**

Part of the change in legislation extended rights to households previously not entitled to temporary and settled accommodation, and **has changed the profile of housing needs and the services required to support some households living in temporary and settled accommodation.** It is estimated that around 20% of homeless households will have complex and multiple support needs, some of whom may have slept rough.

2016/17

- **34,100** total homeless applications in the year
- **25,125** households where the local authority has a duty to find settled accommodation[x]
- **2,620** households sleeping rough at least once in the last 3 months
- **5771**[x] households are likely to have multiple and complex support needs

[x] Defined here as households assessed as unintentionally homeless
[x] Homeless with SMD. This is the narrowest definition of the three dimensional measure of homelessness with severe and multiple deprivation developed for the Hard Edges UK Study. Based on the HL1 data

Demand for housing and temporary accommodation

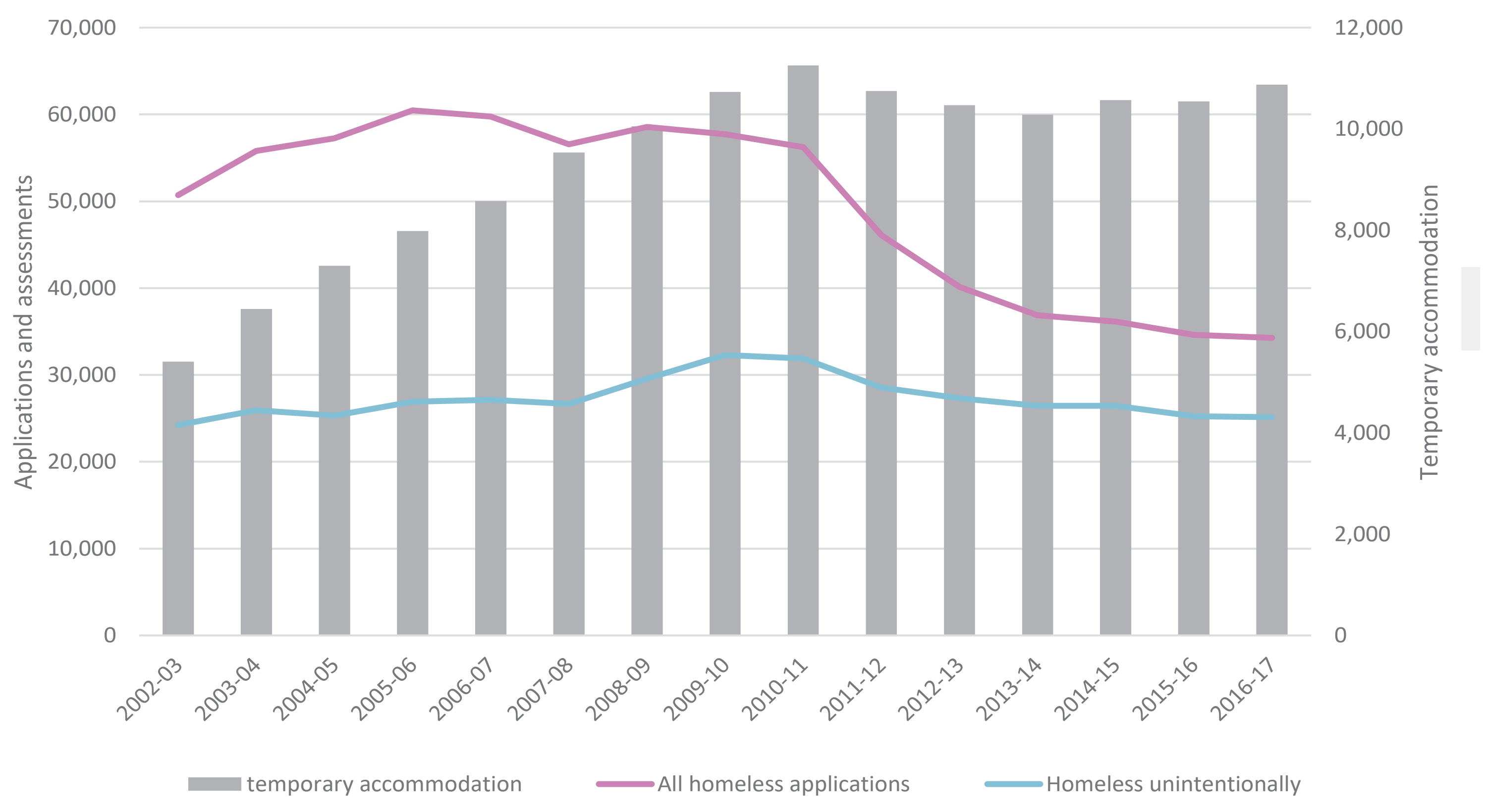

Figure x: All Applications, cases where the LA will have a duty to house (homeless unintentional) and temporary accommodation trends

Demand for temporary accommodation

Over the same period, demand for temporary accommodation has risen significantly since 2003 after legislation extended eligibility, from around 4,000 households in 2002 to almost 11,000 households in 2017.

There **continues to be increases in demand** for temporary accommodation, although since 2010 the annual increases have been small; this coincides with the introduction of the preventative focus from Housing Options.

The trend in demand and increases over time vary considerably by type of housing market as discussed in the Housing Option Area Profiles.

Length of stay in temporary accommodation also varies by area, and by the type of accommodation. At a national level the shortest stays are in B&B (average 34 days) and the longest stays are in Private Sector Leasing (average 246 days). By local authority areas average length of stay by type of accommodation ranges from 2 days, to 501 days.

2016/17

- **10,873** households living in temporary accommodation[x]
- **161% increase** in households living in temporary accommodation since 2003
- **1% increase** in households living in temporary accommodation since 2010
- **97 days - average length of stay** in temporary accommodation

[x] As at 31st March 20xx

Access to settled accommodation and flow through the housing system

Demand for temporary accommodation will be driven by demand at one end, and 'throughput' or flow of cases through the homelessness system to settled accommodation at the other.

The number of people living in temporary accommodation represents a large part of the backlog of housing for households accepted as homeless and yet to move into settled accommodation. The **vast majority** of homeless households find settled accommodation in **local authority or housing association homes.** Only 8% are rehoused in the private rented sector.

Even though there are around 25,000 new accepted homeless cases each year, and a further 11,000 households living in temporary accommodation, only 17,476 or 33% of all social lets were provided to homeless households in 2016/17. The proportions vary by type of provider. Local authorities provide 41% of all their lets, and 51% of lets excluding transfers to homeless people. Housing Associations provide 26% of all their lets, and 31% of lets excluding transfer to homeless people. Proportions also vary considerably by area – from a high of 81% of LA lets in Edinburgh, to 7% of RSL lets in South Ayrshire. The turnover of social lets also varies across market which can significantly affect the ability to rehouse homeless households, with low turnovers of 4 or 5% in Midlothian, East Lothian and Moray (see Table Appendix X).

2016/17

- **36,000** new social housing starts are projected 2017/18 to 2021/22
- **68%** of homeless cases closed in the year were rehoused into settled accommodation
- **17,476 lets, or 92%** of settled accommodation was provided in the social rented sector, only **4,395 lets or 8%** of settled accommodation was provided in the private rented sector
- There were **52,839 total social rented lets** across Scotland during the year
- **33% of all social lets** were provided to homeless households
- Taking all social and private let to homeless households this represents **70% of new annual homeless demand**

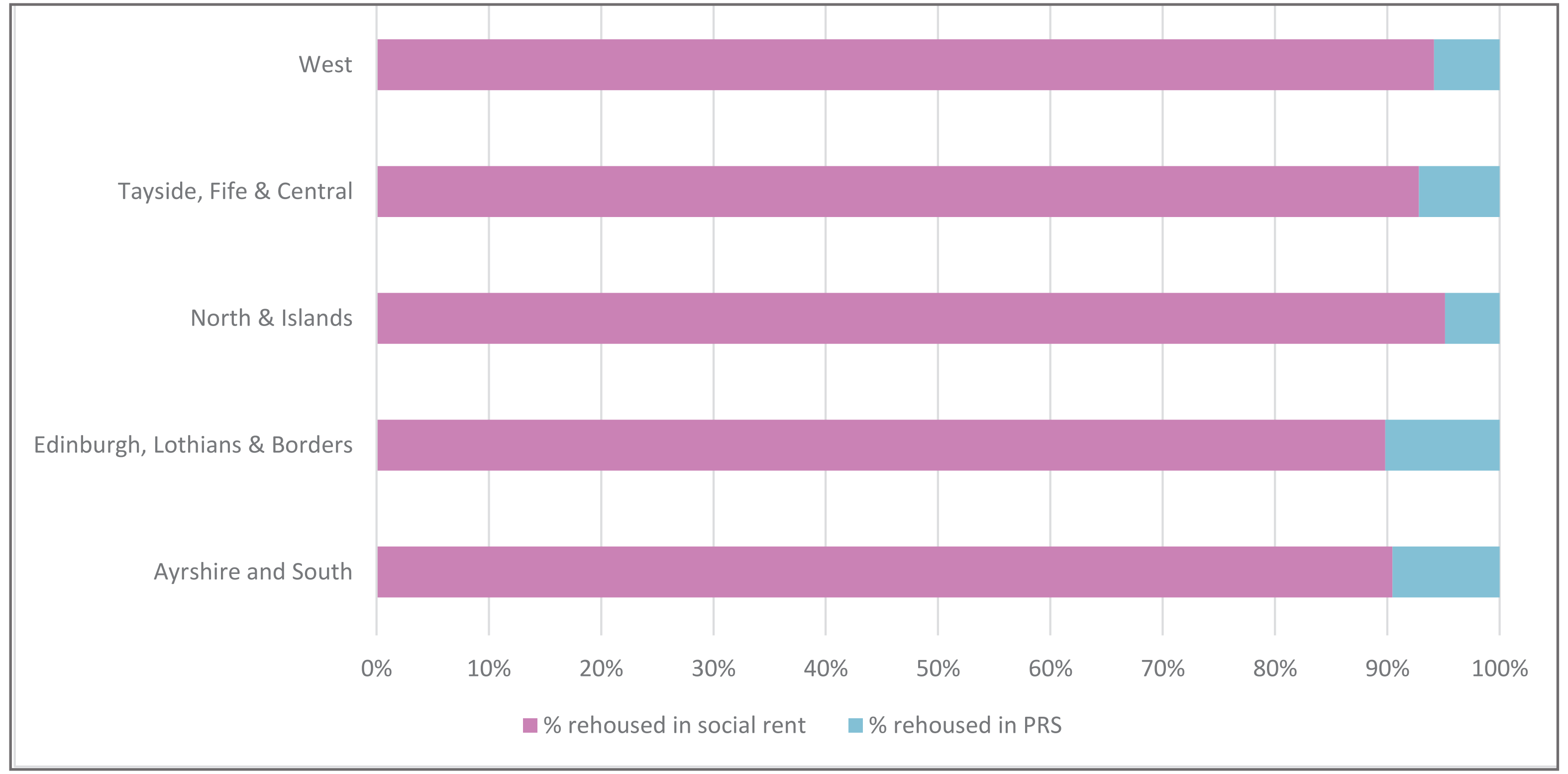

Figure X: Rehousing homeless households by social rent or private rent

	Proportion of all lets (including transfers) to homeless applicants 2016/17			Proportion of lets excluding transfers to homeless applicants		
	LA	RSL	ALL	LA	RSL	ALL
Ayrshire and South	26%	20%	23%	33%	24%	29%
Edinburgh, Lothians & Borders	52%	27%	40%	63%	32%	48%
North & Islands	40%	33%	38%	51%	39%	47%
Tayside, Fife & Central	45%	27%	38%	57%	32%	47%
West:	37%	24%	29%	48%	29%	37%
Scotland	**41%**	**26%**	**33%**	**51%**	**31%**	**40%**

Figure x:

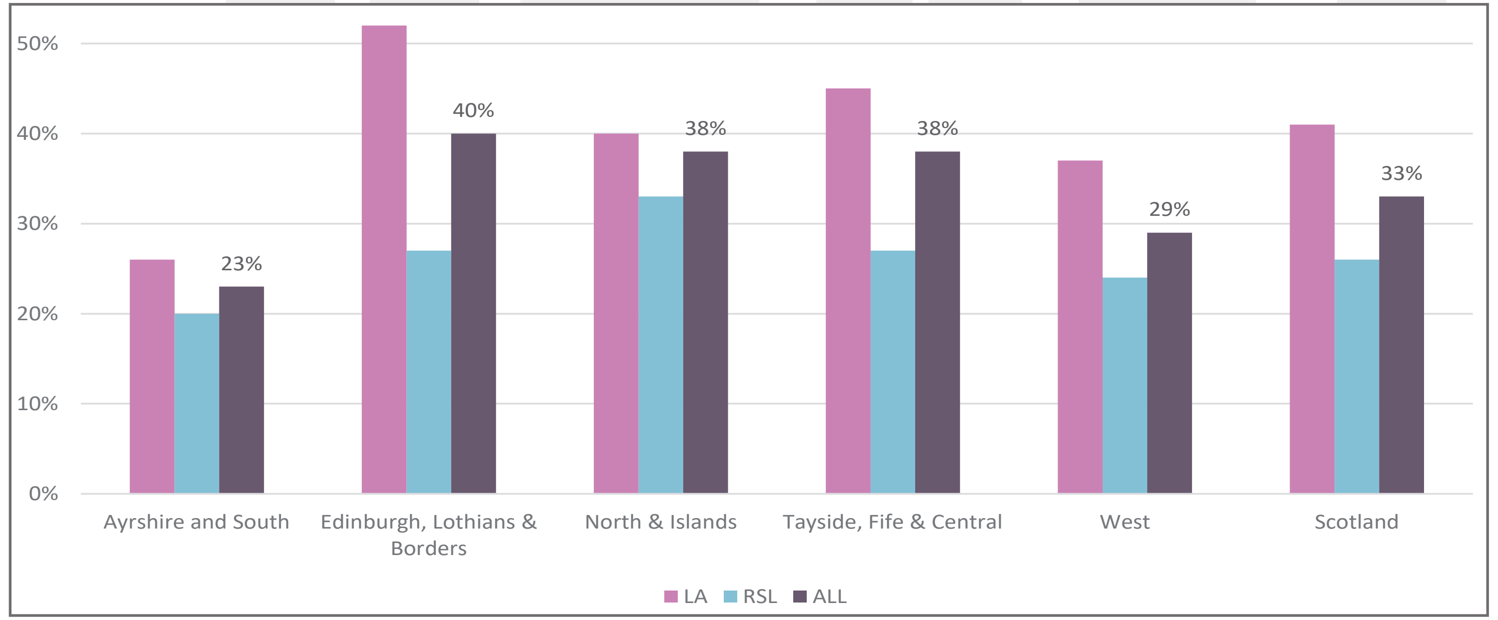

Figure x: Breakdown of all social rented lets going to homeless households

Across social and private rented sectors, lets to homeless households represents 70% of new annual homeless demand. This means there will continue to be an increasing demand on temporary accommodation until the **throughput of households into settled accommodation increases over and above the level of new demand, so that the backlog of need – people living in temporary accommodation and others not taking up temporary accommodation can also be addressed.**

If the ambition is to move to **rapid rehousing and minimise time in temporary accommodation,** then lets to homeless people across social and private rented sectors will need to increase on average **by 45% based on current demand and supply levels.** Increased prevention focus to manage demand could reduce the level of lets required.

This projected increase of 45% is an average figure across Scotland as a whole – some areas require much higher increases, others require very small increases as there may be lower demand or they are already letting a larger proportion of all lets to homeless households, or there is a better demand / supply balance in the local housing system.

If all the new annual need, and backlog need was to be met in the **social rented sector, then on average across Scotland 52% of all social lets should be allocated to homeless households.** This ranges from the highly pressured Edinburgh, Lothian and the Borders where on average 84% of all social lets are required for settled accommodation for homeless households (but in Edinburgh, East Lothian and Midlothian, there are not sufficient lets from current stock to meet needs of homeless households, even before considering other households in housing need), to lower pressured areas of Ayrshire and South on average 40% of social lets would meet homeless settled accommodation needs (although there is also a wide range within this area also) (See Table X and area analysis).

There are over 36,000 new social rent starts projected in Scotland over the 5 years 2017/18 to 2021/22 (based on recent analysis for Shelter [x]). This figure was based on 2016/17 data, but recent updates to Strategic Housing Investment Plans in 2017, and increases in Resource Planning Assumptions from 2019-20 will have increased these projections. This new housing will increase the supply of lets to all households including those experiencing homelessness. Applying the current average of 33% lets to homeless people, then this could potentially equate to an additional 11,884 lets to homeless people nationally, and so reduce the increased proportion of lets required to tackle the volume of people living in temporary accommodation and other homeless households awaiting settled accommodation. New lets also serve to create a vacancy chain in the wider stock so for example, transfers of existing renters to family sized accommodation will free up smaller properties for other households, including homeless households.

Moving to a rapid rehousing approach is not just about numbers, but requires the careful matching of household requirements to the right type of housing option. There will be considerable variations by area depending on housing market pressure, the type of housing options, and support services available (if any are needed), compared to household requirements.

[x] Young, G. and Donohoe, T (2018); Review of Strategic Housing Investment Plans for Affordable Housing; Shelter Scotland

Housing Option Hub	Current total lets in year to homeless SRS + PRS	Total annual lets needed for homeless annually for next five years **	Proportional increase in lets to meet annual new demand and backlog	Proportion of all social lets to homeless households IF SR was to meet ALL homeless need
Ayrshire and South	1,531	2,365	54%	40%
Edinburgh, Lothians and Borders	3,850	6,750	75%	84%
North & Islands	2,635	3,572	36%	54%
Tayside, Fife and Central	3,903	5,138	32%	54%
West Hub	5,766	9,485	65%	50%
Total Scotland*	**18,871**	**27,310**	**45%**	**52%**

* includes lets unassigned to Hub areas from national providers (6.3% of all lets unassigned)
**= existing lets to homeless + new annual demand + backlog met over 5 years

2016/17

- **Over 6,000 more lets are needed annually, over 33% increase** across sectors to meet new demand each year at current demand / acceptance rates
- **Around 8,500 more lets each year are needed, or a total of around 34,000 lets to homeless households is needed annually for the next 5 years** to address newly arising annual need and backlog need from temporary accommodation across Scotland.
- **45% increase in social and PRS lets is needed** to meet new demand and backlog need at current demand and supply levels
- **52% of all social lets** annually would need to be allocated to homeless households if all new need and backlog need was met in the social rented sector over the next five years.

Type of temporary accommodation

The rapid rehousing ambition is that where temporary accommodation is needed it is for a minimum period and is provided as mainstream temporary furnished flats within the community. This is instead of B&Bs, hostels and shared homeless accommodation which if used should be small and within a psychologically informed environment. Housing First – mainstream housing with wrap around support should be the default option for those with complex and multiple support needs.

The largest proportion of temporary accommodation in Scotland is mainstream, furnished and based within communities provided either by local authorities, housing associations or private sector leasing schemes. The majority, but not all local authorities use temporary furnished accommodation as their default temporary accommodation, although its availability and usage varies according to support requirements, with the majority of residents in mainstream furnished flats having no or low support needs. In many areas, shortage of temporary furnished flats relative to demand and also move on accommodation means that people may be living in interim, emergency, or supported accommodation for longer than necessary when they could be better housed in furnished mainstream housing, or settled accommodation. However, there is a reluctance to increase supply of temporary furnished accommodation as this will reduce move on supply and have a negative impact on rehousing quickly to settled accommodation.

Bed and breakfast accommodation is used in 15 local authorities, although this survey found more LAs use B&B than suggested by HL2 returns (17), indicating some LAs that have recently used B&Bs for very short periods of time that may not have been captured in the 2016/17 HL2 returns. This demonstrates the dynamic and fluctuating nature of temporary accommodation. Some of these see the continuing need for this as a very short-term emergency requirement (typically a night or two), while others plan to eliminate its use altogether and move to commissioned short term accommodation, or other commissioned interim /emergency accommodation. While the majority are aiming to eliminate B&B there are notable exceptions where currently that does not appear an achievable aim – all in pressured markets – the most significant being in Edinburgh and Lothians (three LAs), followed by North and Islands (three LAs) and West (two LAs).

We found two local authorities in pressured markets that are contracting with B&B as temporary accommodation on a term basis with specific standard requirements, one as 'shared houses' where the local authority is specifying standards including shared spaces and kitchens and which is reported to be well received by service users (pilot has been in place for two years). In another area of high B&B usage, the opposite is true where the LA is not renewing B&B contracts and moving back to spot purchase in an effort to reduce usage.

It is difficult to quantify the exact number of **hostel** (emergency or interim accommodation), as many local authorities define supported accommodation as hostels, due to housing benefit and Universal Credit eligibility purposes. Based on HL2 returns there are over 1,700 hostels across Scotland. We have found the majority of hostels to be small/medium with descriptions suggesting many of these are infact supported accommodation. But interim and emergency accommodation is also found to be mainly small to medium in size – as small as two bedspaces, with most sized between 10-20 bedspaces. Eleven local authorities have larger hostels (25+ bedspaces) over 24 buildings ranging from 27 to 82 bedspaces/ rooms, with a median size of 30 in these larger hostels. There are a small number of local authorities who see a requirement for additional supply of emergency and interim accommodation, in part to mitigate demand for B&B accommodation.

Again, quantifying residential **supported accommodation** is difficult due to the opaque nature of definitions used across local authorities. The definition applied here is residential support, provided for a longer term than emergency or interim accommodation. All local authorities provide or commission supported accommodation for specific needs/client groups. We found that the most common size of accommodation is 10-15 bedspaces, although one city local authority generally has much larger longer term supported accommodation with an average of 30 bedspaces per supported accommodation building. A significant number of LAs have identified the need for additional supported accommodation, or redesigning the balance of supply by geography or by client/needs group and have plans in place through the Local Housing Strategy/ Homelessness Strategy.

Housing First is growing in prevalence with current provision standing at 101, while a further 800+ are under consideration or are being activity planned over nine local authorities and in all five Hubs. 520 of these are being developed through the Social Bite initiative. While all of these local authorities are positive about the model and potential of Housing First in their area, there are some concerns about long term funding and sustainability.

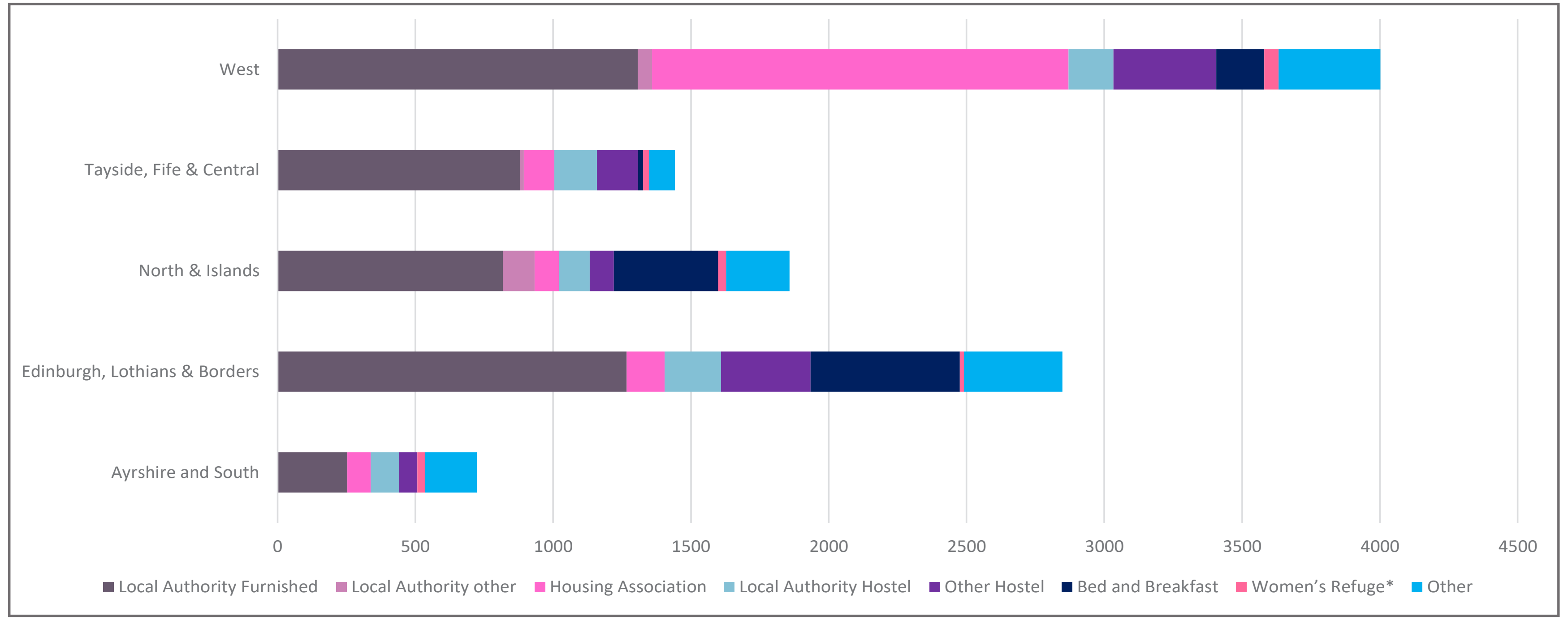

Chart X: Types of Temporary Accommodation 2016/17

2016/17

B&Bs
- **1113** bedspaces
- **15** Local authorities

Hostels
- **1783** bedspaces
- **23** local authorities

Supported Accommodation
- **2,084** bedspaces
- **32** local authorities

Housing First
- **101** Housing First tenancies
- **5** local authorities
- **Over 800 potential Housing First tenancies** are under development / or need has been identified by **9 local authorities**

- **42%** of temporary accommodation is temporary furnished mainstream housing provided by local authorities
- **18%** is housing association owned some of which is furnished mainstream, other is supported accommodation
- **16%** is hostel accommodation
- **11%** is other (mainly private sector leasing)
- **10%** is bed and breakfast accommodation
- **2%** is local authority 'other' temporary
- **1%** is women's refuge

Local authorities current approach relative to rapid rehousing

The survey explored with each individual local authority, and representative bodies including CIH, SFHA and GWSF their current position in relation to the various elements that might comprise a rapid rehousing approach.

Assertive outreach
Assertive outreach is considered relevant mainly in the case of rough/street sleeping with outreach approaches developed in Aberdeen, Edinburgh and Glasgow. Otherwise local authorities saw this of less relevance relating to very low numbers of rough sleeping. A minority of local authorities discussed other assertive approaches including house visits and local drop in surgeries to engage with homeless or potentially homeless households. Others discussed an open door approach to office based services, and no need for appointments to increase accessibility.

Housing First
Housing First is gaining traction from a current position of over 100 tenancies, with active plans and developments underway in nine local authorities. The majority of other local authorities whilst seeing potential based on research evidence, see considerable funding barriers.

Hostel accommodation
Hostels are seen as a continuing feature of the temporary accommodation landscape to provide emergency and interim accommodation. One city authority is using Housing First to restructure its hostel accommodation provision. One other city authority has plans to commission two new purpose built emergency accommodation to reduce the need for B&B. Several other local authorities have plans to remodel or increase their supply of interim/ emergency accommodation due to volume or geographical gaps, but these are in the minority.

B&B usage
In general, LAs aim to minimise the use of B&B and use only for short periods of time as emergency/interim accommodation until suitable temporary furnished accommodation is organised. The notable exceptions are in pressured markets where plans are in place to either commission B&B strategically, or to gradually decommission through alternative new or remodelled existing provision.

Supported accommodation
All local authorities see a continued need for supported accommodation for specific client needs, particularly young people, and single people with more complex needs. All consultees argued that there is a certain number of households that will not want, or be able to sustain their own tenancy. While not explicitly supporting a stepped approach to rehousing, there is reference to 'tenancy ready' from a significant proportion of consultees, including representative bodies. Many local authorities reported this requirement from housing associations before rehousing, whether or not support is was in place i.e. tenancy ready had to be proven in some way before housing into settled accommodation.

Use of the private rented sector

The majority of local authorities have rent deposit guarantee / bond schemes, but a small minority of four have social lettings agencies. Consultees refer to the opportunity from the improved security of tenure in the PRS, but the challenge in securing private rented accommodation for low income households due to welfare reform, LHA rate and higher rent alternatives for landlords in the wider market.

Psychologically informed environments

Only a minority of local authorities are fully familiar with this terminology, and while more may actually be commissioning services that are aligned to this approach, it is clear that sharing of good practice is required to inform a wider number of local authorities about this type of approach.

Allocations and choice based letting schemes

Consultees did not identify any specific approaches to assist homeless households through allocation or choice based letting systems other than through their usual housing options approaches, including assertive outreach where these exist, and the ongoing assistance through housing support providers.

Summary of how to move to a rapid rehousing approach

Consultees were asked to consider how local authorities and their partners would be able to move to a rapid rehousing approach within five years. There were very strong recurring themes that came through the survey from all 32 local authorities and wider consultees, summarised here. These are also discussed by the five housing option hubs areas in the appendices. These themes are discussed further in the legislative, policy and regulatory review.

Funding and staff/skill resources

All local authorities and some representative bodies identified funding challenges associated with moving to a rapid rehousing approach. This was in the main related to the level of housing support required to support people in their own tenancies, particularly if the norm is to be wrap around support for people with complex needs in individual tenancies. These concerns were voiced in the context of ongoing local authorities' efficiency and saving requirements. Only four local authorities were able to estimate the additional funding required to move to rapid rehousing, with all others stating it was too early days. Revenue estimates from these four ranged from £0.4m, £1m, £1.3m to £3m per annum, with two also identifying additional capital requirements of £0.12m and £0.6m. There are common concerns around the sustainability of any short-term funding, whether from Social Bite or Scottish Government, and how Housing First initiatives in particular will be mainstreamed after the initial two-year or other 'challenge fund' period.

Consultees also raised concerns over the human resource capacity and skills for a significant system change. For rural areas consultees considered that the skills shortages/challenges are potentially even more acute and spread over much further distances, making local solutions with wrap around support much more challenging than may be the case in geographically smaller urban environments. Furniture costs relating to temporary accommodation was raised commonly as a barrier to converting temporary accommodation to Scottish Secure Tenancies. The survey found a wider range of costs to provide furniture and redecorate a tenancy with four specific examples provided: £1,164; £1,800; £4,000; and £6,000.

Partnership working

The majority of consultees emphasised the importance of effective joint working with health and social care partnerships (HSCP). For most local authorities it is felt that there is inadequate recognition or responsibility from HSCPs around homelessness, and a strong view that local authorities cannot meet the needs of homeless households on their own. Some reflected on the Housing Support Duty held by local authorities and wondered whether this, or the health and social care integration legislation needs to be reviewed to enforce wider responsibility for homelessness across partners. Positive practice examples were provided, but in the main there is a call for greater strategic commitment 'from the top' of HSCPs, more funding contributions from HSCPs, and better operational working on the ground, particularly to meet the needs of those with complex needs. Provision of specialist skills in rural areas was identified as especially difficult over large geographic areas in the context of finite resources for all housing support, health and social care partners.

Legislation, guidance and homelessness prevention

Consultees discussed the tension between homelessness legislation and the Housing Options approach, and the lack of strategic alignment that this causes in relation to prevention and seeking best outcomes for homeless households. Many suggested that there requires to be statutory focus on prevention and rehousing (rather than just guidance) across the sector which will help direct all stakeholders including the Regulator and housing associations.

Two local authorities discussed local connection - coming from opposite sides – one stating that removing local connection would increase demand from neighbouring authorities that are under greater pressure, with another stating that removing local connection is appropriate as it would enable households to apply to local authorities nearer their support networks, and place of work (in this example where applicants are not deemed to have local connection from part-time work).

A number of local authorities argued that moving to a rapid rehousing imposed centrally by Scottish Government should recognise the specific local needs, and not enforce a ‘blanket’ or ‘central Scotland’ approach across all areas. Timescales should also be carefully considered to ensure any system change can be properly planned and procured, including building capacity in the workforce for specialist support provision.

Lettings, allocations and ‘tenancy ready’

A number of solutions, and potential challenges are identified under lettings and allocations. The most common theme coming from local authorities was the lack of access to supply from housing associations stock for homeless households, and the need for this to be increased. This is generally verified by the ARC data analysis, although there is also evidence of low lettings to homeless households from a small minority of local authorities. Common practice involves a requirement for ‘tenancy ready’ and support packages before allocations will be made. Examples were provided around proof of tenancy readiness through evidence of time sustaining a temporary furnished flat for a certain number of years, and examples of local letting policies for new build properties which include at least three-year tenancy history. Local authorities spoke about the risk aversion of RSLs and the fact that regulation concentrates on financial performance indicators, efficiency in voids and lettings, rather than meeting nomination agreements for rehousing homeless households.

However, there are also concerns that increasing proportion of lets to homeless people may create perverse incentives of more people applying under homelessness legislation, and could marginalise other households in housing need such as overcrowded households, or those with medical needs. Expectations of waiting list applicants, and elected members will also have to be managed.

A number of consultees identified solutions around flexibility in allocation policies to improve the flow, and unblock supply, including letting larger properties to couple households who may later start a family, rather than allocate strictly on a size basis. Some local authorities are using targeted buy backs (of former council housing, or properties off the general market), purchasing family houses for example to start a vacancy chain and result in increased lets to homeless, as well as other waiting list applicants.

There are a small number of successful examples of social letting agencies and flat sharing, one social enterprise led, and three others initiated by the local authority, one of which is combined with empty homes initiative and grants to bring properties back into use and increase the letting pool. Consultation suggests that dedicated teams on sourcing PRS lets are required to build networks, interest and mutual trust between the LA and private sector.

Housing supply

The need for one bedroom housing is noted as a key supply priority for homeless households – whether supplied through existing or new supply. It is noted that one bedroom properties are in short supply in the private and social rented sector. There needs to be good communication between development and housing management / lettings colleagues to identify local needs relative to new supply pipeline. As noted above, supply can also be very effectively augmented through buy backs, and it is argued can be more useful than the new build programme where targeted purchases enable a vacancy/supply chains to be created.

Process

While access to housing supply is noted as a key factor, the process in enabling homeless households to be nominated for housing is also identified as a key issue. Aberdeen City and Perth and Kinross are key examples of changing processes to speed up rehousing (see PKC example in the next section). Good practice also points to the same case worker sticking with the homeless household throughout their rehousing journey from the initial Housing Options interview, through allocation and rehousing.

DRAFT

Legislative and culture review

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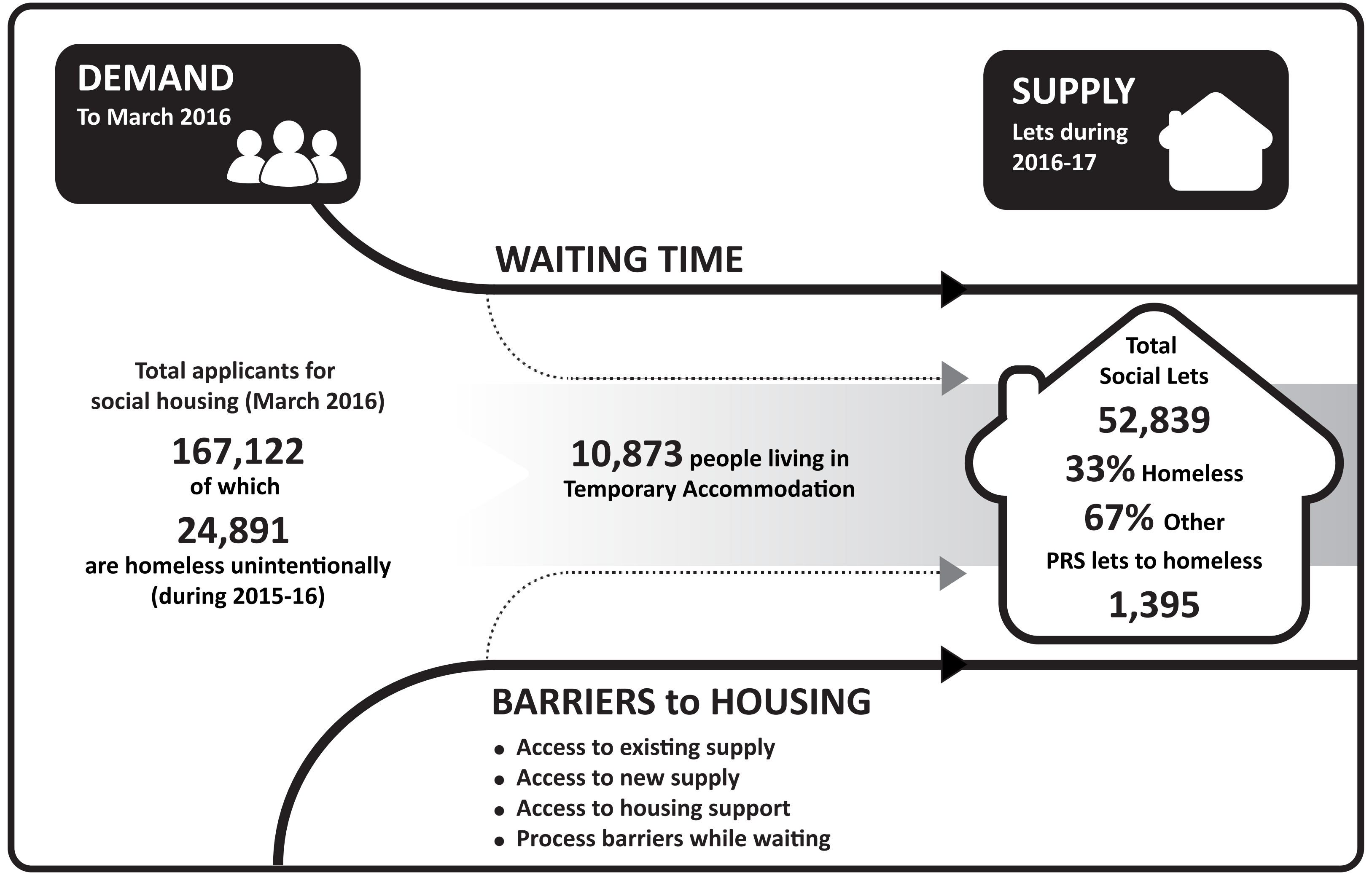
In moving to a Rapid Rehousing approach for homeless households, the fundamental challenge is around demand and supply – for affordable housing, and for support services that may be required by some homeless households.

Demand for affordable housing outstrips supply, and there are limited resources available for support services. In this context we have reviewed the current legislative, regulatory and policy framework, and common practice in rehousing homeless households considering whether these are supportive of HARSAG's ambitions. This review purposefully examines and challenges the current framework against HARSAG's vision for rapid rehousing which are:

- Preventing homelessness in the first place;
- Rapid rehousing: making temporary accommodation the stop-gap that it was meant to be with a minimum time spent in any form of temporary accommodation, with the fewer transitions the better;
- The preferred temporary housing option to be mainstream temporary furnished flats within a community, over B&B or 'homeless' accommodation (shared living in hostels or accommodation projects, usually provided/commissioned for single people);
- The preferred settled housing option being mainstream housing with wraparound support, over 'homeless' shared or supported accommodation;
- The size and quality of shared accommodation: smaller and within a psychologically informed environment for any period where mainstream housing is not possible or preferable.
- Overall, redressing the current balance of housing options and approaches for homeless households over a planned and costed phase.

This review draws on qualitative consultation findings undertaken with all 32 Scottish local authorities, and representative bodies; the Chartered Institute of Housing in Scotland, Scottish Federation of Housing Associations, and Glasgow West of Scotland Forum. The review draws conclusions and suggests recommendations and areas for action, shown in ***bold italics.***



Legislation, Scottish Government guidance and Regulation

The Scottish homelessness legislative framework originally goes back over 40 years to 1977 in the form of the Housing (Homeless Persons) Act 1977, followed 10 years later by the Housing (Scotland) Act 1987 which acts as the foundation of the modern legislative framework. Since then there have been at least 34 different forms of legislation or guidance (statutory or non-statutory) issued by the Scottish Government (or its predecessors, see Appendix 1). In broad terms, the legislative framework covers:

- **Households** – legal duty for local authorities to provide advice and information for households experiencing or at risk of homelessness, temporary and settled accommodation, and housing support.
- **Standards** – governed through the Social Housing Charter on how homeless services are delivered, and how social housing is managed as regulated by the Scottish Regulator. Separate statutory guidance sets out how social housing providers should allocate social housing.
- **Strategy** – legal duty for local authorities to assess the extent and nature of homelessness and develop strategies to alleviate homelessness in their area.

It has commonly been argued that Scotland has the strongest homelessness legislation in Europe. In a comparative analysis of homelessness policies and legislation in the four UK jurisdictions post-devolution, Steve Wilcox and colleagues[x] argued that the ideal homelessness system would combine the vigour of the English preventative approach with the strong statutory safety net available in Scotland.

Key features of the Scottish legislation over the last 10 years have been the eradication of priority need and the widening of entitlement to temporary accommodation with the resultant increase in applications and temporary accommodation.

[x] Wilcox, S. & Fitzpatrick, S. with Stephens, M., Pleace, N., Wallace, A. and Rhodes, D. (2010) The Impact of Devolution: Housing and Homelessness. York: Joseph Rowntree Foundation.

Prevention and Housing Options

In 2009 Scottish Government and CoSLA published non-statutory Prevention of Homelessness Guidance highlighting the role of person centred early intervention work, local authority corporate responsibility and partnership working including RSLs and health partners. In 2010 Scottish Government promoted the non-statutory Housing Options approach and funded Housing Options Hubs to help local authorities focus on preventing homelessness wherever possible. Between the introduction of Housing Options in 2010/11 and 2016/17, homeless applications fell by 63%, although more recent years have seen a much smaller reduction. In its thematic inquiry on Housing Options in 2014, the Scottish Housing Regulator (SHR) made a range of recommendations to Scottish Government and local authorities including the requirement for enhanced guidance and data collection systems around Housing Options relative to local authorities legal duties and responsibilities. It also required homelessness applications to be completed where there was clear evidence of homelessness or potential homelessness. The revised non-statutory Scottish Government Housing Options guidance was published in 2016 and is now being implemented across Scotland with many local authorities stating that the impact of the new guidance is likely to be an increase in homeless applications. The vast majority of consultees participating in this RRTP work have argued that there is an unhelpful tension and disconnection between legislation and policy – specifically the way homeless duties are regulated by SHR, compared to Scottish Government policy and non-statutory guidance around prevention and Housing Options. Local authorities' experience of SHR's regulatory approach is as a strict examination of legislative process and data collection, rather than one that incorporates understanding outcomes and benefits for homeless or potentially homeless households.

Local authority participants referred to the Welsh model of Duty to Prevent and the English approach to prevention, suggesting that there are valuable lessons which could be applied to the Scottish framework to prevent and reduce homelessness demand.

A key feature of Rapid Rehousing is preventing homelessness in the first place. There requires to be clarity between legislation and Scottish Government policy, and in particular the legal standing around prevention, Housing Options, and person-centred outcomes versus the fulfilment of process requirements. This clarification may require revisiting legislation around prevention scope and duties, and the regulatory approach to support this.

Local connection and intentionality and Code of Guidance on Homelessness

Local connection and intentionality

The 2003 Act gave Ministers a flexible power to modify the application of the local connection provisions of the 1987 Act (section 8). This power could be exercised in a variety of ways - local connection could be suspended altogether and reactivated again, or it could be applied differently between certain local authorities or for certain categories of applicant. The RRTP work has not specifically consulted on any change to this power, but of the few local authorities discussing any potential change there are two divergent views: 1) that local connection should be abolished to enable homeless households to live in areas closer to support and/or work, and 2) the local connection should remain in place to stem demand in more pressured and particularly City authorities. The HRSAG recommendation on this is:

> " …commence the provisions on local connection in the 2003 Act and Ministers should exercise powers they would then have under S8 to suspend referrals between local authorities to remove barriers to support for people who are homeless or rough sleeping or at risk of homelessness or rough sleeping. Scottish Government should monitor the impact of these changes on local authorities to respond to any LAs coming under undue pressure as a result of disproportionate net inflows."

Code of Guidance on Homelessness

Closely associated with the desire for clarity and alignment between legislation and policy is widespread concern over the currency and relevance of the current Code of Guidance. The last statutory Code of Guidance on Homelessness was published in 2005.

In light of the large amount of change in homelessness legislation and policy over the last 13 years, a reviewed Code of Guidance would usefully consolidate these historical changes and any emerging policy coming out of the HARSAG recommendations.

Temporary accommodation options and affordability

The Rapid Rehousing ambition is that temporary accommodation will become the stop gap it was intended to be, and that mainstream temporary furnished flats (TFFs) within a community are the preferred type where possible.

The largest proportion of homeless people living in temporary accommodation currently live in TFFs. The cost of this accommodation, passed onto tenants through rent and service charges is usually very high which raises questions about affordability, economic well-being and opportunity. The default model of TFFs in Scotland is for local authorities to charge rents and service charges at ‘full cost recovery’ (FCR), that is quantifying all items relating to rent, furnishings, decoration, repairs and voids, and management charges. Charges result in average weekly costs of £181.43 in LA temporary, £158.60 for HA stock and private sector placements at £174.10[x] on the basis that it is assumed this will be funded by Housing Benefit for the majority of homeless households. The minority of local authorities charge standard social or private sector rents with small service charges. It is accepted that these average charges are unaffordable for people in work, and there is lack of equity in access to temporary accommodation across Scotland with different charges in different places. That said, these rents have been reducing in recent years due to pressure from Welfare Reform with local authorities actively restructuring rent levels. Despite various studies undertaken to explore the costs of TFFs in Scotland, it is not clear why the costs are so high and there is evidence that TA charges have been used to fund homeless services *beyond* TA provision[x]. As one example of different approaches adopted by local authorities, four different local authority participating in this work quoted a wide range of the cost of furnishing and decorating temporary accommodation from £1,100 per property to over £6,000. It is also understood from many LAs that work is underway to critically review these costs and redistribute costs that should not be reflected in the TA charge and should be borne directly by the General Fund, rather than charged to tenants. It is emphasised that this is a difficult negotiation to have in local authorities corporately given the strong drive for efficiencies across the public sector. A few local authorities have achieved affordable temporary accommodation charges, and differential rent and service charges for people in work or with no recourse to public funds, and there is scope for sharing and learning from different models across local authorities.

Local authorities generally acknowledge that there is a negative impact of the high cost of temporary accommodation on people that are either in, or seeking work, or not eligible for benefits (where there is no differential temporary accommodation charge policy). This results in these households not taking up the option of temporary accommodation, or alternatively running the risk of accruing massive arrears, which the LA will invariably write-off, but which could still have negative impact on their future housing options and general economic well-being. It also affects others who are not eligible for Housing Benefit/UC including EEA nationals, and less those with immigration and asylum status that have no recourse to public funds.

[x] Scotland’s Housing Network benchmarking data quoted in Littlewood M, Watts B, Blenkinsopp J (2018 forthcoming) Temporary Accommodation in Scotland
[x] https://scotland.shelter.org.uk/professional_resources/policy_library/policy_library_folder/funding_homelessness_services_in_scotland

If mainstream temporary furnished flats are to be the default option for temporary accommodation then charges should be affordable for people in work, those seeking work, or those with no resource to public funds. Local authorities and Housing Options Hubs should share experience of different models, and the Scottish Government should consider what specific guidance is required.

Positive Practice

Argyll and Bute Council is a stock transfer authority. Temporary accommodation service delivery has changed radically since 2013. Pre 2013 B&B was used routinely, with an average stay of 70 days in B&B. Since 2013 there have only been six households staying in B&B for emergencies of 4-5 days. The Council increased its stock of private sector leased, serviced accommodation and RSL leased accommodation, and rationalised all the temporary accommodation charges. Now, all are charged at the average social rent plus a service charge of £44.75 week, regardless of location and tenure. In relation to PSL stock, the Council agrees to pay the landlord a rent equivalent to the LHA and the LA subsidises the cost if it is not fully covered by HB. The aim here was to ensure charges are affordable for tenants living in temporary accommodation, and they are able to stay or move into work. The exception is two supported complexes, one direct access hostel, and a Women’s Refuge, all of which have a higher cost base and charges, and are currently managed by third parties, with charges covered by HB.

The direct access hostel is exempt accommodation. At this stage it is not known whether the charges will be covered by Welfare Reform arrangements, but the Council has taken a firm line in negotiations on the level of costs and charges and so hopes the financial risks to this temporary accommodation has been mitigated.

East Lothian Council does not adopt FCR for its temporary accommodation and charges the normal social rent, and in some properties there is a small service charge of up to £5 for gardening, in line with other social housing tenancies. The participant stated that this LA had taken the view that temporary accommodation rents should remain affordable for tenants, and had anticipated change in DWP policy. As a result this LA believes it has little or no financial risk moving forward in relation to this type of temporary accommodation. However, it does have a shortage of temporary accommodation and also uses private sector leasing which is more expensive, and so the Council targets working households to the affordable temporary accommodation, and households not in work to the PSL accommodation.

The HARSAG Vision

The HARSAG vision is that

- the best temporary housing option is to be mainstream temporary furnished flats within a community, over B&B or 'homeless' accommodation - shared living in hostels or accommodation projects, usually provided/commissioned for single people.

We have found through this work that there are different uses of the terminology hostels and supported accommodation, with many so-called hostels actually being supported accommodation and used for long periods of time rather than as interim or emergency accommodation. This means it has not been possible to reconcile the HL2 and ARC return numbers with the descriptions and numbers provided in the interviews for this work. Common practice for those local authorities with hostel type interim/emergency accommodation is that a concierge/security service is usually provided which also acts as a useful low-level support for residents, but which could not be defined as housing support. However, in many cases homeless households move straight to supported accommodation as an interim/emergency measure and may end up staying there for relatively long periods of time depending on the availability of more suitable options.

The HARSAG definition of hostel and supported accommodation should be clarified, taking cognisance of housing benefit and UC regulations, temporary accommodation datasets (HL2/HL3 and SHR's ARC) and should align to these definitions to enable a consistent baseline and monitoring of progress towards rapid rehousing.

A good proportion of local authority consultees are of the view that there is a portion of homeless households with complex needs that will not engage, do not want their own tenancies, and for whom long term supported accommodation is the best and safest option.

For some homeless households with particular needs, removing the option of temporary/shared accommodation could impact on safety. HRSAG's recommendation is to redress the balance of temporary accommodation, suggesting that the size and quality of supported accommodation is smaller and within a psychologically informed environment, where mainstream housing is not possible or preferable.

Housing support and wrap around support for homeless households

HARSAG recommends that the preferred settled housing option is mainstream housing with wraparound support (for those that need it), over 'homeless' shared or supported accommodation.

Through the Housing Support Duty that came into force in 2013 all local authorities have a duty to provide housing support to those assessed as unintentionally homeless and in need of that support, established through a housing support assessment. Housing support services are prescribed as:

- advising or assisting a person with personal budgeting, debt counselling or in dealing with welfare benefit claims;
- assisting a person to engage with individuals, professionals or other bodies with an interest in that person's welfare;
- advising or assisting a person in understanding and managing their tenancy rights and responsibilities, including assisting a person in disputes about those rights and responsibilities; and
- advising or assisting a person in settling into a new tenancy.

The Housing Support Duty guidance states that

> "housing support services include any service which provides support, assistance, advice or counseling to an individual with particular needs with a view to enabling that individual to occupy, or to continue to occupy, residential accommodation as the individual's sole or main residence. The form and duration of housing support will vary depending on the individual's circumstances and/or those of the people in the household."

The guidance states that the housing support duty for local authorities is a corporate duty and its implementation is a corporate responsibility. It states that successful implementation of the duty leading to improved outcomes for those assessed as unintentionally homeless will require the involvement of a range of local authority departments such as housing, social work and education and local partners such as health and third sector organisations. It also suggested that local authorities may wish to consider establishing clear working arrangements and protocols with partner agencies in order to maximise efficiency and use of resources. The legislative guidance does not specify intensity or time periods for housing support, rather stating it should be flexible and depend of the individual's needs although the duty may be discharged if the a person continually refuses to engage.

In practice, housing support is most often provided through visiting support in mainstream housing (directly or through third parties), although it may also be provided as part of a wider support service in supported accommodation depending on the type of accommodation which the household is living in. Visiting support is often followed through to settled accommodation with varying degrees of intensity and length of support. Often visiting support workers find it very difficult to persuade residents to engage with the support service, and despite considerable effort engagement and tenancies sometimes fail. In practice, housing support is typically provided for a few hours a week for six months to a year, although some local authorities are moving to more flexible approaches, where support workers will aim to stick with tenants for much longer, with variable intensity of support flexing in line with the needs of the individual as these change over time.

The experience of many homeless services is that housing support is seen as the responsibility of the housing, or homelessness service, and that no wider local authority or Health and Social Care Partnerships (HSCPs) responsibility is taken, particularly for more intense and specialist support that is required for some people. There are a few exceptions where the homelessness strategy and delivery has been devolved to HSCPs, but generally housing and homelessness professionals struggle to negotiate wider and more specialist support services from social care and health services that housing support workers are not trained or resourced to deliver – particularly addiction and mental health services. One local authority referred to protocols for complex needs akin to MAPPA where there are named officers and/or case conferences for complex needs cases, but the majority of experiences of housing and homeless staff is that wrap around services are very difficult to obtain. In this context common practice defaults to individuals with multiple needs housed in hostels or supported accommodation where there is at least some level of immediate support readily available. Rural local authorities stressed the response to complex needs will be very different to those of urban centres.

Based on the consultation findings, the availability of specialist wrap around support is probably the most critical issue that will shape the success or failure of a rapid rehousing approach.

The success of a rapid rehousing requires acceptance of the corporate responsibility and implementation by the local authority and Integrated Joint Boards for provision of wrap around housing support, including provision of specialist addiction and mental health services for homeless households that require this type of specialist or intense support. These services need to be supported through robust protocols between services and partners.

In order to take corporate responsibility and plan for the support needs of homeless households with complex needs, local authorities, HSCPs and other partners first need to define the problem locally. Previous research[x] showed that understanding the level and nature of complex needs is critical, as are adequately resourced monitoring systems. There needs to be a working definition of what crisis/complex needs homelessness actually is, and then a means of identifying the scale of the issue. Without this, it is difficult to gain consensus and corporate buy-in on what action needs to be taken, and what services have to change.

Positive practice

The City Ambition Network in Glasgow is a partnership between the Glasgow HSCP, and four third sector organisations – Glasgow City Mission, The Marie Trust, Simon Community Scotland and Turning Point Scotland. Its objectives are to provide tailored responses for people with exceptional and complex needs. It is doing this by fundamentally changing the ways of working to reduce organizational barriers, develop and evidence new and effective approaches and consistently engage and support people who are not engaging in front-line services, and who have the most chaotic lifestyles and negative social outcomes. The partnership identifies the people to be supported using an assessment originating in the New Directions Team chaos index, but which CAN has recently refined based on its first years' experience. It is a desktop assessment with partners individually and then collectively identifying who they think may benefit from the service using 10 different criteria and point scoring system to identify those in greatest need of the service. The 10 different criteria are: engagement with frontline service, intentional harm (mental health), unintentional harm (physical health), risk to others, risk from others, stress and anxiety, social effectiveness, alcohol/drug abuse, impulse control, housing.

[x] Evans A et al (2014) Homelessness and complex needs in Glasgow, Glasgow Homelessness Network, Summary Report page 6

Housing support and wrap around support for homeless households

Local authorities and HSCPs should develop methods of defining and identifying those with complex needs so that they know what the extent of problem is and then plan and target financial and service resources accordingly.

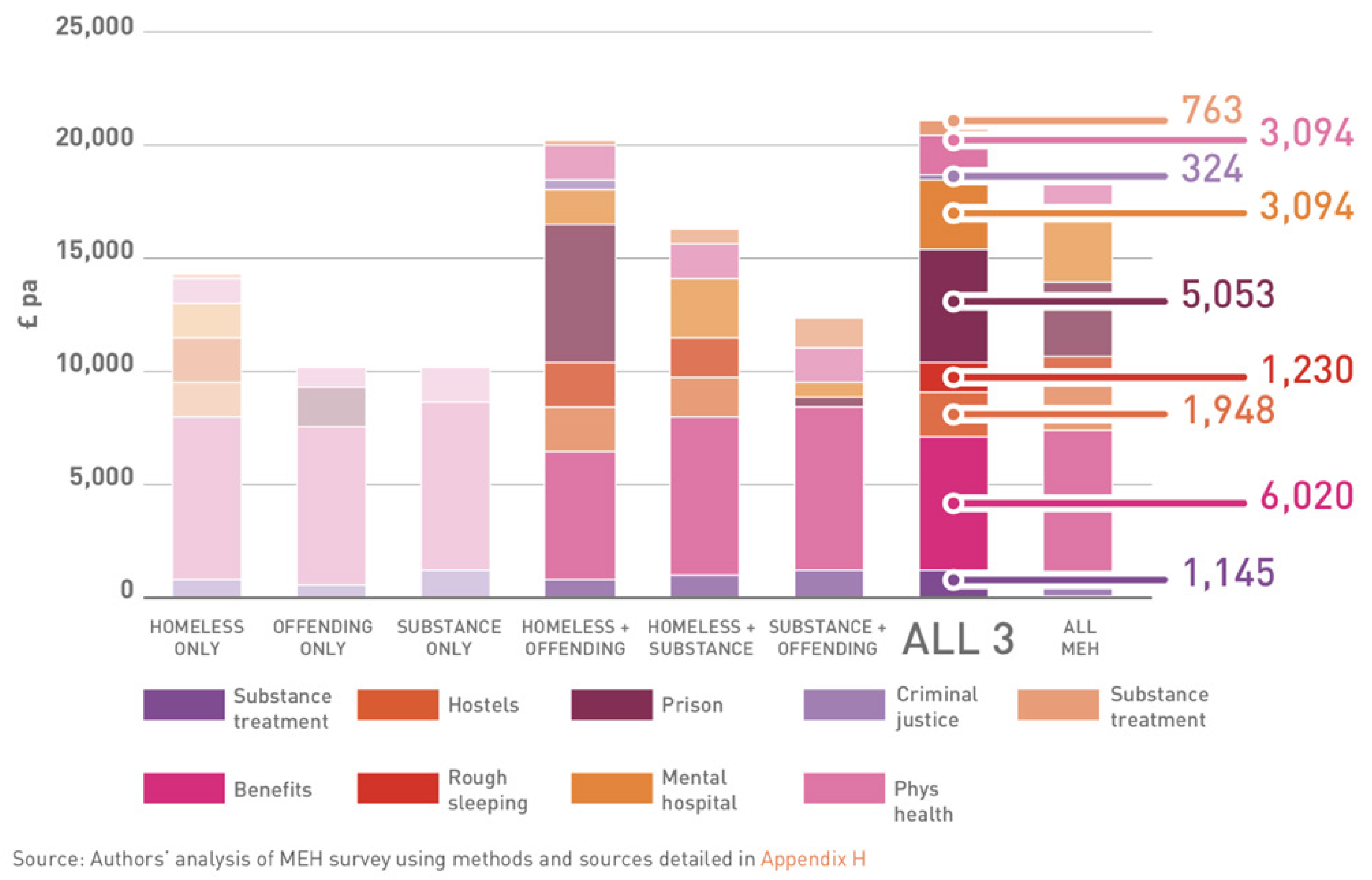
This work has found widespread frustration with the lack of corporate and partnership working, and the lack of joint funding to prevent and alleviate homelessness. Comparative research across the UK suggests that the most complex cases are in the minority but take up most of the time and resources – the 20/80 rule. This evidence shows that the most important changes are made from systemic or transformation change, with a 'whole system' approach considering how services can do things differently by creating an enabling environment for service users and tackling organisational and cultural boundaries which have traditionally prevented services working together effectively.

This requires strategic level, senior officer and political leadership. Strong governance structures need to be designed specifically around services for complex needs.

The potential benefits of stopping the vicious cycle of crisis amongst those with complex needs can be seen by looking at the costs. The Hard Edges work for Lankelly Chase which mapped severe and multiple deprivation in England showed that public spending on homeless people with offending and addictions experience is five times higher than the average public spending per adult - £4,600 compared to over £20,000 per annum for people with homeless, offending and substance experience. Similar work is currently underway for Scotland.

Composition of annual public expenditure by detailed severe and multiple disadvantage

Composition of annual public expenditure by detailed severe and multiple disadvantage -



Source: Bramley et al (2015) Hard Edges, Lankelly Chase Foundation (Figure 16, page 42)

Integrated Joint Board and Housing Contribution Statements

Housing Contribution Statements are part of the HSCP's strategic planning process, setting out the level and type of support services required for a range of client groups, including homeless people and others needing specialist housing provision. The statement should set out service commitment to this client group, as well as setting out partner commitments. The Strategic Commissioning Plan (SCP) Guidance states that the SCP should ensure alignment with other local policy, including Single Outcome Agreements, NHS Local Delivery Plans, Housing Strategies, NHS Clinical Strategies, community plans and other local corporate plans. A review of Housing Contribution Statements in SCPs in 2016 found that there were different approaches to the HCS, with some embedded within the SCP, others written as a separate document and others appended to the SCP. This can be taken to indicate different levels of alignment between the SCP and the HCS. Challenges identifies throughout the review process were –

- The need for a better fit between the HCS and the SCP priorities and
- Clearer implementation of improvement action plans within HCS – with SMART objectives and detail of who will deliver, how and with what funding
- …rather than aspirational/general actions
- weaknesses in monitoring and evaluation.

To enable rapid rehousing, joint working between housing, health and social care means providing suitable settled housing, with housing support in place and access to support from mental health/ addictions services. That will require high level strategic/financial commitment to direct operational action, rather than relying on operations to make the best of current resources. There is scope for greater integration in strategic planning with specifics on what and how joint priorities are to be actioned, funded and monitored.

Tenancy readiness

Based on the consultation for this work there appears to be a culture of tenancy readiness amongst some local authorities and housing associations. This is where prospective tenants have to be 'tenancy ready' before being accepted for rehousing from temporary accommodation, often seen as central to the traditional 'staircase' model. It is reported that often housing associations also require housing support to be in place for settled housing, even if there is not an assessed need for support. This tenancy ready practice has also been identified in a recent SHR report . Practice often involves pre-referral conversations early, with local authorities and third sector organisations doing a lot of work to make sure a household in tenancy ready, with examples of certificates provided to prove readiness. Examples were provided of waiting list applications for homeless households not being 'activate' until such time as tenancy readiness is proven. Reasons for refusal are discussed further in access to housing below. This tenancy ready culture is also identified as accepted and good practice from some local authorities and representative bodies as helping to mitigate the risk of failed tenancies. It may be that the Housing Support duty has inadvertently created this culture across the Scottish housing sector.

The rapid rehousing approach requires a significant culture change to remove the subjective language of 'tenancy readiness' from homelessness responses altogether. The starting position is that all people, even those with the most complex needs, have the competencies required to sustain a tenancy, with the right support. Where mainstream housing is not possible or preferable, for whatever reason (safety, risk to self or others, choice etc) then a shared arrangement should be provided/tried.

Access to existing supply

In order for the HARSAG recommendations to be effective, homeless households need access to settled accommodation. The analysis in section 1 of this report showed that in 2016/17 nationally the vast majority of rehousing outcomes for homeless households were in the social rented sector (92%) and a small minority were in the private rented sector (8%, PRS).

Private rented housing for homeless households

The concept of settled rather than permanent accommodation provision for homeless households was introduced since the Homelessness etc (Scotland) Act 2003, and in 2010 the Scottish Government amended the regulations in Section 32 of the Housing (Scotland) Act 1987 to allow discharge of duty by way of a minimum 12-month short assured tenancy (SAT). The SAT has now been replaced for all new tenancies in the PRS after 1 December 2017 by the Private Residential Tenancy (PRT) which affords higher security of tenure. Despite this legal framework, the tradition is still to focus on rehousing homeless households in the social rented sector. Only a total of 1,395 homeless households were rehoused in the PRS in 2016/17, as formerly recorded in HL1 returns compared to 17,476 social lets across Scotland. Most local authorities in Scotland do have rent deposit or bond schemes, but there is generally very low take up. Many local authorities discussed the difficulty there is in accessing the PRS for homeless households – driven by a range of market factors including the impact of Welfare Reform/Universal Credit and Local Housing Allowance rates not matching market rates so that landlords will chose other tenants.

A small minority of areas in Scotland have social letting agencies (four were found) that actively work with private landlords to enable access for low income households. Shelter Scotland is currently working with letting agencies through its Letting Agent Plus initiative to encourage more of the PRS to provide access to lower income households and others that would not traditionally have been housed in this sector. Crisis runs a Housing Coach scheme to support individuals in the PRS, and some Empty Homes initiatives also link condition of grant to allocation of private rented properties to homeless/potentially homeless households. Homes for Good is a social enterprise letting agency and is currently piloting whether 'housing first' in the PRS achieves comparable outcomes to that achieved in the social rented sector.

There needs to be renewed focus and much more work to provide support and incentives to facilitate access to the PRS. This includes a wider role out of initiatives such as social letting agencies, Letting Agent Plus and Rent Deposit Guarantee Schemes.

There should be a review of Local Housing Allowance rates so that there is not a structural disadvantage for those claiming housing benefit / Universal Credit to access the PRS.

Analysis of the SHR ARC 2016/17 data shows that 33% of all social lets nationally are let to homeless households. For local authorities the national average is 41% and for RSLs it is 26% with some local authority areas considerably lower and higher. The analysis for this work shows that nationally these proportions would have to increase by 45% to around 50% of all social lets to meet new homelessness demand and the backlog of people living temporary accommodation within 5 years (if this demand/backlog was ALL to be met by social housing). This is an average figure, some areas will be lower, others much higher. The new supply of social housing projected through the Scottish Government More Homes programme should help, but there will still need to be an increase in proportion of lets to homeless households if the ambition is to move to rapid rehousing of homeless households.

Access to social housing in Scotland is governed by the Scottish Government's Scottish Social Housing Charter (2017) as required by section 31 of the Housing (Scotland) Act 2010, which is regulated across all local authority and social landlords by SHR. The way in which social housing is allocated is also specified in legislation through sections 19-21 of the Housing (Scotland) Act 1987, as amended by the Housing (Scotland) Act 2001 and the Housing (Scotland) Act 2014, and through statutory guidance, an updated version of which is due for publication in 2018. In addition, the Scottish Government has commissioned a revised practice guidance on allocations and suspensions to support the legislation and statutory guidance – this is due for publication in the summer of 2018.

The timing of the revised practice guidance on allocations and suspensions presents a key opportunity to ensure the guidance reflects the policy intentions coming through a rapid rehousing approach.

The legal framework for social housing allocations sets out that in selecting tenants for their houses landlords must give reasonable preference to:

- homeless persons and persons threatened with homelessness and who have unmet housing needs;
- people who are living under unsatisfactory housing conditions and who have unmet housing needs; and
- tenants of houses which are held by a social landlord and which the social landlord selecting its tenants considers to be under-occupied.

The law makes no distinction between people in the different reasonable preference categories and does not set out any weighting for them. The statutory guidance states that landlords must decide how much weight to give to each reasonable preference group, but also points to the Code of Guidance on Homelessness which appears to have a different emphasis to the law/statutory guidance. Paragraphs 9.60 and 9.62 state … 'reasonable preference extends to all those who are assessed as homeless, regardless of the outcome of further assessment into priority and intentionality', and 'What degree of preference is 'reasonable' is a matter of judgement, but at the very least, homeless people should not be given lesser preference that the other specified groups'.

Based on the statistical analysis of all social housing lets in 2016/17, it appears that there is a wide range of practice in terms of weighting of reasonable preference to homeless households.

In addition to this law on allocations, the legal framework includes a duty for RSLs to house statutory homeless households under Section 5 of the Housing (Scotland) Act 2001. This allows local authorities to make referrals to RSLs to house a homeless person. Guidance was issued by Scottish Ministers in 2002 on what constitutes good reason for an RSL to refuse which were

- an RSL is unable to make suitable housing available within six weeks of the request; or
- the only housing the RSL has available is of a particular nature (for example sheltered housing for older people) and this is not suitable for the applicant.

Section 6 of the Act provides for arbitration over Section 5 referrals. Section 5 referrals have come to the fore since the whole stock transfer of local authority housing to housing associations in six areas in Scotland, but it can be used in any area. Consultation for this work has found a minority of local authorities use the power, as it can be seen to interfere with their relationship with local housing associations, but the majority of local authorities also want housing associations to increase the proportion of lets to homeless households. Many LAs still use informal or contractual nomination agreements, although some use nomination agreements which include reference to Section 5, and some use Section 5s outwith a formal nomination agreement. There has been considerable attention around the use and different practices surrounding Section 5 referrals, documented through Shelter Scotland's briefing paper in 2005 , and subsequently in Scottish Government's research in 2009 . Shelter Scotland's work referred to the informal 'pre-referral' and 'tenancy-ready' discussions which take place before any formal Section 5 or other nominations were taken, and which could effectively stop a referral being made. Another practice highlighted by the recent SHR report on Housing people in Glasgow is where Section 5 referrals are refused on the basis of the household's inability to pay one month's rent upfront. This practice has also come to light through a recent Section 5 Arbitration case where the practice of requiring rent in advance was disputed by Stirling Council, with the arbiter finding in favour for the Council and confirming that the only reasons for refusal of a Section 5 referral are as per the Scottish Ministers guidance, that the duty on RSLs is to provide housing (not only to offer), and that the practice of asking for rent in advance is entirely overridden by the provisions of statute and associated guidance.

The revised practice guidance on allocations and suspensions, and any revised Code of Guidance on Homelessness should make clear the RSLs' obligations around housing homeless people.

Local authorities should review their nomination policies and agreements to ensure these include reference to Section 5 provisions, should set rehousing targets and closely monitor performance against these agreements/targets.

Regulation of access to social housing provided by both local authorities and housing associations is undertaken by the SHR, although in a different way to reflect their different governance, legal and finance structures. The SHR has very little remit over governance and financial standing of local authorities, whereas it has a strong focus over governance and finance of housing associations. Many participants have observed that while the reason for this financial and governance focus is understood, the Regulator does not sufficiently regulate housing associations contribution to 'Access to housing and support' (as set out in the standards 7, 8, 9 and 10 of the Scottish Social Housing Standard). It is also argued that focus on financial performance and efficiency (e.g. void performance, rent collection, arrears) creates a risk-averse culture in RSLs and provides a disincentive to house homeless households in the RSL sector. None of the annual SHR's landlord reports and published KPIs make reference to Access to Housing. The recent Glasgow report on homelessness highlighted RSLs' governing bodies roles in monitoring lets to homeless households, but it is commonly argued by local authority consultees that there should be a rebalancing of emphasis in Regulation so that LAs are better supported in rehousing by RSLs.

There is scope for the Scottish Housing Regulator to increase its focus on the Access to Housing standard of the Scottish Social Housing Standard and to assess how all landlords are performing on this standard to enable access for homeless households.

A large proportion of local authorities and housing association partners use a range of methods to make the best use of existing housing stock including Common Housing Registers (CHRs), common allocation policies, and even common allocation processes/staff (see Perth and Kinross case study below). Buying back ex-social housing and acquisitions on the second-hand market are also used as a way of accessing specific types and size of housing stock to address needs on the waiting list. This can then help create a vacancy chain which should include lets to homeless households.

New Supply

The Scottish Government More Homes programme has committed to the provision of 50,000 new affordable homes of which 35,000 will be social rent by March 2021. We have noted above that a successful Rapid Rehousing Plan means that homeless households will also have to have access to some of this new supply.

Access to new supply

On average, homeless households have access to 33% of all lets. It is not known what access there is to new build lets. However, this work has provided evidence around local lettings plans where developers (local authorities and housing associations) have different policies for new build provision. Examples of poor practice have included only transfer applicants getting access to the first new build lets (regardless of housing need), and tenancy experience of one to three years effectively excluding homeless households.

The Scottish Housing Regulator should review allocation policy and practice in relation to new social housing supply to consider whether these fulfil reasonable preference criteria set in legislation.

HNDAs are designed to give broad, long-run estimates of what future housing need, providing the evidence base that underpins decisions taking in the Local Housing Strategy (LHS) and Development Plan - the planning framework for new supply. Estimates are intended to be the number of **additional** housing units required, with some need resolved through in situ/housing management solutions. Information on homeless households is used in estimating the level of **existing** housing need, sometimes called 'back-log need'. One means of measuring back-log need is using the HaTAP measure – an assessment of the pressure on temporary accommodation. This is estimated based on providing enough new build accommodation to ensure that there is no increase in temporary accommodation at current rates of homelessness. This is calculated so that the rate of social sector new build in each Local Authority would a) ensure that the proportion of lets to homeless households does not exceed a fixed proportion – e.g. 60% and b) the number of people in temporary accommodation does not increase. A further element of the calculation is that additional new build is provided to reduce the level of temporary accommodation over five years.

While including the TA pressure element (those in TA at the end of the quarter) is useful, the proportion of lets to homeless people is not necessarily indicative of TA pressure, as the flow of lets to homeless people is not always correlated to (and responsive to) TA pressure. Those not accommodated (refusals, lost contacts) may also fall out of the calculation, though are part of the existing need.

An alternative measure to the HaTAP data is a calculation of existing need based on homeless households, including those in temporary accommodation plus households that are both concealed and overcrowded (excluding single people and couples without children). This might include more of the 'non-contact/non-temporary accommodation' group – the 'homeless at home' population, for example.

There is scope to review the homelessness measure in HNDAs to include concealed and overcrowded, which may include non-contact, non-temporary accommodation groups of people.

Complex needs in HNDAs

At present, the HNDA does not explicitly cover the definition, measurement and quantification of multiple / complex needs homelessness. LAs may include these issues under 'supported provision' but there is no detailed specification of what groups are expected to be included in the templates on 'non-permanent housing' and 'supported provision'. The template on 'supported provision' may include analysis of the type of temporary accommodation and support available and any gaps in provision, but there is variation in what LAs include within these templates within property needs and care/support needs.

HL3 data will soon allow information to be included on the support needs of homeless applicants, which could be specified for inclusion within the 'specialist provision' template.

In the context of the Rapid Rehousing Transition Plan, more detailed mention of temporary accommodation and homelessness support services could be included in the templates to ensure adequate coverage. At present, temporary accommodation does not get a specific mention although supported accommodation does.

There is scope for more detailed guidance/example analysis in the HNDA guidance to improve the analysis provided to capture the evidence for homeless people, those in temporary accommodation and those with complex needs.

Matching estimates to needs

One draw-back of the current HNDA approach is that the estimation process outputs a total number of additional dwellings needed, by tenure. This does not include measurement of size and type requirements, although this should be covered on the section on 'stock pressures'. Interviews for this work highlighted the significant supply/demand mismatch in size and type of properties can be for the rehousing of homeless households. The majority of local authorities in Scotland identified particular need for one-bedroom properties.

This raises a question as to whether a more specific statement on estimates of the size and type of new housing needed in order to ensure that smaller households are better catered for within the system. Alternatively, there is need for a 'feedback loop' from actual provision back to the HNDA – to ensure that delivery matches specified needs. At the moment, it is unclear how closely the properties delivered though the SHIP (see below) match needs.

The HNDA section on 'stock pressures' should more specifically outline the need for analysis of current/recent flows through the housing system – i.e. size/type/tenure of new-build completions, time in temporary accommodation and lets to different types and sizes of households.

Local Housing Strategy (LHS)

The Local Housing Strategy (LHS) is a local authority's sole strategic document for housing in its area. The LHS should set out the joint and strategic approach of the local authority and its partners to delivering high quality housing and housing related services across all tenures, to meet identified need in its area (identified through the HNDA above). The LHS should also set out a local authority's approach to meeting its statutory housing responsibilities, including fuel poverty, house condition, and homelessness as well as the contribution that housing can make to support effective integration of health and social care.

The LHS is often structured around the main templates in the HNDA, to align with the housing need evidence base. This inevitably means that the LHS faces similar issues to the HNDA in terms of the breadth and depth of coverage of temporary accommodation, outcomes for homeless people and the needs of homeless people with complex needs.

The LHS is inevitably constrained by the evidence base - improving the HNDA data outputs should improve the LHS.

The LHS should provide a Housing Supply Target (HST), based on the evidence from the HNDA and contextual/policy analysis. The approach to developing the HST varies, with some LAs taking the range of HNDA estimates as the parameters for the HST but others use additional assumptions (such as aspirations to grow the population, attract young people or regenerate the local area).

The LHS Guidance states that consideration of specialist provision should clearly set out the current need for specialist provision (accommodation and care/support services) that will help to support people to live independently, the likely requirement for this provision over the next 5 years and also show how current needs are being met using a range of accommodation types and what more is planned to meet future need.

At present, existing need is merged with future need in the HNDA process and the resulting HST, and not highlighted as being specifically about the <u>current pressure of unmet need,</u> which impacts on flows through temporary accommodation and into settled accommodation. Inevitably, the need is spread across five years or longer and the sense of urgency around temporary accommodation pressure is lost.

There is scope to review Local Housing Strategy guidance to reflect the Rapid Rehousing agenda.

Homelessness strategies

There are variable approaches to homelessness within the LHS, with some LAs having a stand-alone Homelessness Strategy document and others incorporating this into the LHS. Homelessness strategy commitments can be quite 'high level', targeting overall strategic aims and objectives. Common strategic themes for the LHS relating to homelessness include Housing Options and prevention, the prompt alleviation of homelessness, increased accommodation, better quality accommodation and increased support. Improved partnership working and links to Health and Social Care are also common themes. There tend to be broader commitments to improvement rather than specific targets of what will be provided, how and by when. 'Outcomes' can also be quite broad – e.g. providing suitable and sustainable housing allocations, providing good quality housing information and advice and improved availability/ best use of existing housing supply. Some LHS outcomes have detailed targets - % reduction in presentations, average length of time in TA, % settled outcomes, % repeat homeless. Others specify the need to improve these KPIs but do not set a target.

Mention is often made of planned increases in SRS new-build supply as part of the outcomes that will alleviate homelessness, without necessarily discussing how this might impact on homeless lets or temporary accommodation pressure. There is scope for more systematic analysis of need, flows into/through/out of temporary accommodation.

This need for analysis may be covered by the Rapid Rehousing Plans, but could be seen as an integral part of an annual update of the LHS, or SHIPs (see below). There also needs to be consideration of the 'theory of change' of how higher level strategic and policy developments are expected to actually impact on the experience on the ground of those people living in temporary accommodation.

SHIPs are operational planning documents informed by the LHS and its policies and developed in consultation with key stakeholders. While the LHS sets the strategic policy of the local authority and its partners to delivering housing and related services, the SHIP outlines how that will be delivered.

The core purpose of the SHIP is to set out strategic investment priorities for affordable housing over a 5 year period to achieve the outcomes set out in the LHS. The SHIP Guidance states that the SHIP should:

- Set out investment priorities for affordable housing
- Demonstrate how these will be delivered
- Identify the resources required to deliver these priorities
- Enable the involvement of key partners.

As with other strategic documents discussed above, there is variation in the content and level of detail in the SHIP. Some SHIPs include detailed tables about recent completions and the planned delivery programmes, while other do not. The SHIP can include discussion of housing and area regeneration priorities, health and social care priorities and broader issues of building quality, energy efficiency and fuel poverty but this is another area of variability.

In terms of delivery, there tends to be detail of starts and projected completions over the 5-year timescales by tenure and funding stream, including detail of Affordable Housing Supply Programme funding from the Scottish Government, as well as other sources. The Scottish Government reviews the SHIP, in terms of deliverability and alignment with national and local priorities. Funding is then based on Strategic Local Programme Agreements (SLPA) discussed and agreed with local delivery partners. These detail the ongoing and proposed projects the Scottish Government has committed to fund over the next 3 years. The SLPA forms the basis of programme agreements with each individual RSL and Council that is planning to deliver homes for the next 3 years.

Recent analysis for Shelter concluded that –

SHIPs vary a lot in what they cover and would benefit from being more explicitly linked to strategic aims and to the LHS. In particular, there is considerable scope to improve the quality and consistency of data monitoring. The need was identified to improve the reporting of housing programmes, for example on data at local authority level, on tenure and general needs versus specialist housing. Another particular area of relevance to the RRTP is the need to improve data on the flow of lettings relative to housing need.

Rapid Rehousing Transition Plans could be seen as an integral part of the SHIPs, and the RRTPs should be annually reviewed as part of the SHIP process.

The Scottish Government and Scottish Housing Regulator should improve data collection from local authorities on housing associations on completions and lettings relative to housing need.

This work has found that the policies *and* processes deployed in moving homeless households through the system in some areas is equally important as access to existing and new housing supply. This is very well evidenced by the Perth and Kinross approach where it has recently halved the number of people living in temporary accommodation. Glasgow provides another useful example where availability of housing is argued not to be the main problem, but rather it is the process for getting homeless households through the assessment and temporary accommodation system which slows access to housing down.

Perth and Kinross Council (PKC) has been pursuing its Home First Transformation project since 2015/16. The starting point and key driver to the programme was to reduce temporary accommodation significantly as part of the Council's wider efficiency savings agenda. The aim of the programme was to remove unnecessary time spent in temporary accommodation, reduce the duration of homelessness and provide a better housing solution for a vulnerable group, while still meeting the Council's legal and statutory obligations. Perth and Kinross typically has

- over 800 homeless presentations
- 17 rough sleepers in the current year
- 700 social housing vacancies each year
- 2,600 applicants on the mainstream social housing waiting list

The key structure structural and operational changes that occurred to make the change happen were:

- **Project management**
  - the transformation programme involved a strong project management approach, with a steering group with relevant representatives from across the Council, and a project manager to assist in the temporary accommodation reduction programme, and intensive daily process and culture change working across staff teams, action planning, risk logs, and rapid review of policies and procedures.

- **Reclassification of temporary accommodation homes to settled accommodation / Scottish Secure Tenancies -** the initial transformation programme involved review of all dispersed accommodation to establish whether the TA met their needs and which residents would like to stay in that accommodation. Around 50% of temporary accommodation was offered as Scottish Secure Tenancies, with ownership of furniture and white good transferred (with disclaimer agreements).

- **Culture and organisational change**
  - the remaining TA tenants were then prioritised over a year (2016/17) to rehouse these tenants into settled accommodation which resulted in reducing 550 live homeless cases down to 200 in one year. The Council now has only 80 current cases.

Perth and Kinross Home First Transformation Project

	In 2015/16	2017/18 Projected
Homeless options interviews	2,584	2,438
Number of presentations	898	999
Live homeless cases	550	225 (of which 90 waiting on an offer of housing)
Temporary accommodation units	247	146 units/rooms
Dispersed units (included in TA total)	109	30
Households living in TA	213	113
Average length of time in TA	258 days	86 days
Time waiting to receive an offer of housing	441 days	120 days
Percentage housing lets to homeless	51%	62%
New tenancies created through rent bond scheme	153	181
Savings achieved		£676,000

Perth and Kinross Home First Transformation Project

- **Optimising the matching process**
  - involving a common housing register, common housing allocation policy and common allocation processes/staff – PKC and the two main local housing associations have worked positively and incrementally to get the optimum matching process. PKC hosts the CHR, the partners have agreed a common allocation policy and PKC staff undertake the all matching of people and properties across the social housing stock (with RSLs' final approval for their own stock). This ensures a much more efficient rehousing process with visibility of all needs and properties by the one allocation team which enables control and consistency. PKC also supports RSLs through invitation to a range of training sessions of housing / homelessness legislation, housing options.

- **Strong focus on void management, with 'just in time' allocations**
  - Weekly void management meetings, and ongoing daily dialogue with the voids team, supported by a culture shift around Home First to ensure blockages have been removed to provide properties quickly. Allocations are made at the last possible time (while trying not to adversely affect void times) so that properties are not tied up and so potentially deny an opportunity to rehouse a homeless household.

- **Shift in focus to prevention activity**
  - involves taking a comprehensive Housing Options approach, undertaking preventative work in communities, prisons, women's aid and schools. There is a drop in / no appointment system to ensure Housing Options is more accessible, with Locality Teams also use the same advice system with surgeries provided by the Housing Options team.

- **Integration of homelessness case work, housing options and allocations teams**
  - the previous homeless case work and housing options roles have merged, with individual staff members sticking with clients from the first interview all the way through to rehousing. Within the same team there are specialists that undertake the matching process (the role is separated to avoid conflicts of interest from the Housing Options staff). There are strong links with the private sector / social letting agency team who are co-located and who can advise on the rent deposit guarantee and access to the private rented sector.

- **Buy backs**
  - PKC target buy backs/purchases off the shelf with the Team Leader for the Housing Options and Allocations leading these acquisitions as he is able to analyse and target exactly what type and size of property would be optimal to meet waiting list needs. It has been found that for every purchase it creates a vacancy chain of on average three lets, with at least one of these being a homeless household.

- **Empty homes scheme, rent bond scheme and social letting agency**
  - the Council's empty homes grant is provided on the basis that any private rent properties resulting are let to homeless or potentially homeless households, and the Council has an active social letting agency and rent deposit scheme.

- **Next steps**
  - the Council now plans to undertake a review of its third sector hostel accommodation.

Prevention

1. There should be clarity between legislation and Scottish Government policy around prevention, Housing Options, person-centred outcomes versus process. This may require revisiting legislation around prevention scope and duties, and the regulatory approach to support this.

Legislation and guidance

2. A reviewed Code of Guidance would usefully consolidate the historical changes since the last Code 13 years ago, and incorporate any emerging policy coming out of the HARSAG recommendations.

Temporary accommodation and affordability

3. Charges in temporary accommodation should be affordable for people in work, those seeking work, or those with no resource to public funds.

Monitoring types of temporary accommodation

4. The HARSAG definition of hostel and supported accommodation should be clarified, taking cognisance of housing benefit and UC regulations, temporary accommodation datasets (HL2 and SHR's ARC) and should align to these definitions to enable a consistent baseline and monitoring of progress towards rapid rehousing.

Types of temporary accommodation

5. HRSAG's recommendation is to redress the balance of temporary accommodation. Where mainstream housing is not possible, HRSAG's suggestion is that the size and quality of supported accommodation is smaller and within a psychologically informed environment.

Responsibility for housing support and wrap around support

6. The success of a rapid rehousing requires acceptance of the corporate responsibility and implementation by the local authority and Integrated Joint Boards for provision of wrap around housing support, including provision of specialist addiction and mental health services for homeless households that require specialist support. These services need to be supported through robust protocols between services and partners.

7. There is scope for greater integration in strategic planning with specifics on what and how joint priorities are to be actioned, funded and monitored.

Identifying needs

8. Local authorities and HSCPs should develop methods of defining and identifying those with complex needs and then plan and target financial and service resources accordingly.

DRAFT

'Tenancy readiness'

9. The rapid rehousing approach requires a significant culture change to remove the subjective language of 'tenancy readiness' from homelessness responses altogether. The starting position is that all people, even those with the most complex needs, have the competencies required to sustain a tenancy, with the right support.

Access to existing supply

10. There needs to be renewed focus to provide support and incentives to facilitate access to the PRS. This includes a wider role out of initiatives such as social letting agencies, Letting Agent Plus and Rent Deposit Guarantee Schemes.

11. There should be a review of Local Housing Allowance rates so that there is not a structural disadvantage for those claiming housing benefit / Universal Credit to access the PRS.

12. The timing of the pending revised practice guidance on allocations and suspensions presents a key opportunity to ensure the guidance reflects the policy intentions coming through a rapid rehousing approach.

13. The revised practice guidance on allocations and suspensions, and any revised Code of Guidance on Homelessness should make clear the RSLs' legal obligations around housing homeless people.

14 Local authorities should review their nomination policies and agreements to ensure these include reference to Section 5 provisions, should set rehousing targets and closely monitor performance against these agreements/targets.

15 There is scope for the Scottish Housing Regulator to increase its focus on the Access to Housing standard of the Scottish Social Housing Standard and to assess how all landlords are performing on this standard to enable access for homeless households.

New Supply

16. The Scottish Housing Regulator should review allocation policy and practice in relation to new social housing supply to consider whether these fulfil reasonable preference criteria set in legislation.

17. There is scope to review several aspects of Housing Need and Demand Assessment to improve the analysis provided to capture the evidence for homeless people, those in temporary accommodation and those with complex needs.

18. The LHS is inevitably constrained by the evidence base - improving the HNDA data outputs should improve the LHS. There is scope to review LHS guidance to reflect the HARSAG agenda

19. Rapid Rehousing Transition Plans could be seen as an integral part of the SHIPs, and the RRTPs should be annually reviewed as part of the SHIP process and developed within the wider strategic planning framework with Integrated Joint Board.

20. SHIPs (or RRTPs) should analyse size/type/tenure of new-build completions, time in temporary accommodation and lets to different types and sizes of households relative to need.

1977	Housing (Homeless Persons) Act 1977
1987	Housing (Scotland) Act 1987
2001	Housing (Scotland) Act 2001
2002	Housing (Scotland) Act 2001: Housing Lists and Allocations (guidance)
2002	Housing (Scotland) Act 2001: Section 5 – Guidance on Good Reason
2003	Homelessness, etc. (Scotland) Act 2003
2004	Homeless Persons (Unsuitable Accommodation) Scotland Order
2005	Code of Guidance on Homelessness
2009	Prevention of homelessness guidance
2009	Scottish National Standards for Information and. Advice Providers: A Quality Assurance Framework
2009	CHR Guide: Building a Common Housing Register. A practitioner's guide
2010	Housing (Scotland) Act 2010
2010	Homeless Persons (Provision of non-permanent accommodation) (Scotland) Regulations 2010.
2010	Housing (Scotland) Act 1987 – Section 32A. Guidance for Local Authorities on Regulation 5 of the Homeless Persons (Provision of non-permanent accommodation) (Scotland) Regulations 2010.
2011	Social housing allocations: a practice guide
2012	Welfare Reform Act 2012 (UK Government)
2012	Affordable rented housing: creating flexibility for landlords and better outcomes for communities (guidance)
2012	Scottish Social Housing Charter

2013	Scottish Welfare Fund
2013	Guidance on implementing the Housing Support Duty
2014	Public Bodies (Joint Working) (Scotland) Act
2014	Housing (Scotland) Act 2014
2016	Scotland Act 2016 (UK Government)
2016	Private Housing (Tenancies) (Scotland) Act 2016
2016	Legal Framework for Social Housing Allocations – Statutory Guidance for Social Landlords
2016	The SSST for Homeowners- Guidance for Social Landlords
2016	Assignations, subletting, joint tenancies and succession to a Scottish Secure Tenancy – Guidance for Social Landlords
2016	Recovery of Possession of Properties Designed or Adapted for Special Needs- Guidance for Social Landlords
2016	Housing Options Guidance
2017	SSSTs for ASB and other miscellaneous changes to SSSTs
2017	Minimum period for applications to remain in force- suspension under section 20B of the Housing (Scotland) Act 1987 statutory guidance
2017	National accommodation strategy of sex offenders- guidance on environmental risk assessments
2017	Homeless Persons (Unsuitable Accommodation) Scotland amendment order 2017
2017	Landlord Registration statutory guidance for Local Authorities
2018	Pending – The Legal Framework for Social Housing Allocations: Statutory Guidance for Social Landlords: Housing (Scotland) Act 2014 – Final Draft published

Appendix

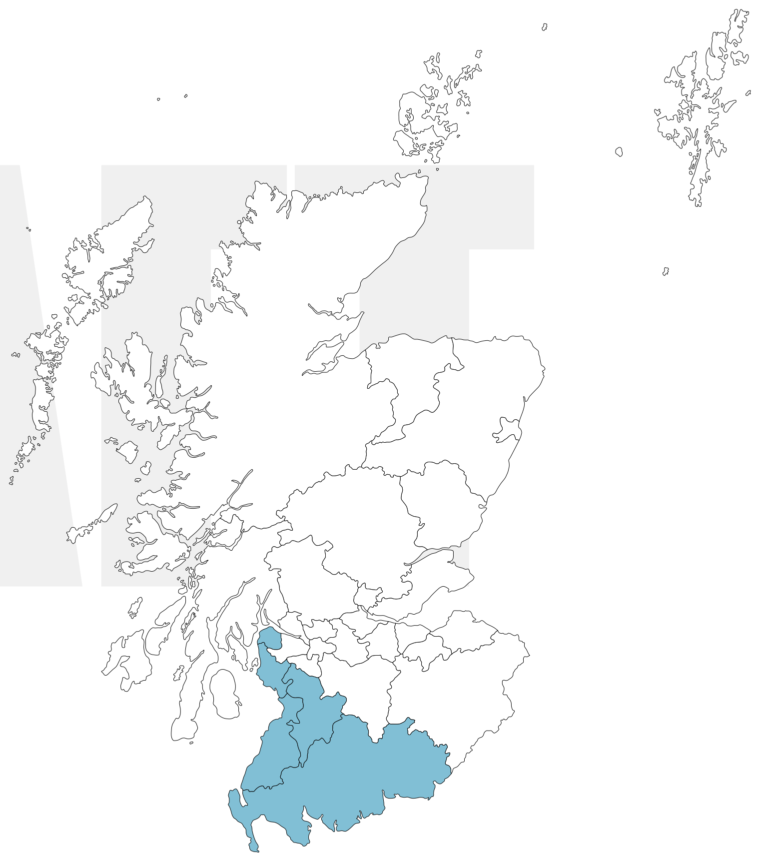
Ayrshire & South Housing Options Hub

The Ayrshire & South Hub comprises:

- East Ayrshire
- Dumfries & Galloway
- Inverclyde
- North Ayrshire
- South Ayrshire

This Hub covers a diverse range of housing markets and local authority areas comprising a broad mix of urban and rural Scotland, incorporating areas of Scotland with relatively more affordable housing markets, lower economic performance and pockets of significant deprivation in East Ayrshire, North Ayrshire and Inverclyde. These three areas are also a mix of urban (Inverclyde) and mixed urban/rural (East and North Ayrshire). These compare to the more rural areas of South Ayrshire and Dumfries and Galloway which also have significant large towns but experience slightly more housing pressure and higher housing costs than is found elsewhere in this hub. However, generally this area experiences relatively low housing and homelessness pressure than is found in many other parts of Scotland - with much lower levels of homelessness presentations relative to the other four Housing Options Hubs. Two of the five hub authorities (Dumfries & Galloway and Inverclyde) are stock transfer authorities.

Appendix X provides the detailed housing and homelessness data for each local authority



Demand for housing and support services

Dumfries & Galloway received the highest number of applications in the Hub (820 - 26% of all Hub applications). However, the number of acceptances where the Hub local authorities are likely to have a duty to house (homeless unintentionally) varied in 2016/17 from 180 in Inverclyde, 375 in East Ayrshire, 515 in Dumfries & Galloway, to 575 in both North and South Ayrshire. In contrast to the medium term national trend, three of the authorities in this Hub have seen a slight upturn in applications in recent years (Dumfries & Galloway up 23%, East Ayrshire up 16% and North Ayrshire up 2%). Each local authority reported rough sleeping to be a small or very small issue, believing HL1 figures to reflect self-reporting that points to sofa surfing, sleeping at work or sleeping in cars rather than street sleeping.

2016/17

- **3,099** total homeless applications in the year
- **2,578** households accepted as homeless or threatened with homelessness
- **2,200** households where the local authority h**as a duty to find settled accommodation** [5]
- **275** households **sleeping rough** at least once in the last 3 months
- **732**[6] households are likely to have **multiple and complex support needs**

[5] Defined here as households assessed as unintentionally homeless
[6] Homeless with SMD. This is the narrowest definition of the three dimensional measure of homelessness with severe and multiple deprivation developed for the Hard Edges UK Study.

Demand for temporary accommodation

There is a mixed picture in terms of the number of households in temporary accommodation across the local authorities in the Hub, with some experiencing increases and others decreases in recent years. However, between 2015/16 and 2016/17 four of the five authorities saw a decrease or smaller increase than the national average (3%) and notably Inverclyde has sustained a steady decrease in TA occupancy since its peak in 2010. In all local authorities the number of households in temporary accommodation **has reduced from its peak.**

At 72 days, the Ayrshire & South Hub has the lowest average length of stay in temporary accommodation by far across Scotland (the next highest is West hub with 104 days). Within the hub, the average length of stay ranges from 47 days in East Ayrshire to 109 days in Dumfries & Galloway. Correspondingly, the average longest length of stay by type of accommodation in this Hub is also the lowest nationally at 117 days, with performance within the hub ranging from 74 days in East Ayrshire to 149 days in South Ayrshire.

2016/17

- **720** households living in temporary accommodation[7]
- **72 days - average length of stay** in temporary accommodation
- **117 days** average longest length of stay in temporary accommodation

Access to settled accommodation and flow through the homelessness system

The **vast majority** of homeless households are **rehoused in local authority or RSL housing.** 90% of homeless households are rehoused in social rent, and 10% in private rented sector (PRS). This 10% rate of rehousing in the private rented sector is high when compared to other Hubs, and on a par with the rate in Edinburgh and Lothians. The highest rate of rehousing in PRS is in East Ayrshire at 13%, and lowest in South Ayrshire at 4%.

Across the Ayrshire & South Hub there were **2,200** homeless cases in the year where the authority had a duty to find settled accommodation, and a further 720 households living in temporary accommodation, but o**nly around 1,350 or 23% of all social lets were provided to homeless households in 2016/17.**

	Proportion of all lets (including transfers) to homeless applicants 2016/17			Proportion of lets excluding transfers to homeless applicants		
	LA	RSL	ALL	LA	RSL	ALL
East Ayrshire	13%	13%	13%	17%	16%	17%
Dumfries & Galloway	0%	27%	27%	0%	33%	33%
Inverclyde	0%	11%	11%	0%	14%	14%
North Ayrshire	27%	25%	27%	32%	26%	30%
South Ayrshire	48%	5%	41%	57%	7%	49%
Average for Hub area	**26%**	**20%**	**23%**	**33%**	**24%**	**29%**

2016/17

- **1,531 cases or 68%** of cases closed in the year were rehoused to settled accommodation
- **90%** of settled accommodation provided for homeless households was in the social rented sector, **10%** of settled accommodation was provided in the private rented sector
- There was a total of **5,919 lets in the social rented sector** in the Ayrshire and South Hub over the year, equivalent to 9% turnover of all social rented stock
- **23%** of all social lets were provided to homeless households
- Taking all social and private lets to homeless households this represents **62% of new annual homeless demand**
- **689 more lets** are needed annually, over **45% increase across sectors**, to meet **new demand** each year at current demand / acceptance rates
- **834 more let**s each year are needed, or a total of around **2,365** lets to homeless households are needed annually for the next 5 years to address newly arising annual need **and** backlog need from temporary accommodation across the area
- **54% increase in social plus PRS lets** is needed to meet new demand and backlog need at current demand and supply levels
- **40% of all social lets annually** would need to be allocated to homeless households if all new need and backlog need was met by the social rented sector.
- **4,396** new social rented supply projected over the next five years

Proportions vary by area with the lowest proportion of lets to homeless people in Inverclyde at 14% (excluding transfers) and the highest proportion of lets (excluding transfers) to homeless in South Ayrshire at 49%.

The lets to homeless households represents 62% of new annual homeless demand. This means there will continue to be an increasing demand on temporary accommodation until the **throughput of homeless households into settled accommodation increases over and above the level of new demand, so that the backlog of need can also be addressed.**

If the ambition is to move **to rapid rehousing and minimise time in temporary accommodation,** then lets to homeless people across rented sectors will need to increase on average by 54% based on current demand and supply levels. Increased prevention focus to manage demand could reduce the level of lets required. This projected 54% increase is an average figure across the hub area – some areas require much higher increases, with Inverclyde looking at a 103% increase in annual lets (but from a lower base), from the current 11% of lets to 25% of lets.

If **all** the new annual need, and backlog need from people living in temporary accommodation, was to be met **only by the social rented sector,** then on average across the Ayrshire & South Hub **40% of all social lets should be allocated to homeless households.** This ranges from 25% in East Ayrshire and Inverclyde, to 65% in South Ayrshire (Table X).

There is 4,396 new social rented supply projected [7] (based on 2016/17 SHIPs data) in this area over the next 5 years, as part of the Scottish Government's 50,000 More Homes target, which will increase the supply of lets to all households including those experiencing homelessness. This social rented new supply ranges from over 1,500 homes in Dumfries and Galloway to 422 new social rented homes in South Ayrshire over the next five years. Assuming the current rate of average *national rate* of lets to homeless households (33%) then this should equate to another 1,450 lets to homeless households in the hub area and so reduce the increased proportion of lets required to tackle the volume of people living in temporary accommodation, and other households waiting for settled accommodation. It is also fair to assume that the vacancy chain created by new lets being supplied across the housing stock should create more opportunities for matching households to the right type of houses.

[7] Young, G. and Donohoe, T (2018); Review of Strategic Housing Investment Plans for Affordable Housing; Shelter Scotland. This figure was based on 2016/17 data, but recent updates to Strategic Housing Investment Plans in 2017, and increases in Resource Planning Assumptions from 2019-20 will likely have increased these projections.

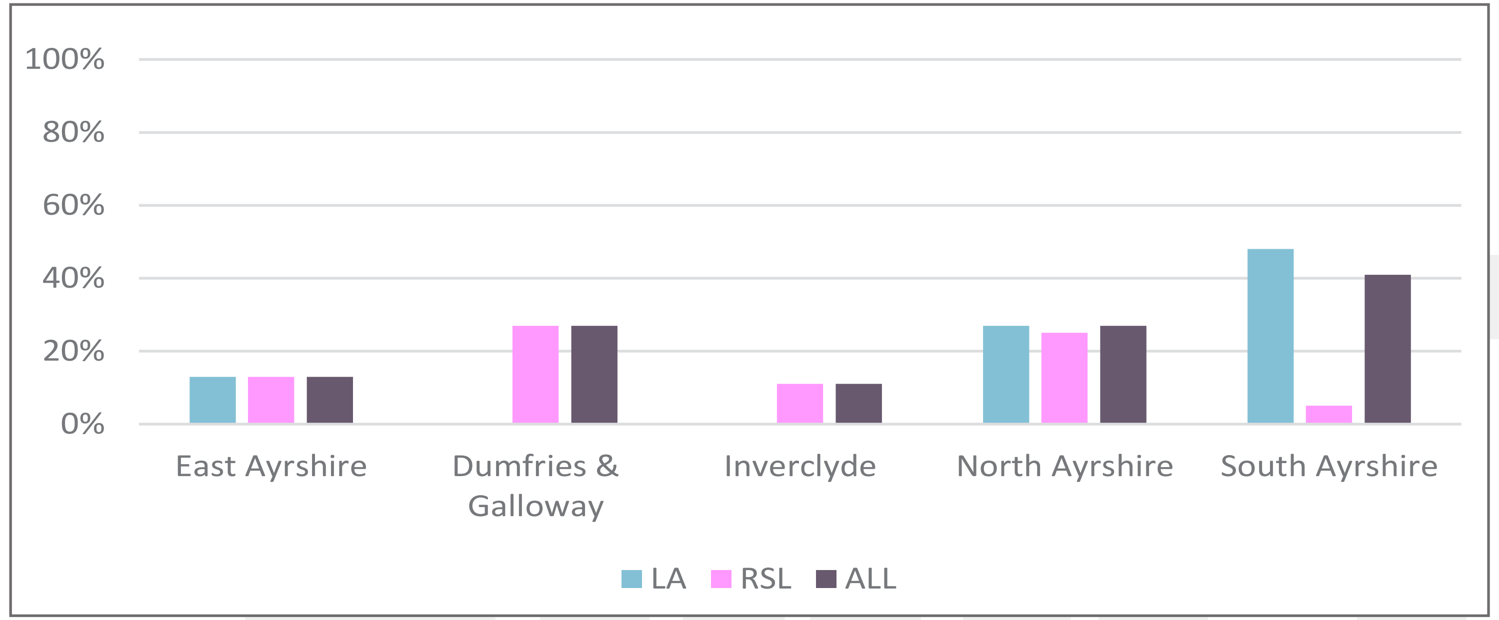


Figure: Proportion of lets to homeless households Ayrshire and South

North & Islands:	Current total lets in year to homeless PRS and SRS	Total lets needed for homeless annually for next five years **	Proportional increase in lets to meet annual new demand and backlog across sectors	Proportion of all social lets to homeless households IF social rent was to meet ALL homeless need
East Ayrshire	243	390	60%	25%
Dumfries & Galloway	371	555	50%	45%
Inverclyde	93	189	103%	25%
North Ayrshire	420	618	47%	44%
South Ayrshire	404	613	52%	65%
Total/ Average	**1,531**	**2,365**	**54%**	**40%**

**= existing lets to homeless+ more for new annual demand+ backlog in temp (met over 5 years)
Note excludes unassigned lets from national providers (6.8% of lets over Scotland)

Type of current temporary accommodation

57% of temporary accommodation in the Ayrshire & South hub is mainstream, furnished and based within communities provided by local authorities or housing associations.

Two local authorities currently use PSL as a significant element of their temporary accommodation strategy, whilst one other has a small number which it is aiming to reduce to zero. It would appear that PSL is viewed as the only currently viable route to increasing TA capacity in the short term for authorities in the southern part of this Hub area.

None of the local authorities in this Hub routinely use B&B accommodation, and the two that do only spot-purchase individual bed spaces for a very short duration in the case of emergencies when nothing else is available. This Hub has the lowest B&B use in Scotland.

Local authority and 'other' hostels are used in all of the areas. Hostels in this Hub area are medium to large in size, with almost all having 10+ bed spaces, and they include a mixture of self-contained and shared facilities.

Four of the local authorities use supported accommodation, which includes specialist provision for young people, people recovering from drug and alcohol addictions and refuges for women fleeing domestic violence.

None of the authorities regularly use shared tenancies as part of their temporary accommodation provision, although one does so by exception in instances where social services involvement has requested it.

North Ayrshire has six Housing First tenancies for prison leavers (pilot).

On 31 March 2017

- **40%** of temporary accommodation is temporary furnished mainstream housing provided by local authorities
- **4%** is local authority other
- **17%** is housing association owned some of which is furnished mainstream, other is supported accommodation
- **17%** is local authority hostels
- **7%** is other hostels
- **0%** is bed and breakfast accommodation
- **2%** is women's refuges
- **12%** is other

B&Bs

- **No use of B&Bs**

Hostels

- **169 bedspaces**
- 5 local authorities
- Size range from 5 to 28, most with 10+ bedspaces

Supported accommodation

- 123 bedspaces

Housing First

- **6** housing first tenancies

Data on 202 spaces provided in interviews compared with 169 reported in the HL1 returns

Plans for temporary accommodation profiles and rapid rehousing

Type of temporary	Current supply	Plans in place for change
Temporary Furnished	**506**	This figure includes 219 PSL units in two local authorities where the market conditions are currently more favourable to supporting PSL as a means of providing TA. There is a keen awareness across most LAs in this hub that – given the profile of current housing stock – provision of TA options across their LA areas remains challenging. Two LAs specifically noted a degree of geographical mismatch in terms of the TA stock available and the locations in which it is most needed, while another noted that the balance between family-sized and single person TA needs to be shifted.
Bed and breakfast	**0**	No local authorities in this hub area have had recourse to using B&B in recent years - there are no plans to change this status across the hub area.
Hostels	**206**	One local authority noted that their hostel provision has a negative image and reputation and that the LA intends to decommission it and move to 'core and cluster' style flat provision, depending on whether they can secure RSL partnership for this transition. Two local authorities noted there is a need for specialist accommodation for people recovering from drug/alcohol addiction.
Supported accommodation	**95**	Most local authorities noted the need for realistic levels of funding being available for housing support, but also noted concerns around the need for proper engagement with Health & Social Care Partnerships in ensuring the adequacy and sustainability of funding for this provision.
Housing First	**6 (pilot)**	One local authority has run a Housing First pilot for 6 prison leavers. Another local authority is planning to incorporate Housing First initiatives into its forthcoming homelessness strategy.

Assertive outreach

- None of the local authorities consider rough sleeping to be a significant enough issue to have a specific assertive outreach service. However, one local authority does offer a weekly drop in advice service from a community building, another will provide house visits, and another stated it would seek to increase its off-site housing options team if funding were available.

Housing First

- North Ayrshire has a 6 tenancy Housing First pilot project specifically for prison leavers. It has been successful, and the LA is reviewing how to take the project forward.

- Housing First projects are at various stages of being considered/ planned by the four other authorities in the Hub. One of these would focus on people at high risk of drug death/due to substance misuse as a response to high prevalence of this risk within the LA area.

Hostel accommodation

- Two local authorities highlighted that not everyone wants or would thrive in mainstream housing, even with the wraparound support of Housing First. It was felt that for some, hostel style accommodation will be the most suitable housing option, and that hostel places are needed for emergency accommodation.

- One authority has plans in the pipeline to decommission a large hostel due to its negative image and reputation locally and also because it is recognised that this model of provision is now obsolete.

- However, in contrast, one local authority noted that they could see potential within their area for the introduction of specific hostel accommodation for people with alcohol dependency issues, in the form of 'wet' hostel provision

B&B usage

- Three of the five authorities in this Hub do not use B&B at all, with one other authority endeavouring to reduce use to zero and currently only using it for emergency short term purposes.

Supported accommodation

- A few authorities identified that more support needs to be provided to meet the needs of the presenting homeless population. In two authorities, this would look like a specialist accommodation unit, whereas in the other it would need to be more floating support being available to meet a wide range of needs. Resource constraints were identified around housing support supply.

Temporary furnished flats

- Four of the five local authorities in the Hub have occasionally converted temporary accommodation for homeless households to a secure tenancy when it was judged to be the best solution for either the family or the TA stock. However, this has not been a significant strategy for any of the authorities. For stock transfer authorities it was noted that it can be a challenge to cover the extra costs for more furniture for additional temporary accommodation provision.

- In three of the five local authorities there is a need to consider the geographic spread of TFF available as it is not currently in line with need.

- Two local authorities stated a commitment to moving towards using more TFF for temporary accommodation in place of hostels, but also expressed a concern over the loss of the property manager / concierge on the premises to watch who is entering the building and the security that this can provide for residents. Property managers / concierges have played some elements of a support role, which has been especially valuable in a rural setting (also see Tenancy Ready section below).

Use of the private rented sector

- As noted above, this is one of the stronger Hubs in using the PRS to alleviate homelessness

- The three stock holding authorities have rent deposit guarantee schemes but it was noted that, in order to extend them and other PRS engagement initiatives, funding would be needed for dedicated staffing to engage with landlords.

- Affordability is a barrier to access in some areas and the geographic boundaries for LHA calculation were pointed to as a significant factor in this.

- There are currently no social lettings agencies or active plans for them within the Hub area.

Psychologically informed environments

- One of the authorities recognises the adverse childhood experiences of many young homeless clients and wants to replicate a PIE project that they have for young people that are in care in one of their hostels. No other specific plans around PIE were discussed in this hub, although some consider their approaches are broadly in line with PIE. This authority also emphasised that making PIE-based schemes viable requires a strong, shared vision across all the agencies involved, with sufficient resource investment to support culture change, skills retraining and implementation.

Other approaches / innovation

- A new multiagency approach in Dumfries & Galloway has taken a 'task force approach' involving multiagency working. For some cases it is a very labour intensive process, which provides a better level of personalised support but can take a longer time to get a household with multiple needs rehoused.

- South Ayrshire note that the new private rented tenancy regime may result in giving them greater flexibility to convert private rented sector PSL stock to a settled tenancy in parallel with practice in the social sector.

How to move to a rapid rehousing approach

Funding and partnership working

- LAs discussed the funding challenges associated with a Housing First approach, including securing input and commitment from health and social care partners and others.

- Beyond the funding issue, a joint approach at all levels with HSCP and NHS will be needed to make services and support more accessible for homeless households.

- The interaction of additional costs associated with a rapid rehousing model alongside the recent and ongoing HB changes will have to be understood.

- One of the shortcomings of PSL temporary accommodation is that LHA does not cover the full cost of the rent, and therefore some way needs to be found to bridge the revenue funding gap between LHA and the PSL rent. One local authority suggested that, rather than seeking an uplift in LHA (which might prove to be inflationary in the local PRS market), it might instead be possible to provide all households assessed as homeless with a 'top up' payment on the service user's HB/UC housing costs entitlement, which would help support homeless people into a suitable housing option.

- Local authorities noted that any transition involves significant procurement exercises which should be accounted for in time planning and transition plans, e.g. changing existing provision to PIE-based provision might require currently contracted services to be subject to a retendering process, which might trigger cancellation clauses etc, or alternatively might require extensive reconfiguration of existing services included retraining and redeploying current staff.

- Revenue funding for housing support services required to underpin Rapid Rehousing emerged as a shared concern across all local authorities within this Hub; funding for increased support outside of Housing First tenancies will also be crucial in achieving positive outcomes within a rapid rehousing model.

- There was the suggestion that transition to a rapid rehousing model would require funding for dedicated posts for large-scale analysis, implementation, ongoing review and evaluation.

- Two authorities were able to give estimates of the scale of funding that would be needed to transition to a rapid rehousing approach in their area. One estimated £1.3m per annum for 70 Housing First, outreach, PIE approaches; another took a broader estimate suggesting £0.5m-£1m for funding additional housing support.

RSLs and ‘tenancy ready’

- Specifically for stock transfer authorities, but also for others, ensuring that RSLs are aligned with the rapid rehousing agenda will be crucial. It can be difficult for a local authority to get support from the RSLs in agreeing to house the most chaotic cases, with RSLs having a focus on whether someone is ‘tenancy ready’. If they accept a tenant who they do not consider to be ‘tenancy ready’ there are concerns about key performance indicators – financial (rent arrears and voids), efficiency and sustainability rates.

- One local authority described their relationship with RSLs on the issue of whether or not a prospective tenant is ‘tenancy ready’ or not as being ‘a constant battle’ suggested as a ‘by-product’ of the regulatory regime under which RSLs operate.

- Some local authorities also expressed a concern about moving vulnerable people into their own tenancies before they are ‘tenancy ready’, including tenants ability to manage their own front door.

Allocations Policies

- Some local authorities pointed to the potential for homelessness applications to increase if it is viewed as fast track to rehousing. Managing both client and politicians’ expectations in this context will be important.

- Directly increasing lets to homeless applicants may not be the only way for changes to allocations policies to contribute to fulfilling the rapid rehousing agenda. For example, one RSL in the Hub has relaxed their allocation policy so that single households can access 2 bed properties.

- ‘Rapid rehousing’ may require all landlords to rewrite their allocations policies, and tenants at a local level will have to be consulted. It was noted by one local authority that RSLs were likely to be concerned about any proposals which would result in them losing control over allocations to their properties.

Housing supply

- Two of the authorities identified one-bedroom properties as a particular supply pressure point.

- Another authority pointed to the provision of new affordable housing in general as being vital in transitioning to a rapid rehousing approach. This points to the important role that wider housing policy at both a national and local level has in fulfilling this agenda, such as addressing issues of land availability.

- Two local authorities view PSL as their best option, in the immediate to short term, of increasing their TA capacity – although this is vulnerable to the exigencies of welfare reform.

How to move a rapid rehousing approach - Ayrshire & South Hub

Legislative and policy tension

- Some local authorities felt that current homelessness legislation and guidance should be revisited.

- A legislative change may be needed regarding requiring RSLs to award permanent tenancies to statutorily homeless households, or there could be a change to performance indicators with regards to voids and tenancy sustainment, or performance on rehousing homeless could be more assertively monitored / regulated.

- One authority reflected that the implications arising from these recommendations in practice will depend on how directive a stance the Scottish Government adopts to the recommendations.

- One authority noted that the regulatory imperatives of SHR inadvertently create a barrier in forging partnership working with RSLs; there is insufficient flexibility in the system to permit RSLs to be more flexible themselves – anything which might divert the RSL from meeting SHR performance standards creates a risk-averse response.

- The equalities implications of any policy changes will require close scrutiny. For example, rough sleepers are not a protected group in terms of the equalities legislation.

- One local authority is already expecting to see more increases in applications as a result of Housing Options new guidance. A change in allocations policies may also increase applications.

- There will be an important role for sharing what does and doesn’t work between authorities.

- Changes to processes will have be carefully considered in order to ensure that choice is retained and ongoing engagement with services is encouraged.

- There was suggestion from several authorities that the role of partners in preventing and responding to homelessness should be a legislative matter. For example, direct instructions to HSCPs on their role in homelessness.

- A concern was voiced that measuring the speed of rehousing may not be appropriate or desirable in some instances: there is a need to keep the system person-centred.

Edinburgh, Lothians & Borders Housing Option Hub

The Edinburgh, Lothians & Borders hub comprises:

- City of Edinburgh Council
- East Lothian Council
- Falkirk Council
- Midlothian Council
- Scottish Borders Council
- West Lothian Council

This Hub is dominated by Edinburgh which receives the second largest number of homeless applications in Scotland and continues to be the most highly pressured housing market in Scotland, characterised by high housing costs, ongoing need and demand for more affordable housing, with a limited social housing stock and a buoyant private rented sector. The pressure within the capital radiates out to neighbouring local authorities to varying degrees, with areas such as East, West and Midlothian also highly pressured, whilst Falkirk and Scottish Borders experience a more mixed pattern with some areas of low demand. Appendix X provides the detailed data for each local authority.

Demand for housing and support services

The largest proportion (42%) of homeless applications in this Hub originate from Edinburgh, followed by a significant proportion from West Lothian (17%) and Falkirk (15%), with smaller proportions from East Lothian (10%), Scottish Borders (9%) and Midlothian (7%). The number of acceptances where the Hub local authorities are likely to have a duty to house (homeless unintentionally) varies from 465 in Midlothian to over 3,000 in Edinburgh each year.

Over the period from 2003, each of the hub authorities has seen an overall net reduction in the number of presentations, which ranges from Edinburgh seeing a 43% reduction to Midlothian with a 9% reduction and East Lothian a 15% reduction.

While Edinburgh clearly recognises there is a significant challenge in terms of rough sleeping, other neighbouring authorities reported that rough sleeping in their local contexts tended to be represented by people sleeping in their car or on friends'/relatives' sofas short-term following a relationship breakdown, rather than as street homelessness.

2016/17

- **7,815** total homeless applications in the year
- **2,578** households accepted as homeless or threatened with homelessness
- **2,220** households where the local authority has a duty to find settled accommodation
- **275** households sleeping rough at least once in the last 3 months
- **746** households are likely to have multiple and complex support needs

DRAFT

[x] Defined here as households assessed as unintentionally homeless
[x] Homeless with SMD. This is the narrowest definition of the three dimensional measure of homelessness with severe and multiple deprivation developed for the Hard Edges UK Study.

Demand for temporary accommodation

Given the backdrop of significant **housing market pressure** within the Edinburgh, Lothians & Borders hub, it is perhaps unsurprising that the **demand for temporary accommodation** has **risen dramatically** in all local authority areas, especially in Scottish Borders (1350% since 2003), Midlothian (up 456% since 2003), East Lothian (up 412% since 2003) and Edinburgh (up 214% since 2003) with a more stable picture emerging in West Lothian (up 99% since 2003) and Falkirk (up just 31% since 2003). In the case of Scottish Borders, this was because they started from a very low base, but it is clear in other areas a significant expansion in TA capacity has been an ongoing upward trend throughout this period.

The longest length of stay in temporary accommodation is in Midlothian in LA ordinary accommodation, with East Lothian and Edinburgh also experiencing lengthy stays due to the lack of appropriately sized move-on accommodation and the cost of finding housing options outwith the social housing sector.

2016/17

- **2,848** households living in temporary accommodation
- **140 days - average length of stay** in temporary accommodation
- **292 days longest length of stay** in temporary accommodation

Access to settled accommodation and flow through the homelessness system

The **vast majority** of homeless households are **rehoused in local authority or RSL housing.** 10% are rehoused in the private rented sector, which ranks equal with the Ayrshire & South hub as the joint highest rate of rehousing in the PRS in Scotland. This rate varies from a low of 3% in West Lothian to a high of 24% in the City of Edinburgh.

Across the hub, there were just over 6,000 new accepted homeless cases in the year, with nearly 3,000 households living in temporary accommodation, and around **40% of all social lets (3,235 in total) were provided to homeless households in 2016/17.**

	Proportion of all lets (including transfers) to homeless applicants 2016/17			Proportion of all lets (excluding transfers) to homeless applicants 2016/17		
	LA	**RSL**	**ALL**	**LA**	**RSL**	**ALL**
City of Edinburgh	73%	27%	48%	73%	27%	48%
East Lothian	46%	42%	45%	46%	42%	45%
Falkirk	31%	11%	30%	31%	11%	30%
Midlothian	35%	64%	43%	35%	64%	43%
Scottish Borders	0%	24%	24%	0%	24%	24%
West Lothian	61%	29%	52%	61%	29%	52%
Average for Hub area	**52%**	**27%**	**40%**	**52%**	**27%**	**40%**

2016/17

- **Over 3,850 or 68%** of cases closed in the year were rehoused to settled accommodation
- **90%** of settled accommodation provided for homeless households was in the social rented sector, 10% of settled accommodation was provided in the private rented sector
- There was a total of **7,992 lets in the social rented sector** in the Edinburgh, Lothians & Borders Hub over the year, equivalent to **7%** turnover of all social rented stock
- **40%** of all social lets were provided to homeless households
- Taking all social and private let to homeless households this represents **52% of new annual homeless demand**
- **Almost 2,330 more lets are needed annually, over 61% increase** across sectors to meet new demand each year at current demand / acceptance rates
- **Over 2,900 more lets each year are needed, or a total of around 6,750 lets to homeless households are needed annually for the next 5 years** to address newly arising annual need a**nd backlog** need from temporary accommodation across the area
- **75% increase in social and PRS lets** is needed to meet new demand and backlog need at current demand and supply levels
- **84% of all social lets annually** would need to be allocated to homeless households if all new need and backlog need was met by the social rented sector.
- **9,733** new social rented supply is projected over the next five years

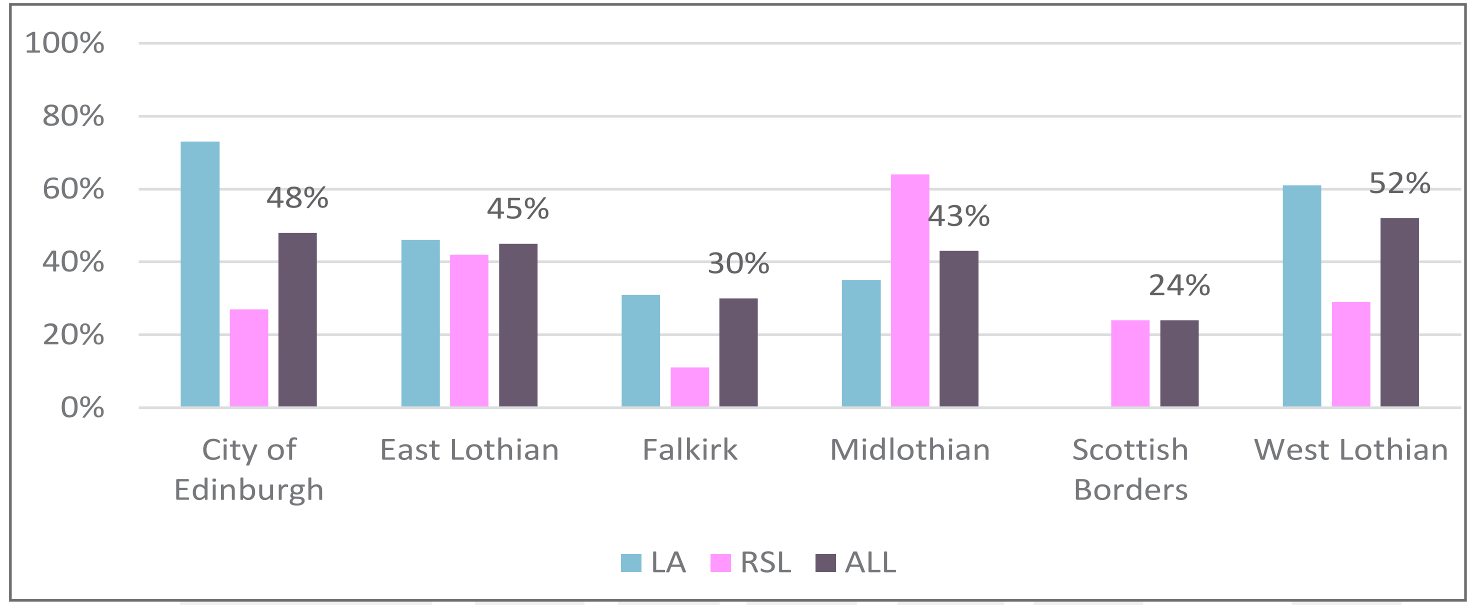


Figure: Proportion of lets to homeless households Edinburgh, Lothian and Borders

Proportions vary by area with the highest proportion of lets to homeless people in West Lothian at 52% excluding transfers, with Edinburgh close behind at 48%, East Lothian at 45% and Midlothian at 43%. In Edinburgh the local authority is letting over 70% of its stock to homeless, whereas the RSLs are letting 27%. However, almost the reverse is true in Midlothian where 35% of LA lets go to homeless, and 64% of RSL housing. The Hub average is reduced by the lower proportions let to homeless people in Falkirk and Scottish Borders, where the housing system is perhaps relatively more balanced and less pressured.

In the social rented sector, the lets to homeless households represents 52% of new annual homeless demand. This means there will continue to be an increasing demand on temporary accommodation until the **throughput of homeless households into settled accommodation increases over and above the level of new demand, so that the backlog of need can also be addressed.**

If the ambition is to move to **rapid rehousing and minimise time in temporary accommodation**, then lets to homeless people across rented sectors will need to increase on average by 75% based on current demand and supply levels. An increased focus on prevention to manage demand could reduce the level of lets required.

This projected 75% increase is an average figure across the hub area – some areas require much higher increases:

- Midlothian requires over **217%** increase of lets to homeless households if it is to address annual newly arising need and the backlog in temporary accommodation
- East Lothian requires an increase of **113%** for the same purpose
- Edinburgh requires a **78% increase**

Other authorities require smaller increases as they are already letting a relatively large proportion of all lets to homeless households:

- West Lothian requires a 59% increase
- Falkirk 45% increase
- Scottish Borders 35% increase

If all the new annual need and backlog need was to be met only by the social rented sector, then on average across the Edinburgh, Lothians & Borders Hub 84% of all social lets should be allocated to homeless households. This ranges from 39% in Scottish Borders, to 136% in Midlothian (Table A3).

Access to settled accommodation and flow through the homelessness system - Edinburgh, Lothians & Borders hub

	Current total lets in year to homeless PRS and SRS	Total lets needed for homeless annually for next five years **	Proportional increase in lets to meet annual new demand and backlog across sectors	Proportion of all social lets to homeless households if SR was to meet ALL homeless need
City of Edinburgh	1,851	3,299	78%	113%
East Lothian	283	603	113%	115%
Falkirk	480	694	45%	45%
Midlothian	176	558	217%	136%
Scottish Borders	390	527	35%	39%
West Lothian	670	1,068	59%	85%
Total/average for Edinburgh, Lothians and Borders Hub	**3,850**	**6,750**	**75%**	**84%**

**= existing lets to homeless+ more for new annual demand+ backlog (met over 5 years)
Note excludes unassigned lets from national providers (6.8% of lets over Scotland)

There is 9,733 new social rented supply projected (based on 2016/17 SHIPs data) in this area over the next 5 years, as part of the Scottish Government's 50,000 More Homes target, which will increase the supply of lets to all households including those experiencing homelessness. This total excludes additional affordable housing supply coming through the City of Edinburgh's mid market rent programme. This social rented new supply ranges from over 4,000 homes in Edinburgh to 358 new social rented homes in Falkirk over the next five years.

Assuming the current rate of average national rate of lets to homeless households (33%) then this should equate to another 3,000 lets to homeless households in the hub area, and so should reduced the increased proportion of lets required to address the volume of people living in temporary accommodation and other people awaiting settled accommodation. The vacancy chain created by new lets being supplied across the housing stock should also create more opportunities for matching households to the right type of houses.

Type of current temporary accommodation

Over 50% of temporary accommodation in the Edinburgh, Lothians & Borders hub is mainstream, furnished and based within communities provided either by local authorities, housing associations or private sector leasing schemes.

Edinburgh is very **heavily reliant upon B&B** (35%) with minimal access to social housing stock (just 25%) to meet its temporary accommodation requirements, whereas the majority of both East and West Lothian Council's provision (71% and 73% respectively) is in their own **local authority furnished accommodation.** Falkirk has a more balanced mix of provision, although it has the highest provision of 'other hostel' accommodation (21%) and given their housing market context, for them **PSL is a relatively more viable option** – accounting for 19% categorised as 'Other'. Furnished private sector leased temporary accommodation also features in other authority areas although provision via the this route is becoming increasingly challenging because landlords are looking for higher rent levels than the Local Housing Allowance offers. Midlothian and Scottish Borders also appear to have a relatively better balance in terms of provision across all types of TA, although Scottish Borders notably have the greatest reliance on housing association accommodation (18%) as it is the one stock transfer authority in this area.

Three local authorities use B&B, dominated by Edinburgh at 442 bedspaces in 2016/17. East Lothian has the second highest usage – at a relatively high level for the size of the authority – with 76 bedspaces in 2016/17, whilst Falkirk, West Lothian and Midlothian are managing to minimise their usage of B&B to the point where it is used primarily as a last resort.

Local authority and other hostels are used in all six of the hub areas, albeit that both East and West Lothian generally use less hostel accommodation than their peer authorities. Across the Edinburgh, Lothian & Borders hub this type of provision is predominantly small to medium sized, typically providing around 10-20 bedspaces, predominantly individual bedrooms with shared common space. Some hostels have self-contained flats although these are probably better categorised as supported accommodation.

All six local authorities use supported accommodation, of varying sizes, especially for vulnerable groups such as people recovering from drug or alcohol addiction, young people leaving care, veterans or people fleeing domestic violence. This tends to comprise a mix of shared and self-contained accommodation with shared common space and facilities, in one instance adjacent to a homelessness assessment centre. This provision is supported on a variety of bases ranging from 24 hours, 7 days a week down to concierge services.

Whilst most authorities in the Edinburgh, Lothians & Borders hub have either considered Housing First development opportunities within their areas, there is (at the time of writing) no provision within the hub.

2016/17

- **51%** of temporary accommodation is temporary furnished mainstream housing provided by local authorities
- **0%** is local authority other
- **8%** is housing association owned some of which is furnished mainstream, other is supported accommodation
- **7%** is local authority hostels
- **12%** is other hostels
- **11%** is bed and breakfast accommodation
- **1%** is women's refuges
- **11%** is other

B&Bs
- **542** bedspaces
- **3** local authorities using B&B

Hostels
- **530** bedspaces
- **5** local authorities
- **Size range** from 10 bedspaces up to 82 bedspaces

Supported accommodation
- **839** bedspaces
- The median size of supported accommodation is **15 bedspaces**

Housing First
- **0** Housing First
- **0** local authorities

Plans for temporary accommodation profiles and rapid rehousing

Type of temporary	Current supply	Plans in place for change
Temporary Furnished	**1562**	Half of the LAs in the hub have suspended planning for change in their TA provision, citing the ongoing HARSAG process and the need to review the impact of welfare reform as reasons for pursuing a more temporary 'ad hoc' interim strategy for their TA asset management.
Bed and breakfast	**645**	Largely seen as a 'necessary evil'– in the absence of sufficient funding to affect a 'step change' in affordable housing supply, especially in the most pressured housing markets around Edinburgh, East Lothian and Midlothian.
Hostels	**458**	One local authority is currently moving hostel provision to rapid access model across its authority area. Another authority looking to provide more single-person, self-contained TA instead of larger family-sized accommodation.
Supported accommodation	**839**	All authorities expressed concern about the scale of funding change required to sustain the systemic change represented by the move to Rapid Rehousing model, especially if predicated on provision of wraparound support. Broader concerns were expressed about welfare reform impacts, sustainable funding for supported housing.
Housing First	**0**	Discussions are underway with Edinburgh for a significant Housing First programme. Around 275 homes are being provided through the EdIndex Partnership, which is made up of the City of Edinburgh Council and 19 partner housing associations, to provide around 275 homes over an 18-month period from April 2018 to September 2019, and in addition to providing the homes, a range of support services will be available where required. The Housing First model will be piloted in partnership with third sector providers and Social Bite to assist tenants to remain in their homes.

Assertive outreach

- Assertive outreach delivered in partnership with third sector agencies is a key feature of Edinburgh's homelessness strategy but features less prominently or not at all for other hub authorities.
- Other LAs in this Hub do not see the need for assertive outreach as part of their routine operation to the same extent, due to low numbers of rough sleepers, but they do carry out street-based investigations if members of the public report instances of street homelessness.
- Authorities with more rural areas tend to either invite service users to a local office and at least one offers home visits for Housing Options assessments.

Housing First

- One local authority (Edinburgh) is currently engaged in direct negotiations with Social Bite to deliver Housing First opportunities, as noted above.
- Two other local authorities have explored options for Housing First project for people with drug/alcohol issues, but plans have been suspended due to funding cuts within the local Drug Alcohol partnership.
- Most LAs acknowledged that Housing First has been successful but expressed caveats that it will not be suitable for all people with complex needs, and that not all homelessness service users have complex needs, so it is important to get balance of provision right

Hostel accommodation

- Most LAs in this hub see the need for some form of emergency and supported hostel accommodation; the majority indicating their preference would be to provide this at a scale which more appropriately supports the needs of service users, i.e. in smaller units, with appropriate, person-centred housing support.
- One LA has shifted its hostel provision to a direct access model, another has identified the need for more tailored hostel accommodation for young people.

B&B usage

- Three LAs see B&B as an unavoidable element of their planned capacity – a necessary evil – unless and until there is a 'step change' in resources for new supply social housing in their area, which permits them to address current and backlog housing need; although it should be noted that all LAs using B&B clearly wish to minimise or eliminate its use.
- Half of the authorities in the hub report being frequently unable even to procure B&B bedspaces within their local area due to seasonal pressures and landlords/providers preferring tourists/business travellers instead
- In at least two LAs within this hub, historic episodes of challenging or anti-social behaviour by service users (or landlords' negative perceptions of their behaviour based on prejudice or previous experience) have effectively restricted the LA's ability to access B&B – the client group is stigmatised and debarred and frequently asked to leave when a 'better customer' is available
- One local authority is actively planning to shift B&B provision to a shared house model via negotiating with current providers/renewed procurement process, to provide service users with greater dignity/freedom while in TA.

Supported accommodation

- There is a majority view that there is a valid place for supported accommodation of the right type and size, with the right support.
- All authorities expressed concern about the scale of funding change required to sustain the systemic change represented by the move to Rapid Rehousing model, especially if predicated on provision of wraparound support.
- One authority indicated an overprovision of low level support, but a clear need for more intensive support provision for people with complex needs; they also indicated that refurbishing existing buildings is financially ineffective, compromise service quality for service user and for this reason, they are prioritising newbuild TA provision in future.

Temporary furnished flats

- Most temporary accommodation is temporary furnished flats either LA/HA.

- Generally converting (or flipping') these temporary tenancies to Scottish Secure Tenancies is used infrequently due to cost (cost of backfilling the converted flat with another furnished temporary flat), or lack of demand from tenants as the property may not be in the right location.

- It has been used by a minority of LAs where it either suits the tenants' best interests/needs or where there has also been a strong political/strategic imperative (such as rehousing an ex-offender and the Environmental Risk Assessment has indicated that the current temporary accommodation is the optimal location for the tenant to resettle).

Use of the private rented sector for temporary

- Opportunities to expand capacity via private sector leasing are reported to be reducing in all but one local authority, due to high cost of PRS locally combined with landlords seeing higher rental levels with short term letting (tourist market) and PRS markets, and LHA levels being too low to make this an economically viable housing option.

- Experience of PSL has been negative for one LA which has had to take its previously contracted-out PSL provision back in-house due to systemic failures of the previous supplier – which left the LA with a legacy of substantial financial losses to absorb, as well as reputational damage due to the previous poor management and quality of the PSL stock, much of which has now been offloaded.

- One LA reports that due to the relative affordability of their private rented sector, PSL remains a viable housing option in their area.

Psychologically informed environments

- The concept of PIE is not universally understood within the hub, and it is clear more work needs to be done to develop understanding.

- Just one LA saw this approach as having a practical application in terms of its supported accommodation provision, particularly regarding smaller, client-centred services for vulnerable people.

Other approaches / innovation

- Two local authorities currently engaged in open market acquisitions to boost either TA or to find bespoke solutions for families who would otherwise become 'stuck' in TA.

- One LA has instituted a 'starter flat' scheme targeted at younger households, with floating support in place, where the majority of placements are ultimately converted to secure tenancies.

Funding and partnership working

- All LAs discussed the funding challenges associated with a Housing First approach and generally with securing housing support; this has not prevented them from entering early discussions with RSL and housing support partners to explore the viability of delivering Housing First options locally

- Various concerns were expressed around the sustainability of Housing First – e.g. what happens after the initial funding period, and ability of LAs to mainstream the funding commitments.

- LAs are operating in an environment of general resource constraint and requirement for efficiency savings – this contributes to a general scepticism about the viability of delivering Rapid Rehousing without a significantly enlarged financial resource behind housing supply and housing support provision.

- Several LAs reported that RSLs need to 'up their game' in tackling homelessness – whether that be in terms of allocating more lets to homeless households, or addressing their inherent risk aversion and changing their practices and actively removing barriers (e.g. RSLs' so called standard practice of demanding rent up front have become more rigid in face of welfare reform and may therefore require Rent Deposit Guarantee schemes to be developed to assuage RSL concerns about risk to rental streams)

- None of the LAs had quantified exactly what it would take in funding to move to a rapid rehousing approach, many suggesting it was 'too early days'

- Most LAs discussed the challenges of securing input and commitment from health and social care partners, but also cited the need for other key partners besides health and social care, such as police and criminal justice agencies to accept they have a key role in tackling and preventing homelessness

- One local authority considered that efficiency gains stand to be made in better cross-authority partnership working, particularly in terms of delivering housing options for specific vulnerable groups such as people recovering from drug/ alcohol addiction

Allocations policy

- There is a common theme across all LAs within this hub that greater access to social housing lets is required, particularly from the RSL sector, and that housing targets should be set and enforced (although the method of enforcement is not clear).

- Most LAs in this area are successfully making use of the private sector to take some of the pressure off the social sector, but it is noted that most report that this is challenging in terms of the prevailing market conditions and the funding framework underpinning this activity (LHA).

- There is a general concern across LAs in this hub, regardless of whether they are operating CBL or not, that increasing the ratio of lets given to homeless people may simply exacerbate the problem, by squeezing out others on the waiting list and tenants waiting for a transfer, thereby making the homeless route the only effective route to attain an appropriate housing solution in the social rented sector.

- Two LAs consider that the net impact of this will be to ratchet up existing housing pressures, not alleviate them; however, one LA has resolved to review their allocations policy to increase their target for homes let to homeless people above the current 45% target.

'Tenancy ready'

- There is a requirement from some housing providers for potential tenants to be 'tenancy ready'; some LAs identify this as a barrier to rapid rehousing, but there is also the challenge of funding and partnership working in ensuring that suitable support is available for those tenants who need it, so they can be rehoused as quickly as possible.
- In one LA, it appears that some RSLs might be cherry-picking by classifying some properties advertised through the choice-based letting system as being for 'movers' rather than for 'starters' (i.e. homeless households) in order to avoid having to take on homeless people who might not be 'tenancy ready' – this activity obviously militates against the objectives of Rapid Rehousing.

- Concern was expressed about the balance of current support provision between high/intensive support for complex needs and low-level support (which one LA has identified as being overprovided for); not everyone needs support, one LA argues that concept that every homeless family needs housing support is unhelpful and simply acts to stigmatise homeless people.

- In tandem with concerns about broader concerns about RSLs' apparent risk averse approach to letting to homeless households, one LA has noted an increasing trend in RSL evictions, noting that this appears to be driven by welfare reform and RSLs' financial management imperatives.

Housing supply

- There are tensions around the size and type of supply needed and the new build development programme not matching demand; LAs were unanimous in their view that getting housing supply right is the lynchpin in addressing the variety of challenges they face locally.

- One LA noted that where they have been able to increase the supply of affordable housing in one locality, in an otherwise extremely pressured housing context, they have been able to clear the base problem of housing needs backlog in that locality and service provision in that locality has become quantifiably easier.

- All LAs reported a shortfall of one-bedroom properties in which to rehouse homeless people, with two LAs reporting need for 2-bedroom properties and one LA explicitly criticising the current focus on delivering newbuild family housing; while one bed accommodation is in highest demand, one LA expressed a preference that shared accommodation should be avoided.

- One LA specifically wants Housing Association Grant to be made available for building newbuild TA provision, so that they no longer have to rely on refurbishing and converting existing buildings which can all too often result in compromised housing quality and service standards.

Legislative and policy tension

- There is a call for greater consistency between the homelessness legal framework, guidance and regulation in order to provide more emphasis and support on prevention and managing demand – although there was a diversity of perspectives reflected by LAs in this hub:

  - One LA suggested this should take the form of a statutory duty to prevent homelessness should being imposed upon not just LAs but all relevant partners, including RSLs, health and social care, police and prison services.

  - Another LA indicated that even where statutory framework encourages HSCPs to work jointly to tackle homelessness, options within that framework means HSCPs are not compelled to incorporate homelessness functions under the auspices of the Integrated Joint Body

  - One LA suggested that intentionality should be abolished and – as previously mooted for incorporation into the Housing (Scotland) Act 2014 – allocations should become means-tested.

  - One LA suggested that housing options needs to be placed on a statutory footing

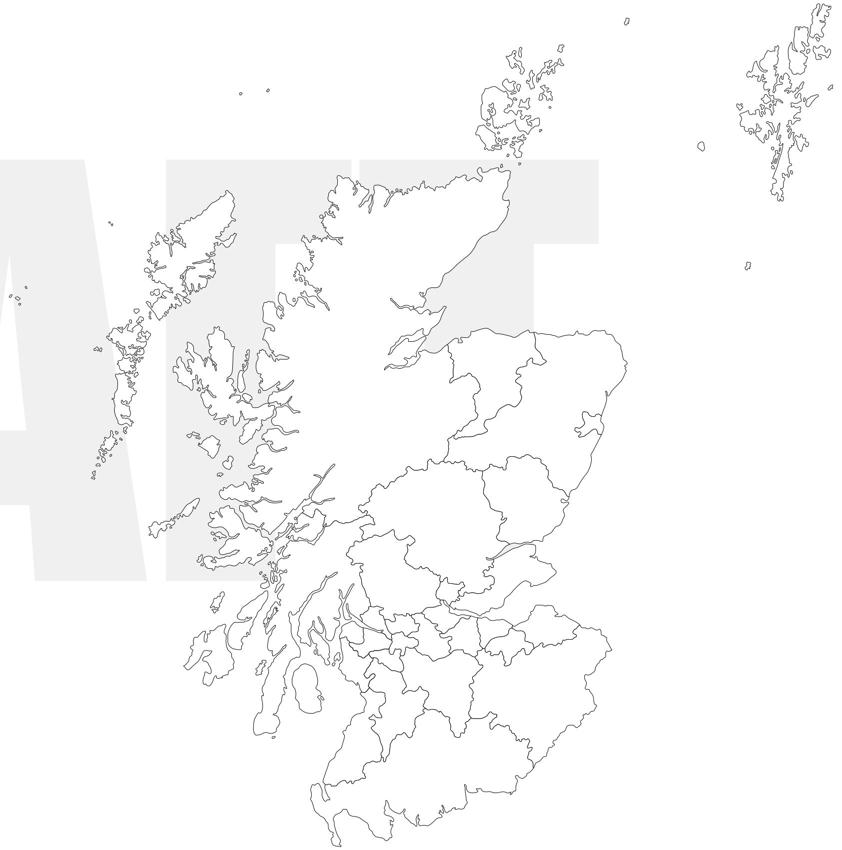
- There was general concern about the legislative and policy impacts of the move to a Rapid Rehousing model, ranging from shared concerns around the need for a realistic timescale for implementation, the adequacy and sustainability of funding for the wraparound support required to an isolated concern that shifting to a Rapid Rehousing model might undermine LAs existing prevention efforts.

- Most LAs expressed concern about the apparent tendency to see blanket solutions as being the way forward, rather than recognising that divergent local circumstances require different approaches; one LA expressed this in blunt terms, saying that “national recommendations are useless to us, our circumstances are different”.

Tayside, Fife & Central Hub comprises:

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

Broadly, the Tayside, Fife and Central Hub authorities represent less highly pressured markets, as compared to some other Hubs. With the majority of authorities in the Hub containing both urban and rural areas, most authorities have a mixed pattern of demand. There are currently a notably diverse range of approaches to temporary accommodation between the authorities in this Hub, from the predominately hostel-based staircase model in Dundee to Perth & Kinross' approach of reducing the distinction between temporary and settled social lets. Appendix 1 provides the detailed data for each local authority.



Presentations in **Fife account for over a third of applications** received by local authorities represented in the Tayside, Fife & Central Hub (36%), followed by Dundee (19%). The other authorities in the Hub are of a smaller size: Perth & Kinross (12%), Angus (11%), Stirling (9%), Argyll & Bute (7%) and Clackmannanshire (7%), with the latter two being notable in having lower numbers of presentations (478 and 456 respectively). There has been no consistent upwards or downwards trend in applications across the Hub, with some authorities (Clackmannanshire, Perth & Kinross, Stirling) experiencing slight rises between 2015/16 and 2016/17, and others (Angus, Argyll & Bute, Dundee, Fife) witnessing a slight downward trend. Overall, the number of households presenting as homeless in this area has been **relatively stable over the past 5 year period.**

Each local authority reported rough sleeping to be a small or very small issue, with some highlighting that the HL1 statistics can overrepresent the issue due to the self-reported nature of the question at presentation.

2016/17

- **6,825** total homeless **applications** in the year
- **5,430** households **accepted** as homeless or threatened with homelessness
- **4,850** households where the local authority has a **duty to find settled accommodation**
- **610** households **sleeping rough** at least once in the last 3 months
- **945** households are likely to have **multiple and complex support needs**

Demand for temporary accommodation

Over recent years there has been a **downward trend** in households in temporary accommodation in six of the seven local authorities, with Perth and Kinross sustaining a consistent and rapid rate of reduction (-63.4% since 2010) - this is associated with a specific temporary housing reduction strategy and 'Home First' approach (discussed in the case study in the appendices). In all local authorities the number of households in temporary accommodation has **reduced from its peak.**

Some of the authorities in this Hub have noticed a recent increased demand for larger family accommodation. It is thought that this may be attributable to Universal Credit and rent cap measures being introduced, which have hit some larger families hardest.

The average length of stay in accommodation across authorities in this Hub is 109 days, placing this Hub as third of the five Hubs and **only slightly over the national average** of 97 days. However, within the Hub there is a wide range of variation between local authorities in longest length of stay by type of accommodation: the highest is in Stirling at 336 days, compared to Fife which is 137 days, indicating areas of local pressured markets.

2016/17

- **1,440** households living in temporary accommodation
- **109 days - average length of stay** in temporary accommodation
- **232 days l**ongest length of stay in temporary accommodation

Access to settled accommodation and flow through the homelessness system

At 93%, the vast majority of homeless households in the Tayside, Fife & Central Hub are rehoused in local authority or RSL housing, again ranking in the middle of the five Hubs. Correspondingly, 7% are rehoused in the private rented sector, ranging from a low of only 4% in Clackmannanshire and high of 11% in Argyll & Bute. A difference in the local markets and social stock availability will account for this range, alongside homelessness departments resourcing and processes.

In 2016/17, of 6,825 applications there were 4,850 homeless cases where the authority had a duty to find settled accommodation. In addition to this indication of new demand, the snapshot picture on 31 March 2017 shows 1,440 households living in temporary accommodation. 38% of all social lets (a total of around 3,600) were provided to homeless households in 2016/17.

	Proportion of all lets (including transfers) to homeless applicants 2016/17			Proportion of all lets (excluding transfers) to homeless applicants 2016/17		
	LA	RSL	ALL	LA	RSL	ALL
Angus	35%	38%	36%	42%	43%	42%
Argyll & Bute	0%	24%	24%	0%	30%	30%
Clackmannanshire	46%	19%	40%	54%	23%	48%
Dundee City	42%	28%	35%	52%	33%	42%
Fife	45%	24%	41%	62%	25%	53%
Perth & Kinross	64%	34%	52%	75%	38%	60%
Stirling	34%	33%	34%	41%	37%	40%
Average for Hub area	**45%**	**27%**	**38%**	**57%**	**34%**	**47%**

2016/17

- **3,903,** or **71%,** of cases closed in the year were **rehoused to settled accommodation**
- **93%** of settled accommodation provided for homeless households was in the social rented sector, 7% of settled accommodation was provided in the private rented sector
- There was a total of 9**,525 lets in the social rented sector** over the year, equivalent to 9% turnover of all social rented stock
- **38%** of all social lets were provided to homeless households
- Taking all social and private let to homeless households this represents **75% of new annual homeless demand**
- **947 more lets** are needed annually, over **24% increase across sectors**, to meet **new demand** each year at current demand / acceptance rates
- **1,235 more lets** each year are needed, or a total of around 5,138 lets to homeless households are needed annually for the next 5 years to address newly arising annual need **and** backlog need from temporary accommodation across the area
- **32% increase in social plus PRS lets** is needed to meet new demand and backlog need at current demand and supply levels
- **54% of all social lets annually** would need to be allocated to homeless households if all new need and backlog need was met by the social rented sector.
- **5,762** new social rented supply projected over the next 5 years

Access to settled accommodation and flow through the homelessness system - Tayside, Fife & Central Hub

Proportions vary by area with the lowest proportion of lets to homeless people in Argyll & Bute (30%) and the highest proportion of lets to homeless in Perth & Kinross at 60% (excluding transfers). The proportion of lets in Perth and Kinross has increased further over the last financial year, in line with its strategy to minimise use of temporary accommodation. It is notable that local authorities and RSLs are letting similar proportions to homeless households in both Angus and Stirling, whereas there is a ratio of approximately 2:1 in the other stock holding authorities. Where there are higher or similar proportions of allocations by RSLs this perhaps indicates where there are strong partnership relationships, nomination agreements and a dedication to the homelessness agenda by the housing associations in these areas.

In the social rented sector, lets to homeless households represent only 75% of new annual homeless demand. This means there will continue to be an increasing demand on temporary accommodation until the **throughput of homeless households into settled accommodation increases over and above the level of new demand, so that the backlog of need can also be addressed.** If the ambition is to move to **rapid rehousing and minimise time in temporary accommodation,** then lets to homeless people across rented sectors will need **to increase on average by 32% based on current demand and supply levels.** Increased prevention focus to manage demand could reduce the level of lets required.

This **projected 32% increase in total lets** is an average figure across the hub area – some areas require much higher increases whilst others need to make only a marginal change:

- Stirling requires a significant 120% increase of lets to homeless households if it is to address annual newly arising need and the backlog in temporary accommodation
- Fife and Clackmannanshire would both require a 49% increase
- Dundee City and Perth & Kinross require only a small increases (2% and 6% respectively) which would imply that these areas are already close to meeting the throughput demand.

There are over 5,700 new social rent starts projected in this hub over the 5 years 2017/18 to 2021/22 (based on recent analysis for Shelter1, using 2016/17 SHIP data). This new housing will increase the supply of lets to all households including those experiencing homelessness. New supply ranges from 2,585 in Fife to 199 in the Clackmannanshire. Applying the current national average of 33% lets to homeless people, then this could potentially equate to almost 2,000 additional lets to homeless people, and so reduce the increased proportion of lets required to address the volume of people living in temporary accommodation and other homeless households awaiting settled accommodation. New lets also serve to create a vacancy chain in the wider stock so for example, transfers of existing renters to family sized accommodation will free up smaller properties for other households, including homeless households.

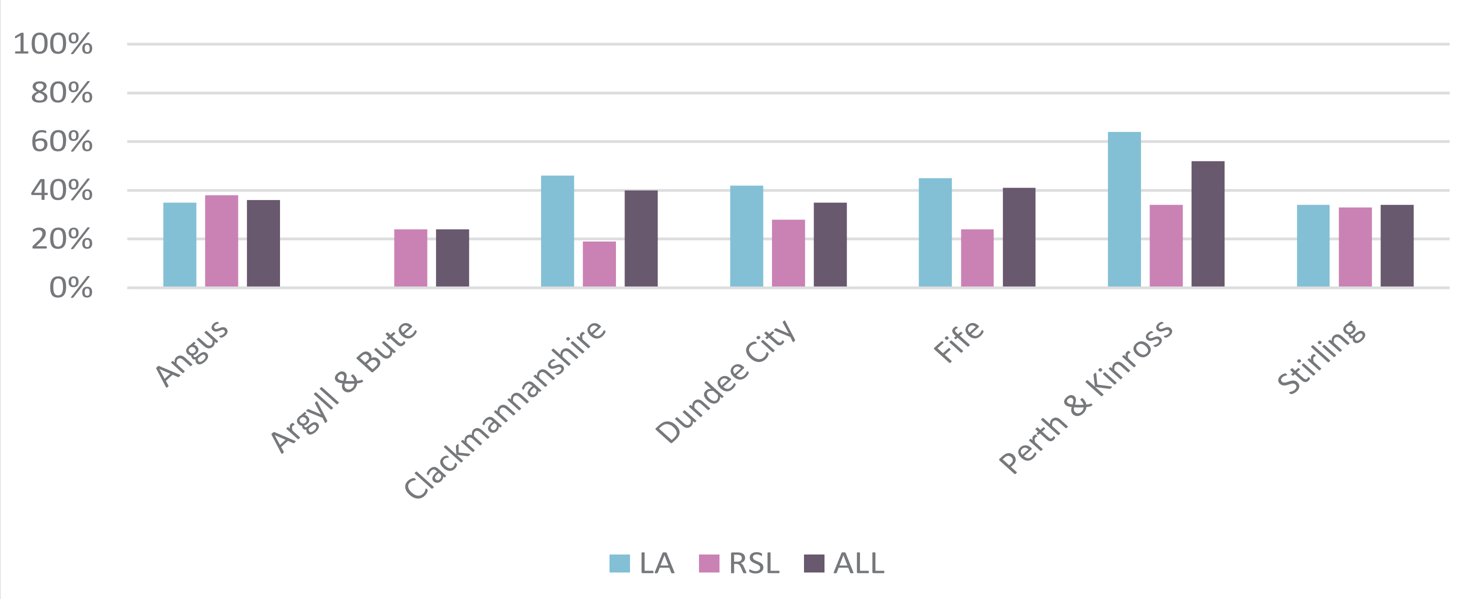


Figure: Proportion of lets to homeless households Fife & Central Hub

If all the new annual need, and backlog need was to be met only by the social rented sector, then on average across the Tayside, Fife & Central Hub 54% of all social lets should be allocated to homeless households. This ranges from 36% in Argyll & Bute to 82% in Stirling (Table A3).

Access to settled accommodation and flow through the homelessness system - Tayside, Fife & Central Hub

	Current total lets in year to homeless PRS and SRS	Total lets needed for homeless annually for next five years **	Proportional increase in lets to meet annual new demand and backlog across sectors	Proportion of all social lets to homeless households IF social rent was to meet ALL homeless need
Angus	381	486	28%	49%
Argyll & Bute	248	333	34%	36%
Clackmannanshire	266	395	49%	62%
Dundee	870	890	2%	39%
Fife	1,287	1,918	49%	64%
Perth & Kinross	662	699	6%	60%
Stirling	189	417	120%	82%
Total/ Average	**3,903**	**5,138**	**32%**	**54%**

**= existing lets to homeless+ more for new annual demand+ backlog (met over 5 years)
Note excludes unassigned lets from national providers (6.8% of lets over Scotland)

Type of **current** temporary accommodation

56% of temporary accommodation in the Tayside, Fife & Central hub is provided by local authorities in **mainstream, furnished properties** based within communities. Clackmannanshire has the highest proportion of local authority furnished accommodation (93%), but there is also a comparatively high proportion in Angus (82%). Nearly a third of these properties in Clackmannanshire are categorized as TFF but are in clustered blocks behind a concierge rather than dispersed properties. Only one of the local authorities has a **shared tenancy** pilot as part of their temporary accommodation provision, currently providing 6 x 2 bedroom properties.

For three local authorities in this area, the temporary accommodation portfolio is largely dominated by council owned mainstream temporary furnished properties (Angus (82%), Clackmannanshire (93%), Fife(91%)). Due to its stock transfer status, Argyll & Bute are heavily reliant on their housing association partners to provide temporary accommodation (41%) but also make some use of PSL in response to the dispersed nature of properties across the rural area. Perth & Kinross has a split between council owned, furnished properties (42%) and hostels (58%). Dundee and Stirling are the only authorities in this Hub that report a wider range in provision across temporary accommodation categories, although this includes Dundee having a high proportion of hostel use (52%). RSL properties are used as temporary accommodation in only three (Angus, Argyll & Bute, Dundee) of these seven authorities, representing the lowest proportion of RSL provision across the five Hubs.

There has been a trend across the Hub of reducing use of **PSL** tenancies, with it being judged to not be a financially efficient model. However, as noted above, in the more rural setting of Argyll & Bute, the PRS can facilitate an important extension of provision of accommodation to a wider variety of locations.

In general, authorities in this Hub have succeeded in minimising B&B use to being infrequent and for very short periods. Only three of the seven local authorities in this Hub were using **B&Bs** on 31 March 2017, with two others also reporting use of B&Bs on an occasional emergency basis. Stirling was using 14 of the 18 recorded spaces on the reporting date.

Local authority and other **hostels** are used in five out the seven areas. Two authorities have a high number of hostel units for the authority size, and in both Dundee and Perth and Kinross hostel spaces account for over 50% of temporary accommodation bed spaces. Three of the local authorities have large hostels of 27+ spaces.

Six of the local authorities use **supported accommodation**. These are mostly units of 10 – 20 bed spaces, with are a mix of individual bedrooms with shared common space, bed sits and self contained flats. Some of these are staffed 24 hours 7 days a week, although most units offer lower level of support. Much of the supported accommodation is for general high needs although there are units specifically targeted at young people, women and addictions. Notably, only two of the authorities in this Hub record women's refuge accommodation.

Although there are some projects in this Hub area that share some of the features of a Housing First model, there are **not currently any Housing First** projects active in this area.

On 31 March 2017

- **56%** of temporary accommodation is temporary furnished mainstream housing provided by local authorities
- **1%** is local authority other
- **11%** is housing association owned some of which is furnished mainstream, other is supported accommodation
- **6%** is local authority hostels
- **13%** is other hostels
- **0%** is bed and breakfast accommodation
- **1%** is women's refuges
- **12%** is other

B&Bs
- **18** bedspaces
- **3** local authorities using B&B

Hostels
- **319** bedspaces
- **5** local authorities
- Size ranges from 2 to 31 units

Supported accommodation
- 158 bedspaces
- The majority of supported accommodation units are 10+ clustered self contained **properties**

Housing First
- **0 bedspaces currently provided**

Plans for temporary accommodation profiles and rapid rehousing

Type of temporary	Current supply	Plans in place for change
Temporary Furnished	**880**	No direct plans were identified to increase TFF provision
Bed and breakfast	**18**	One authority recorded as using 3 spaces on the reporting date; is planning to reduce use to nil.
Hostels	**319**	Reductions planned of around 150 bedspaces
Supported accommodation	**158**	No current plans for extending or reducing supported accommodation.
Housing First	**0**	Dundee is actively working with Social Bite to implement 100 new settled tenancies. Stirling has identified need for 20 individuals for Housing First tenancies.

Assertive outreach

- All local authorities in the Tayside, Fife & Central hub consider rough sleeping to be a small issue, such that no dedicated projects are necessary to respond to rough sleepers. However, each authority has local processes in place to respond on a case-by-case basis to individual need, such as street-based investigations and specific referral mechanisms. The authorities reported that most instances of rough sleeping are identified rapidly and responded to accordingly.

Housing First

- Dundee is working with Social Bite to implement 100 Housing First sustainable tenancies. These will potentially be a mix of scattered and clustered properties in response to the local authority stock available.

- Stirling has identified that approximately 20 people in the authority would benefit from a Housing First project and is investigating with partners how a project might be introduced. Two other authorities in the hub are also keen to explore introducing Housing First.

- Another authority is not currently planning a Housing First project, but is hoping to pilot a project giving direct access to settled accommodation in certain low pressure areas to families with children alongside appropriate levels of support, in order to prevent children from experiencing temporary accommodation.

Hostel accommodation

- It is anticipated that the introduction of Housing First tenancies in Dundee will be a catalyst for closing many of the existing hostel places, which currently provide the majority of Dundee's temporary accommodation placements. A provisional plan outlines the retention of 20 emergency accommodation hostel places, 9 refuge places and 20 'options' hostel places.

- Other changes within the Hub include one authority that is looking to reduce its hostel provision over time. Another authority would like to convert some of its hostels into 'accommodation and advice hubs' whilst also considering moving some more traditional hostels towards a model of supported accommodation.

- Other authorities in this Hub that have hostels are keen to retain them, seeing them as a crucial element of overall temporary accommodation provision. It is considered that not everyone will want, or be ready to have their own tenancy, characterised by having high needs and a pattern of low engagement. Indeed, one authority that currently does not have hostel provision would like to introduce a small hostel to provide a base for this group.

B&B Usage

- Overall usage of B&B in the Hub is low and predominately for very short term placements, with one authority not using B&B at all. Another authority is actively planning to reduce their use to nil through purchasing stock from the open market.

- One Council routinely uses B&B placements, which are sometimes out of authority area, and also regularly uses hotels such as Travel Lodge. It noted that in some instances it is difficult to procure placements even on a spot-purchase basis due to tourist saturation of the bedspaces available.

Supported Accommodation

- Three local authorities identified a need for more supported accommodation but in each case due to the financial pressure that councils are facing, funding was not yet available to meet these needs.

- Local authorities felt strongly that, beyond specific Housing First projects, the scale of additional funding for support that will be needed to implement the rapid rehousing approach should not be underestimated. The importance of an appropriate level of support to sustain a new tenancy was emphasised.

Temporary Furnished Flats

- Four local authorities in the Hub have occasionally converted temporary accommodation for homeless households to a secure tenancy, but only when it was judged to be the best solution for either the family or the temporary accommodation stock. One authority does not convert tenancies due to the 'prohibitive' cost and challenges with taking new properties out of the general stock (costs associated with temporary accommodation). Another authority expressed concern that if there was an increase in 'flipping' then there could be the unintended consequence of other households manufacturing their circumstances in order to receive a furnished flat.

- Perth and Kinross has converted many temporary units to settled accommodation as part of it's 'Homefirst' project, which has significantly reduced the amount of time in temporary accommodation tenancies across the authority.

- Three authorities pointed to specific challenges in placing singles, large families and those with accessibility issues in TFF due to the limitations of stock available.

Temporary Furnished Flats...continued

- There was a mixed response amongst Hub members to the TFF element of the rapid rehousing model. Three authorities have an existing commitment to this as the best form of TA. However, one authority sees TFF as costly to the general housing stock, another can see no route to shifting the balance towards a higher proportion of TFF. Another authority sees benefits in increasing clustered rather than dispersed accommodation. In all instances, response to this element of the rapid rehousing proposal reflected the status quo of the authority's existing TA profile.

Allocations

- Three local authorities already have active plans to change their allocations policies in order to reduce the time that households spend in temporary accommodation. This includes giving outright priority to groups at particular risk of homelessness (prison leavers, care leavers, hospital discharges and people leaving the armed forces), changing criteria for bidding on two bed properties to include those that would previously have only been able to bid on scarce one bed properties, and increasing that overall quota of lets to homeless households.

Use of the private rented sector

- Dundee and Perth and Kinross both have active social lettings agencies, providing access to the PRS for households that may traditionally have faced barriers in doing so.

- Several authorities commented on the challenges faced by people assessed as homeless in accessing the PRS, with specific reference to affordability and support needs. However, at least three of the Hub authorities see providing settled accommodation in the PRS as an important housing option that they are actively promoting.

- The 'Positive Steps' project in Dundee provides support to households in the PRS and then the 'flips' the tenancy to the individual's name after the support has tailed off.

Psychologically informed environments

- None of the local authorities have implemented PIE in any of their homelessness provision. Across the Hub there is currently a low awareness of the approach. Education and sharing of best practice from other areas about PIE, its implementation and positive outcomes would be beneficial.

Funding and partnership working

- All local authorities discussed the funding challenges associated with Housing First projects, with a particular concern regarding the sustainability of projects beyond an initial investment. The cost of providing a Housing First project in a rural area will be significantly higher than in an urban context given the need for duplication of staffing resources across locations.

- Strategic as well as financial commitment from health and social care partners would be important in initiating and sustaining Housing First projects. Indeed, one local authority suggested the ongoing support costs for high needs individuals should solely sit within social care's financial responsibilities.

- Funding restraints across local authority departments (e.g. occupational therapy) were highlighted as a challenge to providing adequate support for people in their own tenancies. Some authorities stressed that, given the context of ongoing council budget cuts, significant additional external funding will be needed to provide the level of housing support needed in a rapid rehousing model.

- Both in Argyll & Bute (a stock transfer authority) and in stock holding authorities, RSLs were highlighted as critical implementation partners for both the direct provision of tenancies and in the strategic planning of the rapid rehousing transition.

- Two of the local authorities were able to give an initial calculation for providing a Housing First project at the scale needed in their area plus increasing support for other households rapidly rehoused into TFF (LA 1:£3 million annually plus £120,000 capital costs; LA 2: £400,000 annual revenue plus £600,000 capital). It was also suggested that there may be need for additional staff resources to develop, implement and coordinate the transitional approaches.

Allocations polices and Legislation

- Flexibility within allocations policies was pointed to as a key success factor in 'unblocking' the flow issues that currently exist between demand and supply. As outlined above, authorities in this Hub are already planning to introduce various measures within allocations to assist with reducing time in temporary accommodation. However, there is some concern about the potential for higher allocations to homeless households to attract more presentations if people perceive this to be the only route to securing a social tenancy.

- Some local authorities pointed to the impact that any changes to further prioritise homeless households in allocations policies could have on others on the waiting list who also have genuine rehousing needs. To reflect best practice it was suggested that there will need to be consultation with tenants groups about any proposed changes to allocations policies.

- Given the risk aversion in providing tenancies for homeless households that some authorities perceive RSLs to have, legislative change may be needed requiring RSLs to award secure tenancies in certain circumstances. This would have to be coupled with a review of the performance indicators that housing providers are assessed against and accompanied by a guarantee of long-term funding for the level of support that will be needed to assist individuals to sustain their tenancies.

Homelessness Prevention

- Two authorities stressed the importance of retaining a focus on homelessness prevention in the transition to a rapid rehousing model. It was felt that a great distance has been travelled by authorities in developing housing options and that these initiatives should not be neglected. For example, recent moves have been made to ensure that housing is in place for prisoners prior to discharge such that a homeless application is not necessary. In the context of limited staffing resources and funding constraints there was a concern that positive innovations should not be lost with the introduction of a new agenda.

Housing supply

- Several authorities in the Hub have a shortfall of one bedroom properties in which to rehouse singles or couples without children. As this demographic accounts for the majority of applications this supply issue presents a significant challenge for moving households on from temporary accommodation. However, one authority in this Hub considers that providing singles and couples with two bedroom settled accommodation is a preferable allocation decision in the long term as it provides a more sustainable option, with Discretionary Housing Payments being utilised to account for the shortfall in LHA. This authority is therefore not prioritising increasing its supply of one bedroom properties.

Housing supply

- A lack of affordable accommodation for larger families and those with accessibility issues were also flagged as key ‘pinch points’ for some authorities in being able to move households on from temporary accommodation.

- In light of the above supply needs and its consequent impact on length of stay in temporary accommodation, local authorities discussed the implications of wider housing policy for the rapid rehousing agenda. Factors such as the calculation of new build subsidy levels were identified as intrinsic to authorities being able to provide suitable settled accommodation for homeless households.

Process

- Alongside policy and potential legislative change, homelessness assessments, support assessments and allocations processes will all need to be redesigned to ensure that any changes introduced through the rapid rehousing transition are fair, person-centred and seamlessly incorporated into existent procedures. A realistic timetable for this change will need to be outlined.

- Authorities discussed the key role that the Scottish Welfare Fund can play in rehousing people. It was suggested that a loosening of eligibility restrictions would have a positive impact on the speed with which some households could move into settled accommodation. This example points to the broader reach across multiple policy spheres that the rapid rehousing transition will need in order to be most effective.

- Many local authorities underlined that in order to be successful, the rapid rehousing agenda should not uniformly roll out initiatives across the country with an expectation for all areas to adopt all recommendations. There was a concern that a focus on the issues that are most present in larger cities could result in other authorities that face different challenges being compelled to implement measures that would be inappropriate to their local context.

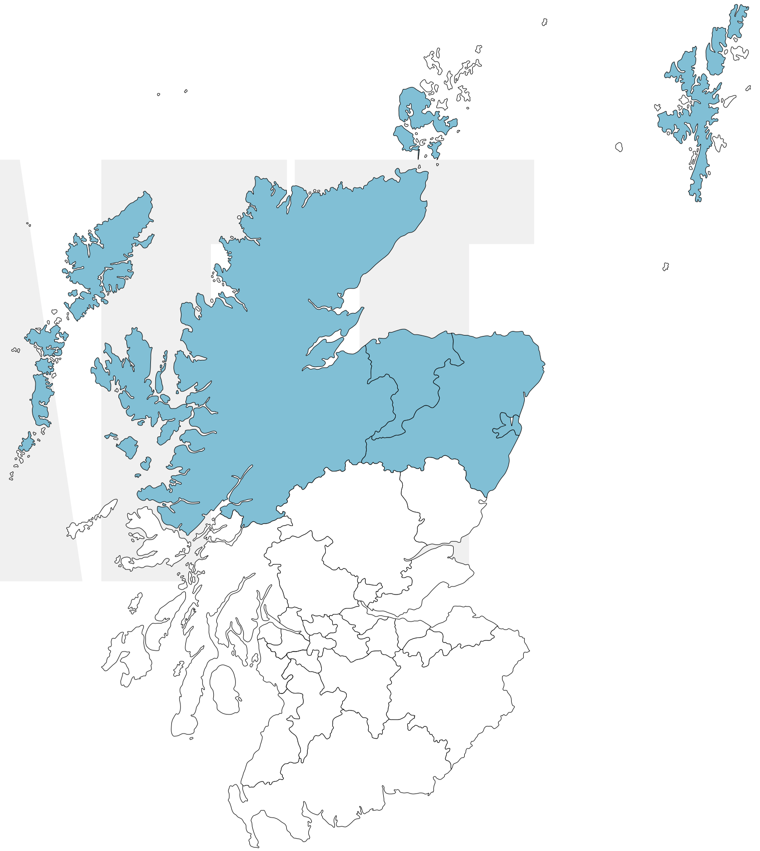
The North and Islands Hub

The North and Islands Hub comprises

- Highland
- Aberdeen City
- Aberdeenshire
- Eilean Siar
- Moray
- Orkney Islands
- Shetland Islands

This Hub covers the largest geographic area of the five Hubs. It is characterised by being largely rural in nature but also includes the cities of Aberdeen and Inverness. Market pressures and trends vary across the North & Islands Hub, including particularly high market pressure in Inverness, a deflating private rented sector in Aberdeen, and small population fluctuations having a significant impact on island communities. For most of the local authorities limited stock and the geographically dispersed nature of settlements pose specific challenges around rehousing households in their area of choice.

Appendix X provides the detailed data for each local authority.



Demand for housing and support services

The local authorities on the mainland account for over 90% of all applications received in the North & Islands Hub, with the Shetland Islands (2.6%), Orkney Islands (2.8%) and Eilean Siar (3.1%) making up very small proportions of the homeless applicants. Authorities in this Hub have seen **considerable reductions in the number of presentations** since the introduction of the Housing Options Hub model in 2010/11, with reductions ranging from 147% in Aberdeen City to 18% in Orkney. This variety in presentational change might be explained by the different models of housing options delivery that have evolved during the period and the constraints that specific housing markets impose on the housing options available. It should be noted that **delivery models continue to evolve** and Aberdeen City are anticipating a significant rise in applications for 2017/18 as a result of process change.

The number of acceptances where the local authority is likely to have a duty to house (homeless unintentionally) ranged from 94 in Orkney to over 1,150 in Aberdeen City in 2016/17. This highlights the **variety of scales of response** to temporary accommodation demand that authorities in the North & Islands Hub are required to make.

Six of the seven local authorities reported **rough sleeping to be a small or very small issue,** and several highlighted that the HL1 statistics overrepresent the issue due to the self-reporting when asked in homeless interviews. In Aberdeen City there is a recognised core of entrenched rough sleepers (under 10) with others that engage with services, are assisted through temporary accommodation and moved on to a settled tenancy after a period on the streets.

Of note is the number of rough sleepers in the city who do not have access to housing benefit (around 15 provided with temporary accommodation Winter 2017/18). In Aberdeen City in 2016/17, 120 people making homeless applications said that they had slept rough in the last three months (26% of the total Hub figure)

2016/17

- **4,337** total homeless applications in the year
- **3,619** households accepted as homeless or threatened with homelessness
- **3,200** households where the local authority has a **duty to find settled accommodation5**[x]
- **460** households **sleeping rough** at least once in the last 3 months
- **631**[x] households are likely to have multiple and complex support needs

[x] Footnote

Demand for temporary accommodation

Aberdeen City and Highland have seen significant increases in demand for temporary accommodation (459% and 354%) since 2003, whereas **demand fluctuation in the other authorities has, in general, remained below the national average.** It is notable that these are the two authorities that contain cities in this Hub. In all local authorities the number of households in temporary accommodation has now **reduced from its peak.**

At 152 days, **North & Islands hub has the longest average length of stay** in temporary accommodation across the Scottish Hubs. It should be noted that this is skewed by a higher average in the Shetland Islands (371 days). T**he longest length of stay by temporary accommodation averages 225 days**, with the greatest length of stay in one authority being 500 days. This is indicative of the significant impact that a mismatch between household demographic demand and social stock supply can have on length of time spent in temporary accommodation.

2016/17

- **1,900** households living in temporary accommodation [x]
- **152 days - average length of stay** in temporary accommodation
- **225 days** average longest length of stay in temporary accommodation

[x] Footnote

Access to settled accommodation and flow through the homelessness system

The **vast majority** of homeless households are **rehoused in local authority or RSL housing** in the North & Islands Hub at 95%, which is the highest rate in Scotland. Correspondingly, only 5% are rehoused in the private rented sector, the lowest rates of rehousing in the PRS with a low of 0% in Orkney and high of 8% in Eilean Siar.

There were 3,200 homeless cases in the year where the authority has a duty to find settled accommodation, and a further 1,900 households living in temporary accommodation, **but only around 2,500 or 38% of all social lets were provided to homeless households in 2016/17.**

	Proportion of all lets (including transfers) to homeless applicants 2016/17			Proportion of lets excluding transfers to homeless applicants		
	LA	RSL	ALL	LA	RSL	ALL
Aberdeen City	41%	44%	42%	54%	49%	52%
Aberdeenshire	45%	25%	44%	53%	33%	52%
Eilean Siar	0%	23%	23%	0%	28%	28%
Highland	33%	26%	30%	44%	31%	38%
Moray	55%	38%	54%	65%	59%	64%
Orkney Islands	**30%**	**15%**	**23%**	**37%**	**18%**	**29%**
Shetland Islands	**21%**	**48%**	**31%**	**27%**	**56%**	**38%**
Average for Hub area	**40%**	**33%**	**38%**	**51%**	**39%**	**47%**

2016/17

- **2,635,** or **74%**, of cases closed in the year were **rehoused to settled accommodation**
- **95%** of settled accommodation provided for homeless households was in the social rented sector, **5%** of settled accommodation was provided in the private rented sector
- There was a total of **6,667 lets in the social rented sector** in the North & Islands Hub over the year, equivalent to **9%** turnover of all social rented stock
- **38%** of all social lets were provided to homeless households
- Taking all social and private let to homeless households this represents **79% of new annual homeless demand**
- **565 more lets** are needed annually, over **20% increase** across sectors, to meet **new demand** each year at current demand / acceptance rates
- **937 more lets** each year are needed, or a total of around 3,570 lets to homeless households are needed annually for the next 5 years to address newly arising annual need **and** backlog need from temporary accommodation across the area
- **36% increase in social plus PRS lets** is needed to meet new demand and backlog need at current demand and supply levels
- **54% of all social lets annually** would need to be allocated to homeless households if all new need and backlog need was met by the social rented sector
- **6,300** new social rented supply projected over the next five years

Proportions vary by area with the lowest proportion of lets to homeless people in Orkney and Eilean Siar at 23% (excluding transfers) and the highest proportion of lets to homeless in Moray at 54%.

In the social rented sector, the lets to homeless households represents 79% of new annual homeless demand. This means there will continue to be an increasing demand on temporary accommodation until the **throughput of homeless households into settled accommodation increases over and above the level of new demand,** so that the backlog of need can also be addressed.

If the ambition is to move to rapid rehousing and minimise time in temporary accommodation, then lets to homeless people across rented sectors will need **to increase on average by 36% based on current demand and supply levels.** Increased prevention focus to manage demand could reduce the level of lets required.

This projected 36% increase is an average figure across the hub area – some areas require much higher increases:

- Eilean Siar requires 98% increase of lets to homeless households if it is to address annual newly arising need and the backlog in temporary accommodation
- Highland 69% increase
- Orkney Islands 68% increase
- Aberdeen City require only a 10% increase as they are already letting a relatively large proportion of all lets to homeless households

If all the new annual need, and backlog need was to be met only by the social rented sector, then on average across the North & Islands Hub 54% of all social lets should be allocated to homeless households. This ranges from 39% in Orkney, to 76% in Moray (Table A3).

There are over 6,300 new social rent starts projected in this hub over the 5 years 2017/18 to 2021/22 (based on recent analysis for Shelter [x], using 2016/17 SHIP data). This new housing will increase the supply of lets to all households including those experiencing homelessness. New supply ranges from 2,639 in the Highlands to 181 in the Shetland Islands. Applying the current national average of 33% lets to homeless people, then this could potentially equate to an additional 2,000 lets to homeless people, and so reduce the increased proportion of lets required to address the volume of people living in temporary accommodation and other homeless households awaiting settled accommodation. New lets also serve to create a vacancy chain in the wider stock so for example, transfers of existing renters to family sized accommodation will free up smaller properties for other households, including homeless households.

X Young, G. and Donohoe, T (2018); Review of Strategic Housing Investment Plans for Affordable Housing; Shelter Scotland. This figure was based on 2016/17 data, but recent updates to Strategic Housing Investment Plans in 2017, and increases in Resource Planning Assumptions from 2019-20 will have increased these projections.

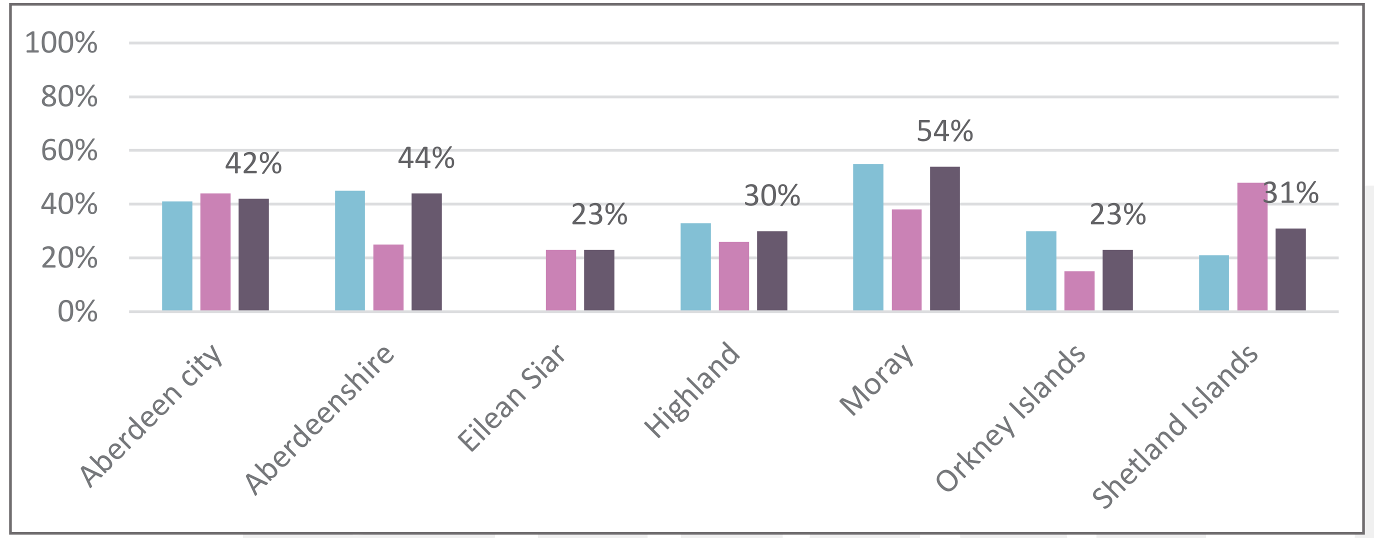


Figure: Proportion of lets to homeless households North and Islands Hub

North & Islands:	Current total lets in year to homeless PRS and SRS	Total lets needed for homeless annually for next five years **	Proportional increase in lets to meet annual new demand and backlog across sectors	Proportion of all social lets to homeless households IF social rent was to meet ALL homeless need
Aberdeenshire	1,060	1,169	10%	47%
Aberdeen City	563	778	38%	66%
Eilean Siar	57	113	98%	50%
Highland	581	982	69%	53%
Moray	235	318	35%	76%
Orkney Islands	58	97	68%	39%
Shetland Islands	81	114	40%	46%
Total/ Average	**2,635**	**3,572**	**36%**	**54%**

**= existing lets to homeless+ more for new annual demand+ backlog (met over 5 years)
Note excludes unassigned lets from national providers (6.8% of lets over Scotland)

Type of current temporary accommodation

45% of temporary accommodation in the North & Islands is mainstream, furnished and based within communities provided by local authorities, with a further 11% being provided by housing associations. Orkney has the highest proportion of local authority furnished accommodation (81%), but there is also a comparatively high proportion in Shetand (72%) and Aberdeen City (65%). The portfolios of temporary accommodation in Highland, Aberdeenshire and Moray each represent a broad mix of types of provision. It is notable that Highland as a stock holding authority has only 18% local authority temporary accommodation next to Eilean Siar – a stock transfer authority – which has 17%. Eilean Siar has a greater proportion of housing association temporary furnished accommodation than others in the Hub (51%) due to its stock transfer status.

The use of PSL tenancies varies across the hub, ranging from 22% of temporary accommodation provision in Highland and Aberdeen also using it as a significant part of their portfolio (19%), to Aberdeenshire and Shetland not having any PSL properties. Some local authorities have recently, or are planning to, reduce their PSL usage as it no longer represents the most financially viable option in those areas.

Five of the seven local authorities were using B&Bs on 31 March 2017. The total figure is dominated by Highland at 314 bedspaces, representing 48% of their temporary accommodation placements. Aberdeenshire also has a relatively high usage for the size of the authority (36 bedspaces (10%) at 31 March 2016/17). It should be noted that B&B use may be in some cases be attributed to the rural nature of the authority and a desire to provide accommodation within a particular area. Eileen Siar and Moray had very low usage on the reporting date. Shetland and Orkney would also place people in B&B on a 'spot purchase' emergency basis, with people being placed in B&B for a short amount of time as a last resort.

Local authority and other **hostels are used in six out the seven areas,** although the 'hostels' in Orkney could probably better categorised as supported accommodation as they are in self-contained units with support provided by Women's Aid. In the main, hostels in this Hub area are small in size with under 10 bed spaces, although larger hostels are used in Aberdeen City and Eilean Siar.

Local authority and other **hostels are used in six out the seven areas,** although the 'hostels' in Orkney could probably better categorised as supported accommodation as they are in self-contained units with support provided by Women's Aid. In the main, hostels in this Hub area are small in size with under 10 bed spaces, although larger hostels are used in Aberdeen City and Eilean Siar.

Six of the local authorities use **supported accommodation.** These are mostly units of 10 – 15 bed spaces, with are a mix of individual bedrooms with shared common space, bed sits and self contained flats. The majority of these are staffed 24 hours 7 days a week, although some units offer far lower levels of support. Five of the local authorities offer supported accommodation specifically targeted at young people, with other units also specifically being provided for those with mental health issues and also units for those with addictions.

Four of the local authorities use shared tenancies as part of their temporary accommodation provision, ranging from 2 – 8 bed properties. It was noted that this has been helpful particularly where 1 bed stock is limited to make use of the stock that is available.

Aberdeenshire Council has a 'Housing First' project providing wraparound support for people with complex needs and a history of multiple episodes of tenancy breakdown. At this point, three tenancies are secure, with potential for 8 others to be converted to SST with wraparound support.

On 31 March 2017

- **45%** of temporary accommodation is temporary furnished mainstream housing provided by local authorities
- **3%** is local authority other
- **11%** is housing association owned some of which is furnished mainstream, other is supported accommodation
- **8%** is local authority hostels
- **5%** is other hostels
- **10%** is bed and breakfast accommodation
- **2%** is women's refuges
- **16%** is other

B&Bs
- **379** bedspaces
- **5** local authorities using B&B

Hostels
- **199** bedspaces
- **6** local authorities
- Size range from 5 to 28

Supported accommodation
- 217 bedspaces
- The majority of supported accommodation units have **10 -15** bedspaces

Housing First
- **3** housing first tenancies

Plans for temporary accommodation profiles and rapid rehousing

Type of temporary	Current supply	Plans in place for change
Temporary Furnished	818	Incremental increase in replacement of properties (up to 13) leased from RSLs . 28 hostel bedspaces being replaced with TFF.
Bed and breakfast	379	Four local authorities have active plans to reduce B&B usage, two of these aiming to not use B&Bs at all within the short/ medium term future.
Hostels	199	28 bedspaces planned to close imminently. Other provision seen as an appropriate volume and type of resource to meet needs for emergencies and those not wishing to move to settled accommodation.
Supported accommodation	217	One local authority is planning to decommission a supported accommodation unit and remodel the support in another. Another local authority is looking to increase the supported accommodation provided to meet needs.
Housing First	3	Aberdeenshire has 3 settled 'Housing First' tenancies with potential within the project for a further 8 to be converted to SST. Three other local authorities are planning to pilot Housing First projects. 24 spaces have been specified across two of these projects. In addition, discussion are underway with Social Bite.

Assertive outreach

- In six of the authorities, rough sleeping is such a small problem that no commissioned assertive outreach service is deemed necessary. In these areas, homelessness staff respond proactively on a case-by-case basis going to find people. In a rural context with close knit communities rough sleepers are often noticed quickly by police, the public or other community-based teams and the homelessness team is contacted for an appropriate response to be made.

- In Aberdeen City a third sector organisation has a street-based project to identify people most at risk of rough sleeping. In addition, through Scottish Government funding in winter 2017/18 Aberdeen received funding to provide and assertive outreach service who reported engaging with around 60 individuals of which 30 took up temporary accommodation with the council.

Housing First

- Housing First projects are being planned by three local authorities, one focussed on care leavers (support to be provided by social work) and another focussed on care leavers/ complex cases/ prison leavers (funded through the Housing Revenue Account). Aberdeenshire is also hoping to expand its existing 'Housing First' project but has not yet been able to secure funding from partner agencies to achieve this.

- In one authority a successful multiagency link project is being piloted for the most vulnerable people, including people who are homeless. The project has similarities to Housing First inasmuch as it offers 'wraparound' support.

- Authorities were keen to stress that a Housing First project in a rural context may look different to one in an urban setting in order to respond appropriately to local needs. For example, in areas where there are not many rough sleepers the group that will be helped most by a Housing First tenancy may be more hidden and will be identified through other routes.

Hostel accommodation

- Two local authorities are looking to close hostels, reducing hostel bedspaces by 28 across the Hub. In both local authorities it is planned that these will be replaced with council owned TFF.

- Other authorities in the Hub considered their current level of hostel provision to be a necessary and appropriately proportioned element of their temporary accommodation portfolio. The majority view was that hostels provide an important type of provision for some households that do not want and could not sustain their own accommodation, as well as being a useful resource for providing emergency accommodation.

B&B usage

- Authorities discussed the flexibility that using B&Bs in a rural setting can give in enabling someone to stay within the geographical area of their choice compared to the more limited availability of TFF across the region. However, not all B&B use in the Hub is for this reason, with other placements reflecting limited access to social housing stock and historical models of provision.

- Four local authorities have active plans to reduce B&B usage, two if these aiming to reduce their B&B use to zero in the short-term future.

- Reduction of B&Bs is planned for through retendering exercises, reducing contracts and planning for purpose built temporary accommodation. Interestingly, in response to local pressures one authority is looking to move from a spot-purchase model to a contractual arrangement whereas another authority is planning to shift procurement in the opposite direction.

Supported accommodation

- In the main the supported accommodation currently being provided was felt to meet the needs that present within the Hub and to contribute an important element to the temporary accommodation portfolios.

- Two local authorities are planning changes to the level of support to better meet the presenting needs of homeless applicants.

Temporary furnished flats

- All local authorities in the Hub have occasionally converted council-owned temporary accommodation into a secure tenancy when it was considered to be the best solution for either the family or the temporary accommodation stock. One authority commented that because of the stigma that can build around a certain address in small rural communities, properties need to be periodically rotated and ‘flipping’ can provide a good way to do this.

- The high cost of converting a TA property to mainstream was seen by several authorities as prohibitive to doing more ‘flipping’. However, one local authority reduces these costs by removing furniture, along with the furniture charge element of rent, when the tenancy becomes an SST.

- Two local authorities stated a commitment to increasing use of TFF for temporary accommodation in place of B&B or hostels, but also expressed a concern over the loss of the property manager on the premises to watch who is entering the building and the security that this can provide for residents. Property managers have historically played some elements of a support role, which has been especially valuable in a rural setting.

Use of the private rented sector

- Use of the PRS as for temporary accommodation, homeless prevention and discharge varies across the Hub, with market demand / pressure strongly influencing ability to access the sector. For example, in Aberdeen City due to the deflation of the PRS market some landlords are now accepting HB tenants and the rent deposit guarantee scheme is working well.

- Most local authorities in the North & Islands hub have rent deposit guarantee schemes in place. However, none of the authorities use this to a large extent - within an environment of efficiency savings none of the authorities have staff dedicated to building relationships with PRS landlords and not having this staffing capacity dedicated to maximising the scheme was seen as a significant factor in it not being utilised more.

- So far there are no Social Lettings Agencies nor plans for development of one in the North & Islands Hub. However, given the currently low rates of discharge into the PRS, it was reflected that with some investment this may be a model that could assist with throughflow in the North & Islands Hub.

Psychologically informed environments

- None of the local authorities have implemented PIE, nor have imminent plans to do so. Some authorities were unaware of what a PIE would add to their provision and it was noted that in a financially pressured environment this has not been considered a priority. This points to a need for awareness raising of the benefits of the PIE approach and funding towards implementing it in some of the many hostels operative in this Hub.

Other approaches / innovation

- Aberdeen has already introduced several specific measures to reduce time in temporary accommodation e.g. a specific target for how long households should be in TA and a weekly managerial review meeting for any cases that have stayed beyond that timeframe. Highland have found purchasing housing off the open market in Inverness an effective, although expensive, way to increase stock and reduce time in temporary accommodation.

- Supported lodgings are in place in Aberdeenshire through the Throughcare Aftercare service, and community hosting initiatives would be considered as a potential solutions for certain client groups in two of the other local authorities. However, community hosting is a largely unexplored initiative in this region, which given its rural nature may benefit from projects such as Nightstop.

Funding and partnership working

- Local authorities discussed the funding challenges associated with a Housing First approach. The commitment of health and social care partners to introducing this approach will be important, in terms of strategic planning, partnership delivery and funding. The example of Moray in planning a Housing First project for care leavers alongside social work is encouraging in this regard.
- Some of the local authorities noted that there will be specific considerations for Housing First in a rural context, including the availability of other agencies to provide wraparound support in more remote areas.
- Reliance on RSLs to provide properties for Housing First in stock transfer authorities is another consideration, requiring availability of stock and buy in to the rapid rehousing agenda (see 'tenancy ready' notes below).
- The funding burden of providing housing support in dispersed TFF as compared to clustered units was also seen as a barrier to implementing the rapid rehousing principles. Particularly in a rural context were travelling distances can be large, additional staff time will increase costs.
- None of the authorities at this point were able to quantify the funding they would need to move to a rapid rehousing approach.
- There is general resource constraint in some areas resulting in frontline staff carrying high case loads, resulting in reduced capacity to introduce additional projects. It was indicated that the lack of ringfencing on Scottish Government Homelessness Prevention money can mean that for some local authorities this budget is subsumed into other council priorities.

Allocations Policies

- Some authorities identified increasing the proportion of social lets to homeless households as both a solution to the issue of long stays in temporary accommodation and also a challenge in that there is a risk of increasing the number of households that would try to secure housing through the homeless route.
- Some local authorities in this Hub currently have a 'one reasonable offer' policy, including preferred geographic area as part of the definition of 'reasonable'. This issue is particularly pertinent given the large distances between settlements in some North & Islands local authorities. However, in pressured areas or areas with low social stock turnover this significantly increases the amount of time in temporary accommodation. To remove this definition of 'reasonable' would reduce time in temporary accommodation but there are concerns that it would also reduce the sustainability of tenancies and have a negative impact on outcomes for individuals.
- One authority in the Hub is reviewing whether their allocations policy could include couples of child bearing age being able to bid for 2 beds in order to free up 1 beds for other allocations.

'Tenancy ready'

- Some local authorities expressed a concern about moving vulnerable people into their own tenancies before they are 'tenancy ready'. It was stressed that there would need to be significant investment in adequate support being in place across dispersed locations, with one local authority questioning whether there would need to be significant training to fill a skills gap in order to provide the support for Housing First tenancies. It was also noted that commissioning officers may also need to be upskilled to successfully procure such a service.
- Where RSLs provide a large proportion – or all – of the social housing stock, their willingness in a rapid rehousing model to give settled tenancies to homeless households without evidence of them being 'tenancy ready' will be vital. Examples were provided of requiring evidence of 'tenancy readiness' through a tenant sustaining a temporary accommodation placement for a certain length of time.

Housing supply

- For all local authorities in the Hub there is a shortfall of one bedroom properties within social stock in which to rehouse homeless people. This specific gap between demand and supply in household size is the prime contributing factor to driving up the length of stay in temporary accommodation in many areas and requires urgent consideration.

- The importance of wider housing policy on the implementation of the Rapid Rehousing agenda was highlighted. The supply of new affordable homes is a key issue in the 'unblocking' of temporary accommodation in several areas. The affordability of land and investment in infrastructure projects to unlock new sites was mentioned, as was the additional costs of development in rural/ Island areas which are not met by current build subsidies.

Legislative and policy tension

- There was a strong voice of concern from authorities in the North & Islands Hub that the rapid rehousing agenda should take into account the specific needs of rural authorities and not seek to impose unilateral policy change, based on central Scotland approach. In particular, an overriding target to reduce time in temporary accommodation may result in households being rehoused at a great distance from their support networks and therefore be detrimental to their longer term outcomes.

- Some local authorities felt that there is dissonance between the thrust of the legislation, homeless prevention ethos, guidance and other messages from Government.

- Given the reluctance of some RSLs to grant an SST to households that they judge not to be 'tenancy ready', particularly in stock transfer authorities for the rapid rehousing agenda to be implemented legislative change may be needed. This could take the form of requiring RSLs to award permanent tenancies to statutorily homeless households in certain circumstances.

West Housing Option Hub

The West hub comprises

- East Dunbartonshire
- East Renfrewshire
- Glasgow City Council
- North Lanarkshire Council
- Renfrewshire
- South Lanarkshire
- West Dunbartonshire

This Hub is dominated by Glasgow which receives the largest number of homeless applications in Scotland and which has one of the most complex housing systems in the UK, as a stock transfer authority and with over 60 housing association partners. The other local authorities vary in profile from the relatively small but highly pressured markets of East Dunbartonshire and East Renfrewshire, to the larger mixed markets of South and North Lanarkshire. Appendix 1 provide the detailed data for each local authority

Demand for housing and support services

Nearly half (45%) of the total applications in the West hub originate from Glasgow. The number of acceptances where the Hub local authorities are likely to have a duty to house (homeless unintentionally) varies from 150 in East Dunbartonshire, 205 in East Renfrewshire, over 1,300 in North and South Lanarkshire Councils, to over 4,000 in Glasgow

The deprivation profile in some of the local authority areas means there is significant number of applicants with multiple and complex needs. **This could amount to up to 800 households in Glasgow, and 30 in the smallest local authority area.**

2016/17

- **12,024** total homeless applications in the year
- **9,692** households accepted as homeless or threatened with homelessness
- **8,685** households where the local authority has a **duty to find settled accommodation** [x]
- **855** households **sleeping rough** at least once in the last 3 months
- **2,717**[x] households are likely to have multiple and complex support needs

[x]Defined here as households assessed as unintentionally homeless
[x]Homeless with SMD. This is the narrowest definition of the three dimensional measure of homelessness with severe and multiple deprivation developed for the Hard Edges UK Study.

Demand for temporary accommodation

The demand for temporary accommodation has risen most dramatically in the **more pressured markets** of East Dunbartonshire, East Renfrewshire and South Lanarkshire (increases of between 100% and 200% since 2003) and the **temporary accommodation stock here continues to rise year on year**. In Glasgow, Renfrewshire, North Lanarkshire and West Dunbartonshire the stock of temporary accommodation has **reduced from its peak,** albeit with small increases over the last year.

The longest length of stay in temporary accommodation is in East Dunbartonshire in RSL ordinary accommodation, again reflecting the pressure in this market.

2016/17

- **4,000** households living in temporary accommodation [x]
- **140 days - average length of stay** in temporary accommodation
- **328 days longest length of stay** in temporary accommodation

Access to settled accommodation and flow through the homelessness system

The **vast majority** of homeless households are **rehoused in local authority or RSL housing**. In the West Hub, only 6% are rehoused in the private rented sector, one of the lowest rates of rehousing in the PRS in Scotland with a low of 2% in West Dunbartonshire and high of 14% in East Dunbartonshire.

There were almost 8,700 new accepted homeless cases in the year, and a further 4,000 households living in temporary accommodation, but **only around 5,600 or 29% of all social lets were provided to homeless households in 2016/17.**

	Proportion of all lets (including transfers) to homeless applicants 2016/17			Proportion of all lets (excluding transfers) to homeless applicants 2016/17		
	LA	RSL	ALL	LA	RSL	ALL
East Dunbartonshire	53%	33%	48%	69%	47%	63%
East Renfrewshire	55%	38%	49%	65%	46%	58%
Glasgow City	0%	23%	23%	0%	29%	29%
North Lanarkshire	30%	21%	29%	39%	24%	37%
Renfrewshire	24%	14%	20%	29%	16%	25%
South Lanarkshire	48%	30%	46%	63%	37%	61%
West Dunbartonshire	46%	35%	42%	57%	41%	51%
Average for Hub area	**37%**	**24%**	**29%**	**48%**	**29%**	**37%**

2016/17

- **Over 5,000 or 68%** of cases closed in the year were rehoused to settled accommodation
- **94%** of settled accommodation provided for homeless households was in the social rented sector, **6%** of settled accommodation was provided in the private rented sector
- There was a total of **18,887 lets in the social rented sector** in the West Hub over the year, equivalent to **8%** turnover of all social rented stock
- **29% of all social lets** were provided to homeless households
- Taking all social and private let to homeless households this represents **63% of new annual homeless demand**
- **Almost 3,000 more lets are needed annually, over 50% increase** across sectors to meet new demand each year at current demand / acceptance rates
- **Over 3,000 more lets each year are needed, or a total of around 12,400 lets to homeless households are needed annually for the next 5 years** to address newly arising annual need **and backlog** need from temporary accommodation across the area
- **65% increase in social and PRS lets** is needed to meet new demand and backlog need at current demand and supply levels
- **50% of all social lets annually** would need to be allocated to homeless households if all new need and backlog need was met by the social rented sector.
- **9,733** new social rented supply are projected 2017/18 to 2021/22

Proportions vary by area with the highest proportion of lets to homeless people in East Dunbartonshire at 63% excluding transfers, 61% in South Lanarkshire, with the lowest proportion of lets to homeless in Glasgow at 29%.

In the social rented sector, the lets to homeless households represents 63% of new annual homeless demand. This means there will continue to be an increasing demand on temporary accommodation until the **throughput of homeless households into settled accommodation increases over and above the level of new demand, so that the backlog of need can also be addressed.** This happened in one area in the West Hub in 2016/17 in East Dunbartonshire where there was 166 lets to homeless households compared to 150 unintentional homeless acceptances that year – these lets representing 111% of new cases where there was a duty to find settled accommodation.

If the ambition is to move to **rapid rehousing and minimise time in temporary accommodation,** then lets to homeless people across rented sectors will need to i**ncrease on average by 65% based on current demand and supply levels.** Increased prevention focus to manage demand could reduce the level of lets required.

This projected 65% increase is an average figure across the hub area – some areas require much higher increases

- Glasgow requires over 100% increase of lets to homeless households if it is to address annual newly arising need and the backlog in temporary accommodation
- Renfrewshire 63% increase
- West Dunbartonshire 55% increase

Others require very small increases as they are already letting a relatively large proportion of all lets to homeless households

- East Dunbartonshire 22% increase
- South Lanarkshire 33% increase

If all the new annual need, and backlog need was to be met **only by the social rented sector,** then on average across the **West Hub 50% of all social lets should be allocated to homeless households**. This ranges from 41% in North Lanarkshire, to 70% in East Renfrewshire (Table A3).

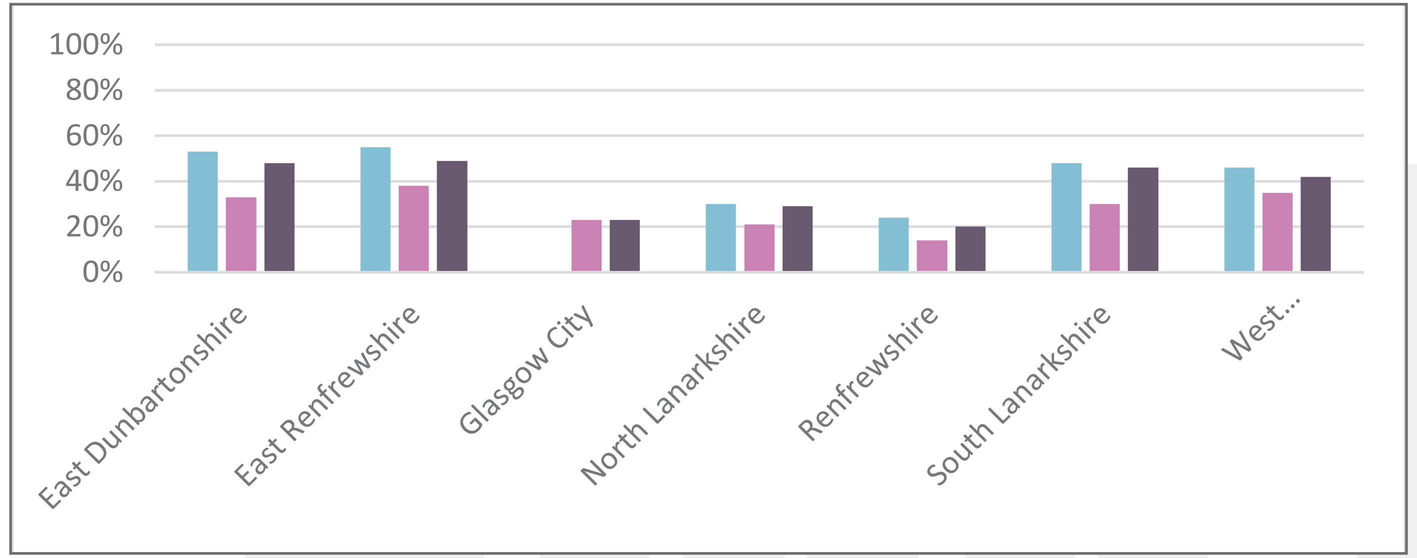


Figure: Proportion of lets to homeless households the West

	Current total lets in year to homeless PRS and SRS	Total lets needed for homeless annually for next five years **	Proportional increase in lets to meet annual new demand and backlog across sectors	Proportion of all social lets to homeless households IF social rent was to meet ALL homeless need
East Dunbartonshire	191	233	22%	67%
East Renfrewshire	165	216	31%	70%
Glasgow City	2,258	4,609	104%	50%
North Lanarkshire	1,073	1,459	36%	41%
Renfrewshire	375	609	63%	35%
South Lanarkshire	1,103	1,470	33%	64%
West Dunbartonshire	601	930	55%	66%
Total/average West	**5766**	**9,485**	**65%**	**50%**

**= existing lets to homeless+ more for new annual demand+ backlog (met over 5 years)
Note excludes unassigned lets from national providers (6.8% of lets over Scotland)

There are over 9,766 new social rent starts projected in the West hub area over the 5 years 2017/18 to 2021/22 (based on recent analysis for Shelter[x] , based on 2016/17 SHIP data). This new supply ranges from 404 in East Renfrewshire, 555 in East Dunbartonshire, 1,300 and 1,700 in North and South Lanarkshire respectively, and over 4,000 new starts in Glasgow. This new housing will increase the supply of lets to all households including those experiencing homelessness. Applying the current average of 33% lets to homeless people, then this could potentially equate to an additional 3,000 lets to homeless people nationally, and so reduce the increased proportion of lets required to tackle the volume of people living in temporary accommodation and other homeless households awaiting settled accommodation. New lets also serve to create a vacancy chain in the wider stock so for example, transfers of existing renters to family sized accommodation will free up smaller properties for other households, including homeless households.

x

Type of current temporary accommodation

Over 50% of temporary accommodation in the West hub is mainstream, furnished and based within communities provided either by local authorities, housing associations or private sector leasing schemes. There is a greater proportion of housing association temporary furnished accommodation in Glasgow (68%) due to its stock transfer status. North Lanarkshire has the highest proportion of local authority furnished accommodation (89%), but there are also high levels in East Renfrewshire and Renfrewshire. Furnished private sector leased temporary accommodation also features in East Dunbartonshire and South Lanarkshire although these are reducing due to availability of landlords who are looking for higher rents than are available through the Local Housing Allowance.

Five local authorities have most recently used B&B, dominated by Glasgow at 143 bedpaces in 2016/17. East Dunbartonshire has a relatively high usage for the size of the authority (27 bedspaces in 2016/17), with East Renfrewshire, South Lanarkshire and West Dunbartonshire have very small usage, used as a last resort. East Dunbartonshire and Glasgow both showed average length of stay in B&B of around a month during 2016/17, whereas the other authorities that use B&B indicated up to a week.

Local authority and other hostels are used in five out the seven areas. With the exception of Glasgow these are all small to medium typically sized 10-20 bedspaces, predominantly individual bedrooms with shared common space. Some hostels have self-contained flats although these are probably better categorised as supported accommodation. In Glasgow there are 17 buildings categorised by the Council by interim or emergency hostel accommodation ranging in size from 9 bedspaces/rooms to 61 bedspaces/rooms although the smaller accommodation is the exception with the majority of these hostels being large at over 20 bedspaces, with an average of 30 bedspaces in each building with the largest hostel having 61 bedspaces.

Supported Accommodation

All seven local authorities use supported accommodation. With the exception of Glasgow, again these are small ranging from 4 to 15 flats in blocks. They are a mix of individual bedrooms with shared common space, and self-contained flats, supported from 24 hours 7 days a week down to concierge services. In Glasgow there are 473 bedspaces/bedrooms across 33 different buildings ranging in capacity from 6 to 40 people, and typically the size of supported accommodation is larger than the other Hub local authorities.

*It should be noted that there is some inter-changeability of the terms 'hostel' and 'supported accommodation', and in several local authorities we found that the published HL2 data on temporary accommodation did not align with the data we were provided for this survey. This is partly associated with the Housing Benefit definition of hostel. Comparing the HL2 data and the figures provided by the local authorities suggests an understatement of the number of hostels in the HL2 data – however, some of the other categories may include these properties. It is recommended that HL2 be reviewed to make a clearer distinction between hostels and supported accommodation.

Housing First is currently provided in three of the local authorities over 92 tenancies. The largest provision is in Glasgow, followed by Renfrewshire and East Dunbartonshire.

2016/17

- **50%** of temporary accommodation is temporary furnished mainstream housing provided by local authorities
- **4%** is local authority other
- **13%** is housing association owned some of which is furnished mainstream, other is supported accommodation
- **9%** is local authority hostels
- **4%** is other hostels
- **4%** is bed and breakfast accommodation
- **1%** is women's refuges
- **16%** is other

B&Bs
- **174** bedspaces
- **5** local authorities using B&B

Hostels
- ***530** bedspaces
- **5** local authorities
- **Size range** from 9 bedspaces up to 61 bedspaces

Supported accommodation
- **747** bedspaces
- **7** local authorities
- **Size range f**rom 2 to 40, median of 10

Housing First
- **92** Housing First
- **3** local authorities

Plans for temporary accommodation profiles and rapid rehousing

Type of temporary	Current supply	Plans in place for change
Temporary Furnished	**2700+**	There are at least 2,700 TFF in this hub (actual current figures were not provided in one LA, so this is estimated from HL2 figures). In all LAs there is a continuing commitment to TFFs, but in the more pressured and smaller LAs there is a limit to increasing this supply due to the desire to maximise move on settled accommodation
Bed and breakfast	**174**	Used mainly for very short term emergencies, with exception of Glasgow and East Dunbartonshire. One LA moving to service level agreement due to ongoing need for B&B.
Hostels	**536**	Dominated by Glasgow, with other LAs concentrating on small numbers for interim and emergency. No plans outwith to reduce supply, and one considering increasing, although definitions blurred with supported accommodation.
Supported accommodation	**747**	Range of different plans to increase or redesign provision to make more tailored around specific needs
Housing First	**92**	Need in Glasgow identified for potentially 300 people. Of these 200 are being planned with social bite. There is need identified in one other LA for 8 more Housing First tenancies in addition to its current provision.

Assertive outreach

- Assertive outreach is a key feature of Glasgow's homelessness strategy, targeted towards rough and street sleepers.
- Some of the LAs in this Hub do not see the need for assertive outreach due to low numbers of rough/ street sleeping, although a number of local authorities do offer home visits for Housing Options appointments.

Housing First

- There are plans for large increases in Housing First in Glasgow – with the City Council seeing potential for up to 300 tenancies, and are working with Social Bite for 200 tenancies. There is a desire for a further eight tenancies in one other LA but there are funding constraints.

Hostel accommodation

- Most LAs see the need for some form of emergency and supported hostel accommodation; the majority being small in size and supported.
- One LA wants to increase its hostel provision (small, supported although could be defined as supported accommodation) as it sees the need for emergency/interim accommodation to avoid B&B.

B&B usage

- There is a strong objective for LAs that use B&B to minimise or eliminate its use. In one area there is consideration of more hostel / emergency access to remove reliance on B&B for short stay as there are no other options or flexibility in the local housing system.

Supported accommodation

- Two LAs have plans in place to increase / remodel supply of supported accommodation where there is currently no local provision.
- Another LA is commissioning additional supported accommodation for complex needs in addition to Housing First. Housing First has been successful but will not be suitable for all people with complex needs.
- There is a common view that there is a valid place for supported accommodation of the right type and size, with the right support.

Temporary furnished flats

- Generally, converting temporary furnished flat tenancies to Scottish Secure Tenancies is used infrequently due to cost (cost of backfilling the converted flat with another furnished temporary flat), or lack of demand from tenants as the property may not be in the right location.
- It has been used by a minority of LAs were its suits the tenants.

Plans for temporary accommodation profiles and rapid rehousing - West Hub

Use of the private rented sector for temporary

- Use of PRS and Rent Deposit Guarantee Schemes varies with market demand / pressure strongly influencing ability to use the sector.
- It is acknowledged in some areas that more could be done to promote/navigate the PRS by Housing Options staff.
- One local authority makes heavy use of the PRS for temporary and settled accommodation (Section 32a) which takes off some of the pressure of use of the social rented sector. It uses 'Local Pad' website in conjunction with the rent deposit scheme and plans to use this more.
- Homes for Good in Glasgow is a significant PRS provider for vulnerable households and has entered a partnership with the City Ambition Network / Glasgow City Mission for providing Housing First in the PRS.

Psychologically informed environments

- The concept of PIE is not universally understood. A minority of LAs referred to taking this approach in its supported accommodation, or that they are moving in this direction.
- Other approaches / innovation
- One LA is promoting sharing accommodation for settled accommodation, encouraging clients to use a sharing 'app' for this purpose.

How to move to a rapid rehousing approach

Funding and partnership working

- All LAs discussed the funding challenges associated with a Housing First approach and generally with securing housing support. Associated with this most LAs discussed the challenges of securing input and commitment from health and social care partners to meet homeless priorities.

- None of the LAs had quantified exactly what it would take in funding to move to a rapid rehousing approach, many suggesting it was 'too early days' or 'couldn't hazard a guess'.

- LAs all identified their general resource constraint and requirement for savings / efficiencies, and the pressure that puts them under for housing support, especially as in most LAs the housing support funding is not internally ring fenced.

- Concerns were expressed around the sustainability of Housing First – while the Social Bite initiative is welcomed, there are concerns about what happens after the initial funding period, and the ability of LAs to mainstream the funding commitments.

Increasing lets to homeless applicants

- Some LAs identified increasing lets to homeless households as a potential political challenge if the consequence of rapid rehousing meant allocating large proportion of housing to homeless people, although others felt this inevitably would be a large part of the rapid rehousing solution. Any Scottish Government policy statement and support for this shift would be welcome to assist the policy shift required at local level.

- It is acknowledged in Glasgow (as stated in public reports) that the difficulty in accessing accommodation does not rest solely with housing providers, but also relates to the Council's process of moving people that have been homeless through the homelessness and housing system. Process and efficiency is a key part of the change required in Glasgow.

- However, there is a common theme that access to more social housing lets is required, particularly from the housing association sector, and a possibility that housing targets should be set, and enforced with the assistance of the Regulator.

- A minority of LAs in this area are successfully making use of the private sector to take some of the pressure off the social sector.

Tenancy ready'

- It was reported that there is a requirement from some housing providers for potential tenants to be 'tenancy ready'; some LAs identify this as a barrier to rapid rehousing, but there is also the challenge of funding and partnership working (noted above) in ensuring that suitable support is available for those tenants that do need it, so they can be rehoused as quickly as possible.

- Many LAs argued that the requirement for 'tenancy ready' before section 5 or nominations are made needs to stop.

Suitability of volume of new housing supply

- Most LAs argued that there is a shortfall of one bedroom properties in which to rehouse homeless people, the majority of whom tend to be smaller households.

- It was also noted that there are tensions around the size and type of supply needed and the new build development programme not matching demand.

Legislative and policy tension

- There is a call for more consistency between homelessness legal framework, guidance and regulation which should provide greater emphasis and support on prevention and managing demand.

- It was noted that Local connection works against areas of pressure on the fringes of the city where it is claimed people are pushed out or not allowed to apply in Glasgow due to strict local connection criteria e.g. if working part time in Glasgow you have no local connection. This argument work in reverse for Glasgow, potentially increasing homelessness demand.