

Agenda Item 13

Rapid Rehousing Transition Plan



Title/Subject: Rapid Rehousing Transition Plan
Meeting: Integration Joint Board
Date: 7 June 2019
Submitted By: Director of Corporate and Housing Services, Falkirk Council
Action: For Noting

1. INTRODUCTION

- 1.1. The purpose of the report is to inform the Integration Joint Board of the development of Falkirk's Rapid Rehousing Transition Plan (RRTP).

2. RECOMMENDATION

The Integration Joint Board is asked to:

- 2.1. note Falkirk's 5 year Draft Rapid Rehousing Transition Plan attached at appendix 1
- 2.2. note the Head of Housing will provide updates and progress to the IJB on the RRTP.

3. BACKGROUND

- 3.1. In October 2017 The Homelessness and Rough Sleeping Action Group (HARSAG) was established to provide recommendations to Scottish Government Ministers on actions and solutions needed to eradicate rough sleeping whilst transforming the use of temporary accommodation in Scotland. The groups initial purpose was to address the challenge of what can be done to reduce and minimise rough sleeping over winter months however it also considered:
- How can we end rough sleeping?
 - How can we transform the use of temporary accommodation?
 - What needs to be done to end homelessness?
- 3.2. A series of meetings and themed reports were undertaken and HARSAG published a final report "Ending Homelessness" with 70 recommendations to ensure the commitment to eradicate homelessness in Scotland is met.
- 3.3. One key recommendation within the report was that all local authorities should prepare a Rapid Rehousing Transition Plan. This should take a housing led approach toward rehousing people that have experienced homelessness ensuring that they reach a settled housing option as quickly as possible rather than having



lengthy stays in temporary accommodation. In addition to this local authorities were asked to consider how a housing first approach could be delivered within their areas to help some of our homeless clients with complex and multiple needs.

- 3.4. The Scottish Government subsequently set out guidance in June 2018 to assist local authorities in developing their [Rapid Rehousing Transition Plans](#) by December 2018 with a £50 million fund nationally to support homeless prevention over the next five years. The RRTP guidance states that local authorities, health and social care partnerships and housing providers should work collaboratively to develop, implement and resource their RRTP's in their area. It is important to note that each local authority will have its own set of priorities and considerations to achieve rapid rehousing and therefore the objectives of RRTPs will vary across each authority.
- 3.5. In line with national guidance, the first draft of Falkirk's RRTP was submitted to the Scottish Government on 21 December 2018.

4. HOUSING FIRST AND RAPID REHOUSING TRANSITION PLANS

- 4.1. The Scottish Government has emphasised that local authorities must work towards reducing the trauma that homelessness creates for individuals and families. By rapidly rehousing households and taking homelessness out of the equation it not only reduces the burden on homeless services but has a direct impact on health, police services, criminal justice services and mental health services as households are stabilised quickly and appropriate provision is embedded within their support plans.
- 4.2. As part of RRTPs Local Authorities have also been asked to consider how a Housing First approach could be delivered within their area to address the multiple needs of some of our most complex homeless clients. These individuals will have a history of repeated homelessness, drug and alcohol issues or mental health issues and experienced previous intervention methods such as "housing last" that have not worked for them. By providing secure and permanent homes with an intensive wrap around person centred support, "Housing First" will assist these individuals to resettle quickly into a community and start to rebuild their lives. This will be achieved by developing a multi agency approach to address their issues whilst providing a secure and permanent home.
- 4.3. Housing First was initially launched in America in the 1990s to assist rough sleepers with mental health problems who had frequent stays in psychiatric hospitals. Housing First models have demonstrated a number of positive outcomes. These include:
 - An increase in tenancy sustainment for those with complex needs (80-90%)
 - Improvement in mental health and physical wellbeing
 - Increase in contact with family and involvement with the local community
 - Decreasing involvement in criminal activity and antisocial behaviour
 - Improved cost effectiveness of service delivery and cost savings.

- 4.4. The table below provides evidence gathered by CRISIS that illustrates that people who experience homelessness cost on average £34,516 per person across a number of statutory services. [Crisis Better Than Cure 2016](#)

Cost	Estimated Average Per Person	Estimated Annual Spending
Drug and Alcohol services	£1,320	£113,584
Mental Health	£2,099	£180,560
NHS	£4,298	£369,660
Criminal Justice	£11,991	£1,031,272
Homeless services	£14,808	£1,273,488
Total	£34,516	£2,968,564

- 4.5. For organisations involved with Housing First it is estimated that current spending of £34,516 could be reduced to £7,500 with an overall saving of £27,000 for each individual. In Falkirk we have estimated that there would be around 51 individuals that would be suitable for the housing first programme which could potential bring savings of around £1,377,816 across multiple services each year. This will allow services to place investment in the continuation of a Housing First Model in the Falkirk area once the five year 'Ending Homelessness' funding stream from the Scottish Government has been exhausted. It will also allow services to refocus service delivery to prevention services and alleviate the pressure on primary care and emergency services.
- 4.6. To move Falkirk's Rapid Rehousing Plan forward and develop a Housing First approach, Housing Service will work with the Health and Social Care Partnership and partner agencies and services to determine the practical resources to assist the Housing Service to implement the model.
- 4.7. To achieve this an RRTP Strategic Steering Group will be established to assist with introducing Housing First and Rapid Rehousing to the Falkirk area. The group will have a strategic membership including the representative of the HSCP to ensure that the Falkirk's Rapid Rehousing Plan achieves its objectives and delivers the desired outputs that will benefit services users, agencies and statutory providers.
- 4.8. The group will consider and support the internationally recognised principles of the Housing First approach for Falkirk's own Housing First programme:
- People have a right to a home
 - Flexible support is provided for as long as is needed
 - Housing and support are separated
 - Individuals have choice and control
 - An active engagement approach is used
 - The service is based on people's strengths, goals and aspirations
 - A harm reduction approach is used.

- 4.9. We have already built firm foundations for Rapid Rehousing and Housing First through our strategic approach with our [Housing Contribution Statement](#) and the [Strategic Needs Assessment](#). Once Falkirk's RRTP is approved by Scottish Government the final version will be approved by Council Executive as part of the Local Housing Strategy update.

5. CONCLUSIONS

- 5.1. Evidence demonstrates that the success of a Housing First model is routed in the provision of a flexible person centred approach with the commitment of all agencies for as long as the individual requires it.
- 5.2. Scottish Government Guidance for the development of [Rapid Rehousing Plans](#) recognises the clear role that health and social care services has to help households live independently in their own homes in community settings and contribute to the achievement of Rapid Rehousing and Housing First.

Resource Implications

To assist Local Authorities to resource the actions laid out within their local RRTPs the Scottish Government has pledged £2m to assist with their development and an additional £15m will be released to support the transition of plans and the implementation of Housing First models over the five years.

Falkirk Council has already received £57,000 to assist with the development of its RRTP and final discussions with COSLA and the Scottish Government are ongoing to determine the final funding settlement for all local authorities from the 'Ending Homelessness' fund.

Until funding has been confirmed from the Scottish Government, the actions detailed within the RRTP, and in particular the development of a Housing First Service, cannot be achieved within existing budgets. Any further resource allocation would be expected to come from current resources from the council and partner agencies. We have indicated that we will require £1.6 million to carry out the actions outlined within our RRTP. If we are unable to source additional funding from the Scottish Government Ending Homelessness fund then we will need to consider where we can achieve this outcome from other resources and also how we achieve long terms and sustainable funding options beyond the life of the plan and the 'Ending Homelessness' Fund.

This is a five year plan which will be reviewed annually and may be subject to change to assist in dealing with any new areas of priority that arise.

Impact on IJB Outcomes and Priorities

The RRTP is in line with the IJBs outcomes and priorities.

Legal & Risk Implications

Falkirk Council has a statutory duty to ensure that its residents receive an emergency homelessness service and ensure that those who are homeless are rehoused under the Housing (Scotland) Act 1987 as amended.

In addition the National Health Service recognises access to primary health care as a human right and identifies the following fundamental social determinants of health that affect the health and wellbeing of an individual:

- housing
- education
- employment
- social support
- family income
- our communities
- childhood experience
- access to health services.

Consultation

A consultation event was held for stakeholders in October 2018 to introduce and inform the development of Falkirk's RRTP and initial consultation was undertaken with service users through Glasgow Homelessness Networks [‘Aye we can’](#) Research project. Further consultation will be undertaken as part of the development of the plan and as part of the required Equalities Impact Assessment within the RRTP.

Equalities Assessment

As part of the RRTP submission to the Scottish Government local authorities were to include an Equalities Impact Assessment that includes socio economic inequalities.

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Date: 27 May 2019

List of Background Papers:

Appendix 1: Falkirk Draft Rapid Rehousing Transition Plan 2019-2024

Falkirk Council

Rapid Rehousing Transition Plan

2019/20 – 2023/24

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1) Foreword

In the past ten years there have been a number of changes to practice and policy in Scotland that has resulted in the reduction of homelessness in many Local Authorities. The introduction of the housing options approach¹, the abolishment of Priority Need² and the restrictions placed upon the use of unsuitable accommodation³, such as bed and breakfasts, have all put the needs of households who are experiencing homelessness at the forefront. We are now embarking on the next steps towards strengthening the rights and approaches in tackling the issues of those who are the most vulnerable in our communities.

This Rapid Rehousing Transition Plan will

- Set out the local housing market and homelessness position
- Provide a baseline position of temporary accommodation supply and demand
- Detail Falkirk's vision for the provision of temporary accommodation over the next five years
- Detail what support needs are required to enable rapid rehousing
- Present a comprehensive action plan on how we will achieve our vision for our Rapid Rehousing Transition Plan including resourcing the plan

Falkirk's Rapid Rehousing Transition Plan will provide the foundations to ensure that we can build strong partnerships to meet the needs of individuals with complex and multiple needs. We believe that we can change the cycle of homelessness for these individuals. We will increase our commitment to ensure those in housing need find the fastest route to secure and safe accommodation to help them resettlement in their new homes as quickly and successfully with the support they need to do so.

But we can't do this alone. Housing Services in Falkirk will build the foundations of a Rapid Rehousing Transition Plan and encourage our key partners and stakeholders to follow and commit with us. The evidence gathered from the Homeless and Rough Sleeping Action Group (HARSAG) has recognised the importance of collaborative working and acknowledges the achievements that can be realised when organisations work together. Falkirk is committed to this approach and this transition plan will start the groundwork towards a positive relationship with partners to help prevent and alleviate homelessness in the Falkirk area.

¹ Housing Options Guidance joint guidance from Scottish Government and COSLA setting out the principles on which any effective Housing Options service should be based and the outcomes it should achieve.

<https://www.gov.scot/publications/housing-options-guidance/>

² <https://www.legislation.gov.uk/sdsi/2012/9780111018187>

³ <http://www.legislation.gov.uk/ssi/2017/273/contents/made>

2) Introduction

Over the last decade, social housing and its tenants have encountered a number of obstacles. Welfare Reform has introduced the freezing of Local Housing Allowance, benefit caps for low-income families and Universal Credit. In addition, average rents in the private-rented sector have increased, and demand for social affordable housing has grown and outstripped supply. The future does not look any better, as housing options for those on low incomes or in receipt of housing benefit are becoming limited. Financial vulnerability and levels of poverty are increasing.

Despite these challenges, there have been some achievements of the past decade and these have provided the stepping stones towards an ambitious aims of the Homeless and Rough Sleeping Action Group to end homelessness in Scotland.

The Scottish Government set up the Homelessness and Rough Sleeping Action Group (HARSAG)⁴ in October 2017 to recommend short and longer term solutions to eradicate rough sleeping and homelessness, and to transform the use of temporary accommodation in Scotland. The HARSAG was asked to shape its recommendations around the following four questions:

1. What can be done to reduce rough sleeping this winter?
2. How can we end rough sleeping?
3. How can we transform the use of temporary accommodation?
4. What needs to be done to end homelessness?

As part of HARSAG's work, they commissioned a report to consult with people who had a lived experienced of homelessness. The 'Aye We Can' report (which included participants from the Falkirk area) presented its findings through the Housing Option Hub areas⁵. The priorities identified in the East hub area were:

- Focus on making sure homeless households get a home of their own as quickly as possible with all the support they need;
- Make sure there is local, easy-access accommodation to prevent rough sleeping, but avoid using B&B accommodation which is often poor quality with strict rules;
- Make flexible support accessible , particularly support that focuses on people's assets, building positive relationships and self-esteem with delivery by highly skilled staff;
- Do more to stop people becoming homeless in the first place and don't stop working with people described as 'difficult to engage';
- Have enough affordable housing locally so people don't have to move away from their communities.

These priorities will be at the heart of Falkirk's RRTP.

⁴ <https://www.gov.scot/groups/homelessness-and-rough-sleeping-action-group/>

⁵ <https://www.gov.scot/policies/homelessness/>

Rapid Rehousing

The HARSAG works from the core principle that tackling homelessness means everybody being housed and that this is done quickly. This is called rapid rehousing.

Rapid rehousing is about rehousing those who have experienced homelessness as quickly as possible, reducing the time and trauma of being in temporary accommodation. Although prevention will be at the heart of Falkirk's transition plan, we will not be able to prevent all homelessness. Where we cannot prevent homelessness then the focus on rapid rehousing will mean that

- A settled, permanent housing outcome is achieved as quickly as possible
- That time spent in temporary accommodation is kept to a minimum and multiple moves within this are avoided
- That temporary accommodation meets the need of the household, taking into account their housing and support needs.

For those who have complex and multiple needs beyond housing they will be supported by

- Implementing a Housing First approach
- Providing trauma informed accommodation, where permanent accommodation and Housing First support is not suitable.

The cornerstone recommendation from HARSAG was for local authorities to plan a transition to a rapid rehousing approach within an initial five year planning cycle. Rapid Rehousing Transition Plans (RRTP) will describe how to redress the local balance of temporary and settled housing options to align with this new vision of Rapid Rehousing, initially over the recommended five year cycle.

Since the launch of the transition plans from the HARSAG group, Falkirk has been working closely with its partners particularly those who are supporting those who are currently homeless or at risk of homelessness. A stakeholder event was held for partners introduce the theory and ethos of RRTPs. Working groups have subsequently been established to assist with the implementation of our plan.

The RRTP has been developed taking into consideration the Strategic Outcome Local Delivery (SOLD), the Local Housing Strategy (LHS) and the Strategic Housing Investment Plan (SHIP).

With their assistance, Falkirk's Rapid Rehousing Transition Plan is clearly focused around the values that place prevention at the core and breaking the cycle of homelessness.

To achieve this we are clear that things need to change. Homelessness can no longer be a housing option. It will be a last alternative for those with no further housing options and will not be considered lightly.

Our Rapid Rehousing Transition Plan will work toward the vision that we will

- Rehouse those who are homeless as quickly as possible
- Reduce the time spent in temporary accommodation and limit the number of moves

- meet the needs of those who have complex and multiple needs we will commit to the development of a housing first approach through a partnership approach

Our core Objectives for our action plan will be:

1. The prevention of homelessness in the first place
2. Clear housing support pathways for at risk or who have experienced homelessness
3. Increase access to settled accommodation
4. Fit for the future temporary accommodation
5. Improving the health and wellbeing of those affected by homelessness

1) The prevention of homelessness in the first place

Prevention will be at the heart of our transition plan as well as reducing recurring homelessness and making any experience of homelessness a singular experience.

We will ensure that anyone leaving an institution or care will have suitable housing option to return to. We have already developed clear housing option pathways for young people leaving care. We have a dedicated resource that assists those incarcerated from the Falkirk area, ensuring that we can commit and achieve better outcomes for those liberated from prison under the SHORE⁶ standards. We will continue to support and build on the success of this service by extending the provision that we currently offer.

2) Clear housing support pathways for at risk or who have experienced homelessness

Ensuring that people have access to ongoing support when they move on to their own tenancies is fundamental. Through appropriate resettlement services we will ensure that anyone struggling to maintain or moving into their tenancy for the first time are positively assisted to sustain their tenancies.

We will offer people who have experienced long-term repeated homelessness access to whatever support or treatment is needed in their local community through a Housing First model. We will ensure that this support is delivered in a flexible and person-centred way to help reduce the risk of another period of homelessness.

For those who have identified needs within the community, we have been working with our Alcohol and Drugs Partnership to launch a new service called Recovery Housing for those who are recovering from, or have problematic substance misuse. This is a very small project of two placements within an existing housing support project but we hope that this will allow us to look at how these individuals could be considered for a Housing First model.

3) Increase access to settled accommodation

In order to increase access to settled accommodation, we will review the impact of our choice based Allocations Policy on people who are at risk of homelessness and in the most

⁶ Sustainable Housing on Release for everyone <http://www.sps.gov.uk/Corporate/Publications/Publication-5363.aspx>

housing need. We will adjust our approach to best meet this demand appropriately and therefore reduce the time that any households needs to spend in temporary accommodation.

We will ensure that people can access affordable good quality homes by working with private and social landlords to develop different housing options.

4) Fit for the future temporary accommodation

We will continue to ensure that, where temporary accommodation is required, that it is of a suitable standard and that it is used for the shortest time possible. We will develop a temporary accommodation strategy that will be reviewed on an annual basis, to ensure that we continue to meet the needs and demands of our service users and changing demographics.

5) Improving the health and wellbeing of those affected by homelessness

We will enable households to feel at home in their new accommodation by addressing basic needs such as furniture and flooring. We will connect people to local services, physical and mental health services, education, cultural and leisure activities, training, volunteering and employment opportunities.

Whilst developing our objectives, we will commit to involving those who have experienced homelessness to help identify barriers, and assist in designing future services and approaches to support resettlement and connect people to their new communities.

3) Reference to other Strategic documents

This section sets out how the RRTP links to our other relevant strategies, including our Council-wide objectives and those specific to Housing Services.

Firstly, the vision of Falkirk's Strategic Outcome and Local Delivery Plan (SOLD) is that Falkirk is "The Place To Be". From looking at evidence, speaking to communities and identifying persistent and pervasive issues within communities, SOLD identified four key priorities, as follows:

1. Improving mental health and wellbeing
2. Maximising job creation and employability
3. Minimising the impact of substance misuse
4. Addressing the impact of poverty on children

These priorities link predominantly to the first and fifth key objectives of our RRTP, by helping to prevent homelessness and also improving the health and wellbeing of those affected by homelessness. By doing so, this should have improved outcomes beyond housing for people in the Falkirk area, which we would hope to be evidenced through work with our key external partners.

This then also links to the Falkirk Integrated Strategic Plan 2016-2019, which sets out proposals for health and social care integration. The Housing Contribution Statement sets out housing's role in health and social care integration. This will be updated in 2019 and will take account of actions from the RRTP and in particular support, and access to support from mental health and addiction services.

In addition, we have the Towards a Fairer Falkirk Strategy, which looks at tackling the root causes of poverty in our area and mitigating its effects. There are a number of aims relating to Housing in this policy, specifically preventing and alleviating homelessness where possible, and providing support to vulnerable people in their homes.

From a Housing perspective, our Local Housing Strategy (LHS) 2017-2022 was approved by Executive in August 2017. It provides housing outcomes to address housing need and demand locally. Six priorities were identified by the LHS and are set out below:

1. Increasing housing supply
2. Creating sustainable communities
3. Improving access to housing
4. Providing housing and support to vulnerable groups
5. Tackling fuel poverty, energy efficiency and climate change
6. Improving house conditions

The main priority from the LHS which the RRTP impacts is Improving Access to Housing. There are three outcomes that feed into this priority and they are:

1. Housing advice is provided to those at risk of homelessness
2. People can access temporary accommodation and supported accommodation as required

3. Tenancy sustainment is improved

The Strategic Housing Investment Plan (SHIP) sets out the strategic investment priorities for affordable housing over a 5 year period to achieve the outcomes set out in the LHS. Falkirk's SHIP 2019/20 – 2023/24 was approved by Executive in October 2018. Addressing homelessness is a key consideration for developing and delivering the SHIP. R RTP plans will be an integral part of the SHIP process in the future.

Going forward, R RTP plans will both be informed by, and be an intrinsic part of, all relevant strategies across Housing Services and the Council as a whole, to ensure that they achieve the best outcomes possible. A summary of these strategies is below.

Table 1: Strategic documents linked to R RTP

Strategic Document	Purpose of Document	Impact on R RTP
Falkirk Council Corporate Plan 2017-22	Sets out what the Council aims to achieve for the area in this five year period.	Provides a framework for the Council's objectives, including SOLD (as below).
Strategic Outcomes and Local Delivery Plan (SOLD) 2016-2020	Community Planning Partnership document giving key priorities and outcomes to be achieved across the area.	Informs the development of the R RTP, and successes from the R RTP will help achieve these priorities.
Falkirk Integrated Strategic Plan 2016-19	Sets out proposals for how health and social care will be integrated across the area, including a Housing Contribution Statement to this.	Future updates will take account of actions from the R RTP
Towards a Fairer and More Equal Falkirk – Falkirk Equalities Outcome and Mainstreaming Report	This outlines how the Council will ensure people (including service users and employees) are not discriminated against.	This provides a framework for equalities issues within the R RTP.
Towards a Fairer Falkirk – Tackling Poverty & Inequalities 2011-21	To reduce poverty and inequality in the area.	Actions from the R RTP will help improve the housing outcomes named in this.
Falkirk Children's Commission Integrated Children's Services Plan 2017-20	To show how we are working for the best outcomes for children and their families, using SOLD priorities.	Works alongside the R RTP and SOLD on improving outcomes for young people.
Falkirk Community Justice Outcomes Improvement Plan 2017-20	To prevent and reduce offending, and improve outcomes for those with convictions, and those affected by crime.	Informs the development of the R RTP, and successes from the R RTP will help achieve these priorities.
Local Housing Strategy (LHS) 2017-22	Sets out how we will address housing needs and demand in the next five years.	The R RTP will complement the existing priority of Improving Access to Housing within this.
Strategic Housing and Investment Plan (SHIP) 2019/20–2023/24	Sets out our strategic investment priorities for affordable housing over the next five years.	R RTPs will form an integral part of SHIPs in future, as addressing homelessness is a key priority within this.

4) Local Housing Market and Homelessness Context

a) Local Housing Market and housing need and demand

Falkirk is situated in the centre of Scotland, equidistant between Glasgow and Edinburgh at the middle of the motorway network. It covers an area of 112 square miles and it has a growing population which in 2016 stood at 159,380, making it the 11th largest Council in Scotland.

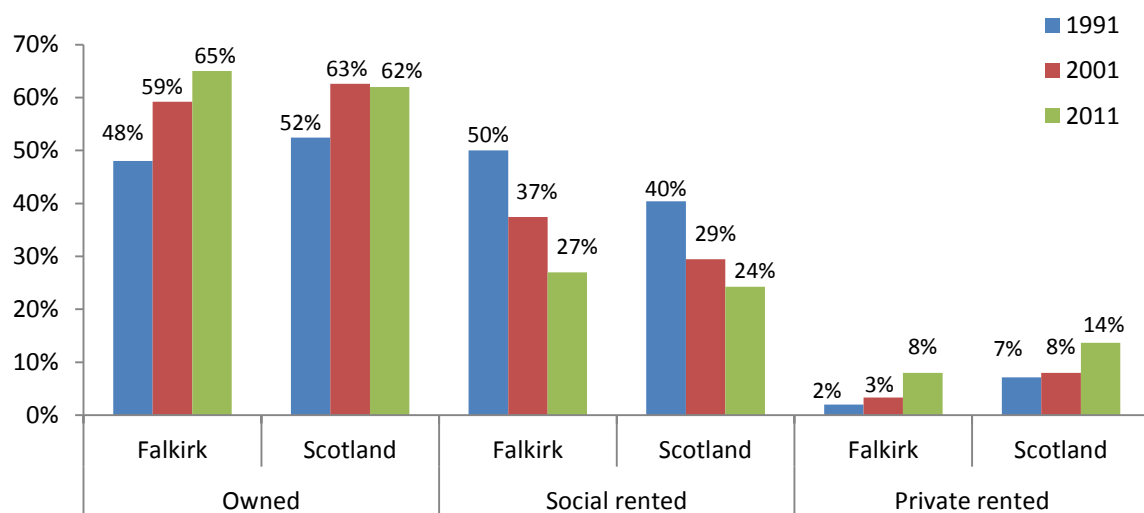
In 2016, there were 71,072 households, a 6.7% increase over the last decade. Locally, households are projected to increase by 15.5%, and its population by 8.1% over the period 2016-2041. The largest household type in 2016 was single person households, which are projected to increase by 28.5% by 2041. The biggest increase is expected to take place in people over retirement age, with the number aged 65+ projected to increase by 56% and those aged 85+ projected to increase by 119%. The average household size is also projected to fall to 2.07 in 2041, which will mean more demand for smaller properties.

As can be seen from Figure 1, there have been major changes in tenure locally and nationally between 1991 and 2011. The social rented sector in Falkirk has reduced by 23 percentage points, mainly due to the impact of the “Right to Buy” resulting in a loss of around 17,000 social housing dwellings. The percentage of people in Falkirk living in the social rented sector at 27% is still higher than the Scottish average of 24%.

The Owner-Occupied Sector locally has increased by 17 percentage points (16,584 dwellings) to 65% in the last 20 years. This is higher than the Scottish average of 62%.

The Private Rented Sector (PRS) locally has increased by 6 percentage points in the last 20 years to 8%. Most of the growth has been seen in the last ten years with an increase of 4,425 private rented dwellings in the area. This is still much lower than the Scottish average of 14%. We are unsure why this is but this has been a historical trend.

Figure 1: Changes in Tenure in Falkirk and Scotland 1991-2011



The cost of housing remains an issue for people in the Falkirk area. The Housing Need and Demand Assessment (HNDA) identified that the median house price in Falkirk in 2014 was £115,000. This compares to the median gross income of full time workers of £26,333. For a first time buyer to afford to buy a property at the median price it would mean a 17% (£19,550) deposit and then borrowing up to 3.5 times income. Therefore if the person saved £200 a month, it would take them just over 8 years to save the deposit.

Falkirk Council's HNDA was agreed as robust and credible by the Scottish Government's Centre for Housing Market Analysis in August 2016. The HNDA estimates the future number of additional homes needed to meet existing and future need and demand. It used a methodology that included the number of homeless applicants, the number of concealed/overcrowded households and the number of households that require support or a specialist form of housing to identify the number of households in existing need.

Using this calculation a figure of 766 households in existing need was identified, 312 of which were homeless. The majority of these households would be unable to meet their needs within the existing housing market and would require social or below market rent accommodation.

The annual housing need estimate from the HNDA is shown in Table 2 and is broken down by different tenures. It estimates that there are an additional 219 affordable units required annually. The Falkirk area has the highest requirement for housing across all tenures whereas Bo'ness has the lowest requirement.

Table 2: Estimate of annual additional houses required by tenure and housing sub market area

	Owner Occupation	Private Rent	Below Market Rent	Social Rent	Total
Polmont & Rural South	27	24	14	33	99
Falkirk	53	25	22	82	182
Denny & Bonnybridge	32	16	13	30	92
Bo'ness	19	10	8	19	56
Grangemouth	24	12	10	24	69
Stenhousemuir Larbert & Rural North	27	21	14	31	93
Total	182	109	81	219	591

Source: Falkirk Council HNDA

Although the HNDA identified the need for an additional 219 social rented units it was felt that taking account of the resources available in terms of the Affordable Housing budget and the projects coming forward in the Strategic Housing Investment Plan, that this was not a realistic target. Therefore table 3 shows the housing supply target and highlights a target of 123 social rented units and 368 owner occupied units annually. The table also highlights the annual target of 100 empty private properties to be brought back into use.

Table 3: Housing Supply Target

	Annual
Owner Occupation	368
Empty Homes to be Brought Back into Use	100
Social Rent	123
Total	591

Source: Falkirk Council Local Housing Strategy 2017-2022

The Council has been collecting information from local papers and web sites on properties advertised for private rent. Table 3 highlights information on the average private rent by house size and housing sub market area in 2017 from the database. It shows that overall the highest average rents are to be found in Polmont and Rural South and Stenhousemuir, Larbert and Rural North. The lowest average rents are to be found in Bo'ness and Grangemouth.

Table 4: Average monthly rent for Private Rented Accommodation by Bedroom Size and Housing Sub Market Area and LHA rate by Bedroom Size

Area	1 Bed	2 Bed	3 Bed	4 Bed	5 Bed
Bo'ness	£381	£489	£603	£813	
Denny & Bonnybridge	£413	£468	£621	£867	
Falkirk	£369	£470	£604	£1,027	£1,574
Grangemouth	£382	£441	£654	£790	
Polmont & Rural South	£398	£511	£725	£1,036	
Stenhousemuir/Larbert/Rural North	£409	£531	£652	£813	£1,241
Total	£377	£480	£632	£954	£1,369
LHA Rate	£363.61	£448.76	£548.51	£787.80	

Source: Falkirk Council Private Rent Database, Scottish Government

Table 3 also shows the LHA rates for Falkirk. When the LHA rate is compared to average rents it highlights that private rents are for the majority of bedroom sizes and sub area higher than LHA rates. These differences can range from £5.39 in Falkirk for a one bed property to £248.20 in Polmont and Rural South for a four bed property. This has implications for tenants who have to pay their rent shortfalls from their income or benefits. To avoid falling into arrears they have to move to cheaper areas.

The Strategic Housing Investment Plan (SHIP) is developed annually in collaboration with Registered Social Landlords (RSLs) in the area. It sets out the Council's strategic investment priorities for affordable housing over a five year period. SHIPs are seen as an integral part of RRTPs. Table 4 shows the projected new build completions for the 5 years to 2023/24. There are 907 new build properties planned for the next 5 years, an average of 181 properties annually which will meet the housing supply target of 123 units. There is a target to buy back 95 properties each year for the next 5 years which will total an additional 475 affordable properties. The total for the five years is an additional 1,382 affordable units.

Table 5: Projected New Build Completions of Affordable Housing by Year

Year	New Build		Annual Total
	Council	RSL	
2019/20 - Year 1	68	112	180
2020/21 - Year 2	125	186	311
2021/22 - Year 3	203	0	203
2022/23 - Year 4	163	0	163
2023/24 - Year 5	50	0	50
Total	609	298	907

Source: Falkirk Council Strategic Housing Investment Plan

The Council has an Affordable Housing Policy (AHP) which requires housing sites of over 20 units to provide between 15-25% affordable housing depending on the demand for the housing sub market area. There has been very little affordable housing yielded through the affordable housing policy as planning permission for many of the developments was granted before the introduction of the AHP. In terms of the next five years, there are 134 (15%) units programmed in the SHIP which are through the AHP.

The budget for affordable housing for 2018/19 is £10.676M and will increase to £12.064M by 2020/21. The budget for the two years after 2020/21 is not known. The Scottish Government have advised that this current level of spend would be challenging to sustain but the delivery of more affordable homes is essential as a key part of meeting the policy challenges above. A further 50,000 affordable homes target for the next Parliament would cost £4 billion. And even this level of investment would not be sufficient to meet Scotland's housing needs.

In September 2018, the Scottish Government produced a discussion paper designed to help inform discussions on the future of housing. The Scottish Government have said that they remain committed to continue to promote increased supply across all tenures but doing this through a broader range of government-led interventions in the housing market. Over the period to 2040, the Scottish Government want to change the way public money is spent to support housing services and delivery. New sources of funding will be explored for, and innovative ways of, building homes and providing care and other services at home.

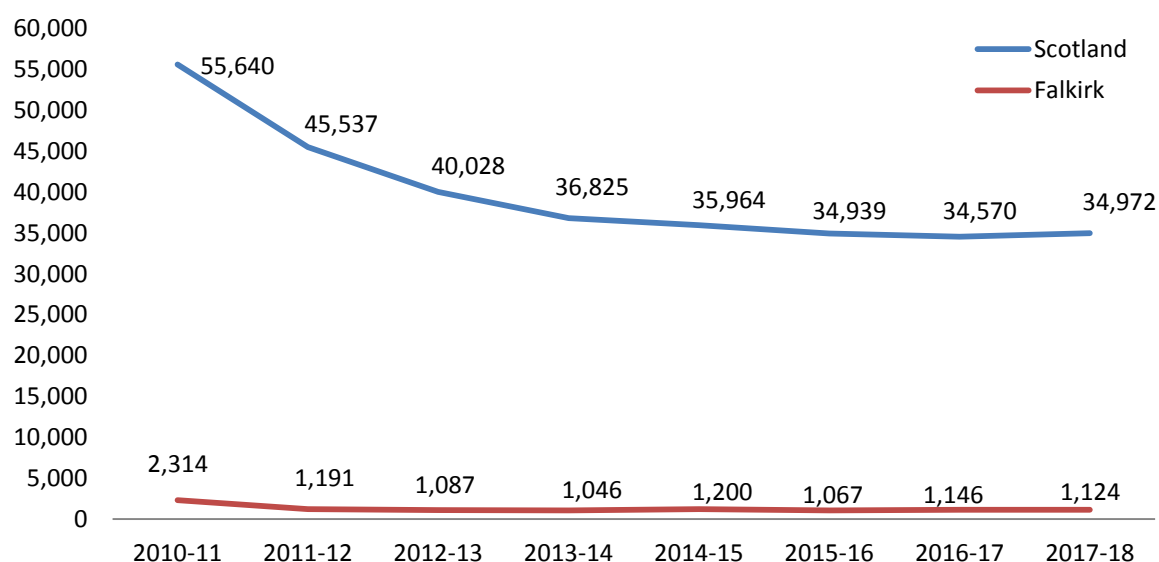
It is essential that the Affordable Housing Supply Programme (AHSP) continues and also the level of funding remains at the same level or higher to meet the challenges facing local authorities in terms of an ageing population, welfare reform and homelessness pressures.

There are around 1,000 long term empty private properties in Falkirk at any one time. Empty homes are defined as properties that have been empty for longer than 6 months. Reducing the number of empty private properties is seen as a priority by the Council and making best use of existing stock helps meet need and demand.

b) Homeless position

The underlying drivers of homelessness in Falkirk have remained largely the same over the last decade. However, the introduction of a Housing Options approach in 2010 resulted in a significant decrease in the number of homelessness applications as figure 2 illustrates.

Figure 2: Homeless Presentations Locally and Nationally 2010-2018



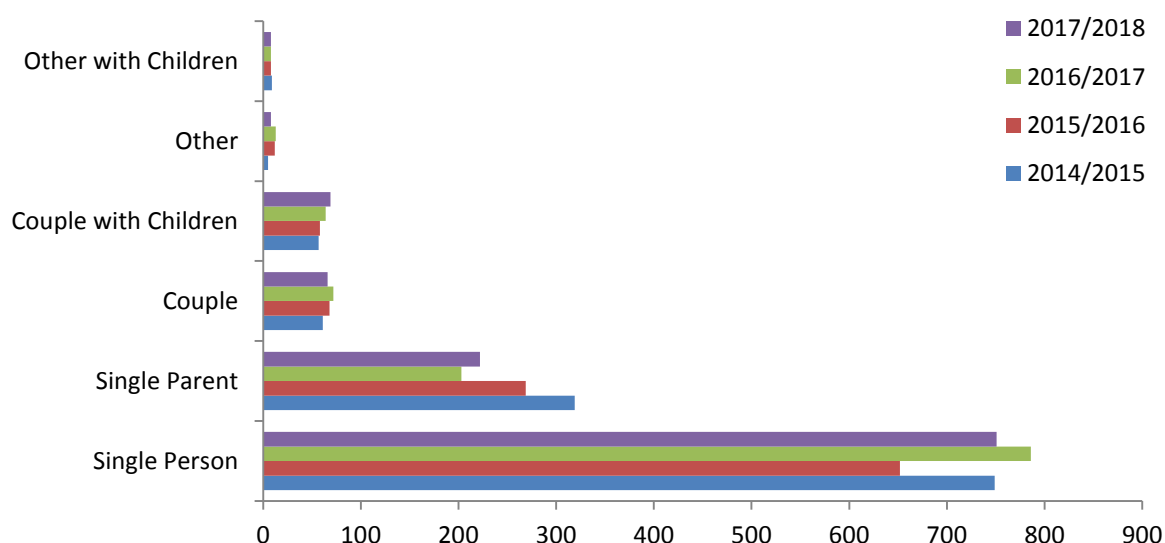
Source: Scottish Government Homeless Statistics

The main reason for approaching us for housing option advice is for general housing advice and assistance. This is often as a result of a change in circumstances within the household, the suitability of their current property or being asked to leave. The reasons for approach are split into 'homeless reasons' and 'different from Homeless reasons'. The majority of homeless reasons lead to a homeless presentation although prevention work continues to safeguard the current tenancy if appropriate.

Our tenancy sustainment levels for our previously homeless applicants who have remained in their tenancies 12 months after they have moved in has improved over the last five years by 6% to 89.12%. Our outreach tenancy sustainment service places a key focus on supporting individuals who are moving into a new tenancy and we will be building on this success during the period of our plan.

Figure 3 illustrates that in 2017-2018, single applicants remained the biggest group presenting as homeless at 67%, with 43% of these being single males. This places a high demand on suitable permanent housing solutions, particularly as there is a shortage of one bedroom properties in Falkirk. The main reasons given for homelessness at initial application stage were "Dispute with household: violent or abusive" at 28% and then "asked to leave" at 25%. With 2,000 incidents of domestic abuse reported in Falkirk each year by police since 2008, the prevalence of domestic abuse is not diminishing.

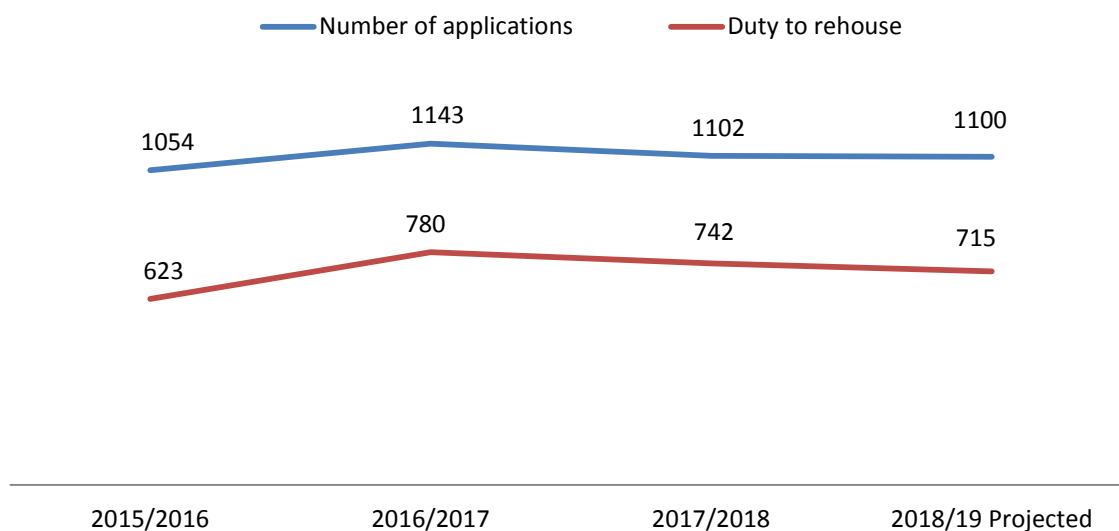
Figure 3: Homeless Applicants by household type 2014/15 to 2017/18



Source: Scottish Government Homeless Statistics

The Council has a duty to find settled accommodation for applicants assessed as unintentionally homeless and unintentionally potentially homeless. Figure 4 shows the number of households the Council has a duty to house between 2015 and 2018. This highlights that numbers have risen by 16% in the last 3 years.

Figure 4: Homeless Applicants and those with a duty to permanently rehouse 2015-2019

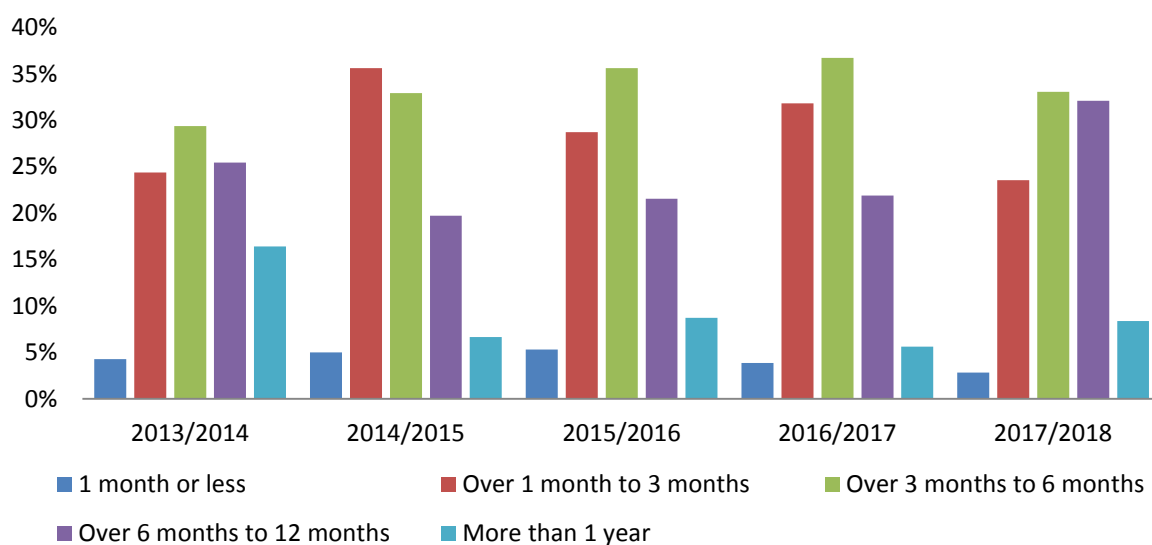


Source: Scottish Government Homeless Statistics

Although there are new applicants presenting to the authority each year, there are also households that we need to rehouse who have not found a suitable housing solution from the previous years. We therefore have an increased pressure on our housing list to address the backlog of applicants in addition to new applicants. In 2018/19, our backlog was around 388 cases.

Figure 5 shows the average number of months taken to close cases or rehouse them where we have a statutory duty. It highlights that the time taken has fallen by 13% from 72% rehoused in 1-6 months to 59% in 2017/18. The homeless case management procedures have gradually been improved to ensure that the Council is able to keep in contact with applicants until they have found a suitable accommodation option. This means that the Council very rarely loses contact with applicants and in 2017/18 only 5 households lost contact before a final housing outcome was achieved.

Figure 5: Time taken to rehouse those who are statutory homeless 2013-2018



As we operate a choice based lettings policy, our applicants place bids for properties that they are interested in under the group that it has been advertised (transfer, waiting list and statutory homeless). Our statutory homeless applicants take an average of 9 months to be rehoused.

Of those who were rehoused (where we had a duty) in permanent accommodation (either with the Council or an RSL), 57% were rehoused within 6 months. Only 32% were rehoused between 6-12 months. We noted that the level of private rented accommodation in the local authority is low and therefore rehousing homeless applicants within this sector is also limited at 4% in 2017/18.

There will be a number of changes that we will instigate through our RRTP that will both directly and indirectly impact on the time homeless households spend in temporary accommodation.

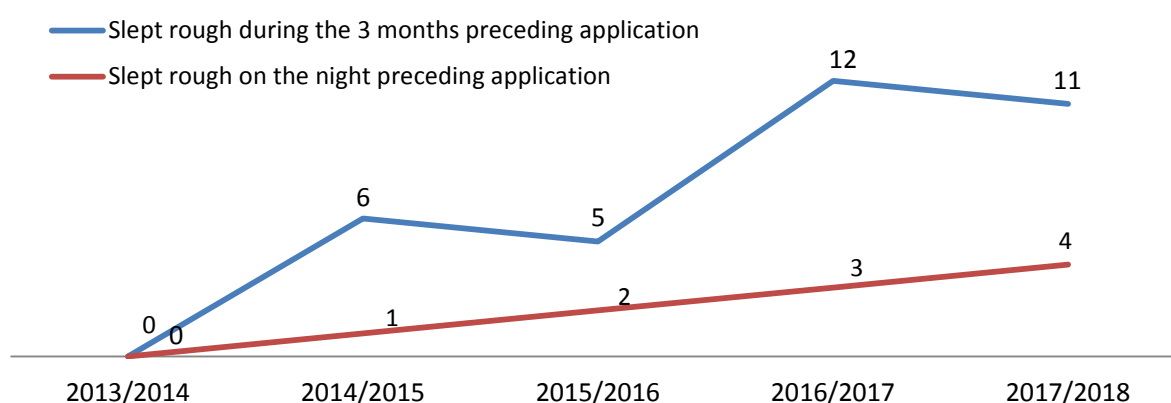
To achieve rapid rehousing for those in temporary accommodation, we will seek approval from our elected members via our committee arrangements to amend our Allocations Policy to reduce the number of offers of housing to homeless applicants to one. This has the potential to reduce the time taken to rehouse applicants to under five months where there is available stock. To assist this further ideally we will amend our policy to increase the

quota lets to homeless applicants to 45% from 33% this will allow us to make amendments to our offers and assist us to rehouse applicants as soon as possible.

Rough Sleeping

There were four applicants that had slept rough the night preceding their application in 2017-2018. There has been a gradual increase from zero applicants in 2012-2014 to one additional applicant each year up to 2017-2018. It should be noted that in 2011-2012 there were 12 applicants rough sleeping the night before they applied as homeless.

Figure 6: Applicants reporting sleeping rough over the last 5 years



Source: Scottish Government HL1 data

People who experience homelessness, imprisonment, drug addiction, or severe mental illness tend to have very poor health, and are at high risk of dying early. There is increasing evidence to suggest that these experiences overlap to a great extent in the population; this overlap is often referred to as severe and multiple disadvantage (SMD).

There are long-standing concerns from service providers and policymakers alike that health and social services are failing to meet the needs of people experiencing SMD. At present, service responses to homelessness, offending, substance use disorder, and mental illness are frequently characterised by specialisation and fragmentation, creating barriers to access.

It has been estimated that 7% of homeless applicants in the Falkirk area meet the SMD definition. Staff within the homeless service have reviewed homeless cases and have identified that there are around 206 SMD cases in the area over the period of 4 years. It has been recognised that there would therefore be around 51 cases each year would be ideal candidates for a Housing First model.

Temporary Accommodation

The provision of temporary emergency accommodation is a core function of the Councils homelessness service. We strive to ensure that the accommodation we offer households is

suitable and meets their needs. This means that we have around 260 units of a variety of accommodation types in a number of locations through the district as detailed in table 6.

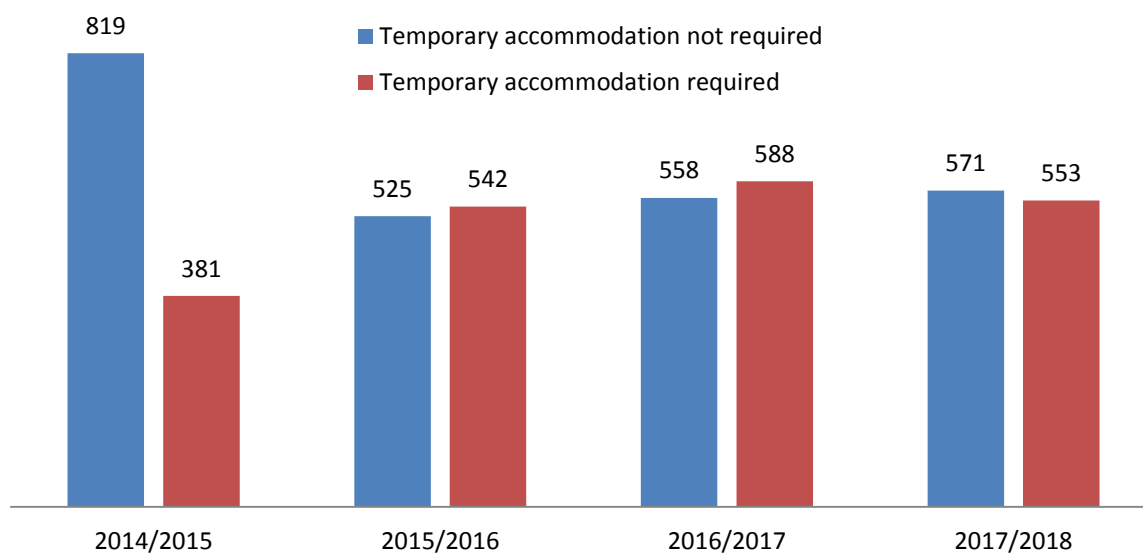
Table 6: Temporary and supported accommodation units as at March 31st 2018

Level of Support	Type of provision	Household Type	Capacity
Emergency	Crash Pads These are properties for use out with office hours and are self contained with basic cooking facilities. Maximum stay in these properties is usually 3 days. However this can increase during the festive period.	Emergency overnight provision during out of hours. Also emergency provision for those with no recourse to public funds	3 units at 31.3.18
Temporary Furnished Flats Self contained flats based in the community used as temporary homeless accommodation	No/low support needs - proportion of current homeless cases with no/low support requirements, who will easily move into mainstream, settled housing with no need for specific support other than sign-posting and low level housing management support provided by housing providers. This also includes concierge based services.	For all applicants with no or low support needs	128
Interim Accommodation (Kingseat) (provided under the Homeless Persons (provision of Non-permanent Accommodation) (Scotland) Regulations 2010 – accommodation provided that meets the need of section 4 of SSI and before the LA has discharged its duty into settled accommodation	Low - 24 hours low level concierge/accommodation based support	Families with low to medium support needs	19
Interim Accommodation (Seaforth) (provided under the Homeless Persons (provision of Non-permanent Accommodation) (Scotland) Regulations 2010 – accommodation provided that meets the need of section 4 of SSI and before the LA has discharged its duty into settled accommodation	Low - 24 hour low level concierge/accommodation based support	Young People with low to medium support needs	17

Interim Accommodation (Inchyra) (provided under the Homeless Persons (provision of Non-permanent Accommodation) (Scotland) Regulations 2010 – accommodation provided that meets the need of section 4 of SSI and before the LA has discharged its duty into settled accommodation)	Medium support needs - proportion of current homeless cases with medium support needs, whether visiting housing support, or multi-professional wrap-around support to enable people to live independently in mainstream housing. May include concierge in addition to visiting housing support and other professional support services.	Medium support needs with mental health and addictions	12
Interim Accommodation (Castings Assessment Centre) (provided under the Homeless Persons (provision of Non-permanent Accommodation) (Scotland) Regulations 2010 – accommodation provided that meets the need of section 4 of SSI and before the LA has discharged its duty into settled accommodation)	Low - 24 hour low level concierge/accommodation based support	Currently single males with view to expand for females	24
Other	SMD/Complex needs - proportion of current homeless cases with severe and multiple disadvantage or complex needs who would benefit from intensive wrap-around support and a Housing First approach to re-housing	No current provision	0

In 2017/18 just under half of our homeless applicants (49%) required temporary accommodation and 94% of the offers of temporary accommodation made were accepted. The numbers requiring temporary accommodation has however gradually increased over the last four years. Despite the upward trend in numbers requiring temporary accommodation the Council has still ensured that bed and breakfast accommodation is not used. This has been maintained by ensuring that void properties are turned over as quickly as possible and that applicants are rehoused as quickly as possible.

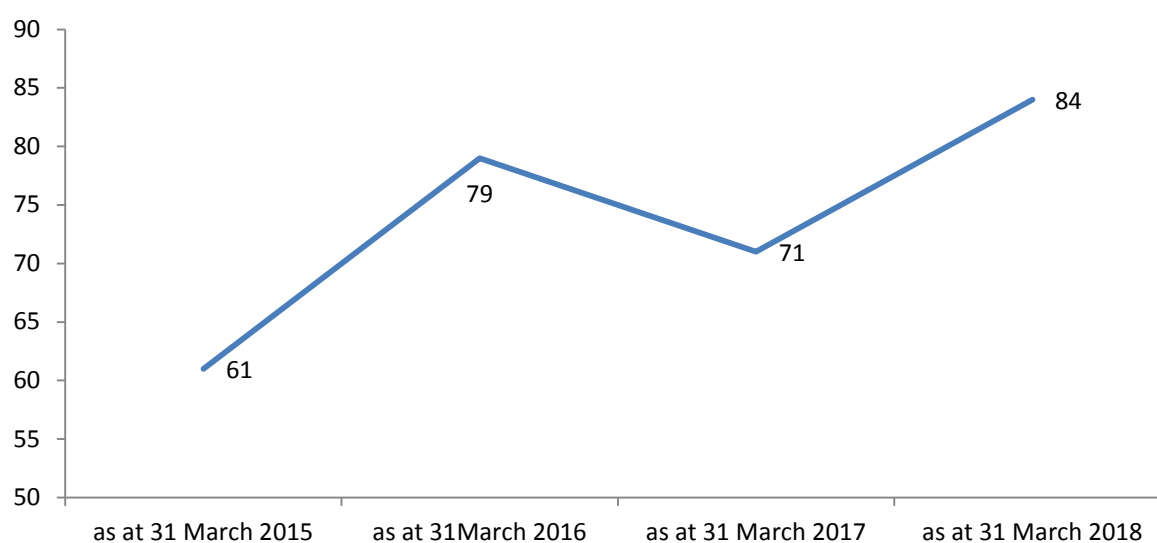
Figure 7: Homeless applicants requiring temporary accommodation 2014-2018



Source: HL3 data HL1 cases requiring temporary accommodation

Although the households have gradually increased over the last four years, we have seen a significant increase in the number of children in temporary accommodation. We know that this is a result of a number of large families requiring assistance, however, we will make a key focus in our Rapid Rehousing Action Plan to ensure that additional prevention measures are put in place to reduce these numbers significantly.

Figure 8: Total number of dependent children in temporary accommodation at end of quarter (HL3)



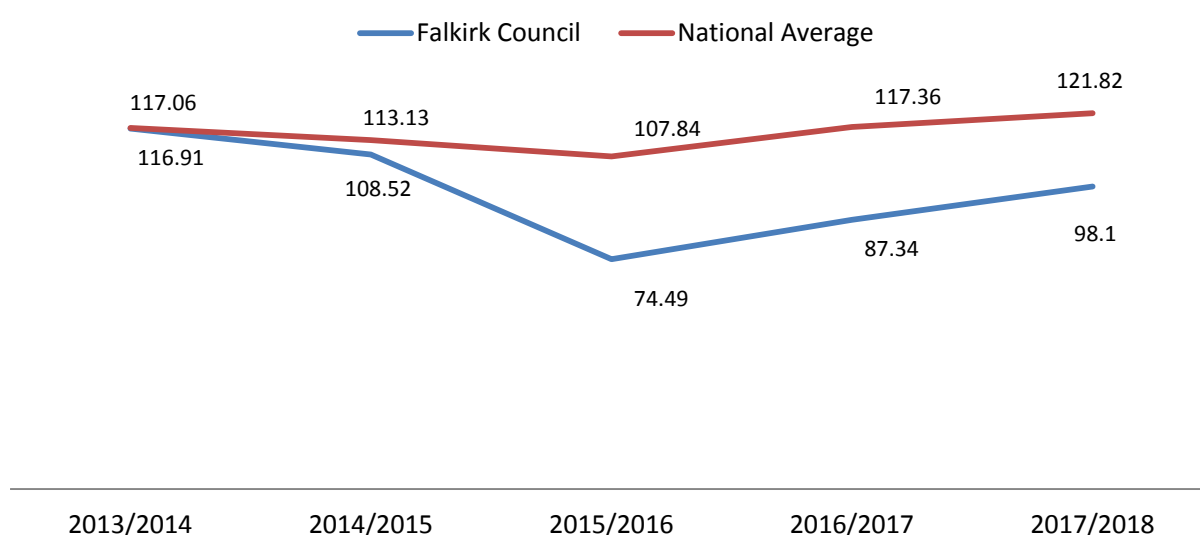
Source: HL3 data HL1 cases requiring temporary accommodation

We strive to ensure that the time applicants spend in temporary accommodation is as short as possible and the following key actions allow us to achieve this:

- Reviewing the void procedure
- Offers of mainstream accommodation administered by temporary accommodation offers on the day of the offer, with viewings then arranged. Guidance is also provided in terms of what rights the applicant has in terms of accepting the offer.
- Fast track access to Scottish Welfare Fund assistance

Nonetheless we have experienced an increase in the time spent in temporary accommodation as illustrated in figure 9. This mirrors a national increase as well as an increase in the time it is taken to rehouse those on our waiting list. The reason why the time in temporary accommodation has increased is influenced by a number of factors.

Figure 9: Average days in temporary or emergency accommodation - all types



We reviewed a number of applicants who had been in temporary accommodation for a considerable period of time. This subsequently increased the recorded time in temporary accommodation during the year.

Our temporary accommodation ranges from self contained dispersed local authority and private sector leased properties as well as 2 supported accommodation units (for young people and mixed family households) and a unit for complex and multiple needs. The length of time in temporary accommodation therefore varies by each accommodation type depending on the client group that they cater for. Our supported accommodation units strive to rehouse applicants as quickly as possible and provide housing support and move on support to ensure that this is delivered in a coordinated way. We offer direct access to our units 24 hours a day to ensure that anyone with a vulnerability is provided with support at a time that they need it. Our Castings unit offers short term low level support (56 days) for single males who are undergoing their homeless assessment. We hope to increase the provision of support within this unit to women during 2019/20.

Figure 10 illustrates the length of time in accommodation by accommodation type.

Figure 10: Length of time in temporary accommodation by accommodation type



At present our temporary accommodation is resourced through our Housing Revenue Funding and our rents remain high particularly for those in work but are below the average for Scotland Overall⁷. We are investigating the options of amending our rents to bring them in line with the Local Housing Allowance rates which will make them more affordable for those who are in work.

We have experienced an increase in homeless applicants with medical needs that require an adapted property due to a shortage in suitable properties this increased their time spent in temporary accommodation. We also noted that there were a number of homeless applicants who refused their first offer of housing, therefore increasing their time in temporary accommodation.

Added to all of these factors we also noted an increase in the length of time it is taking to assess our homeless applicants. This is in part due to the complexity of some of our cases particularly those with NRPF.

Although our lets in 2017/18 were lower than previous year the percentage of lets to homeless applicants was 3% higher than the previous year. The need for this has fluctuated over the last four years, from as low as 59% in 2015/16 to 68% in 2016/17. We have however seen a decrease of the additional properties delivered through our SHIP. This is

⁷ http://social-bite.co.uk/wp-content/uploads/2018/11/SB_TempAccommReport_FinalReport.pdf

due to unforeseen issues such as unrealistic expectations of land owners, flood constraints, HSE issues, site constraints and issues with SEPA.

Figure 11: Percentage of homeless applications where there is a duty to rehouse (within the year)

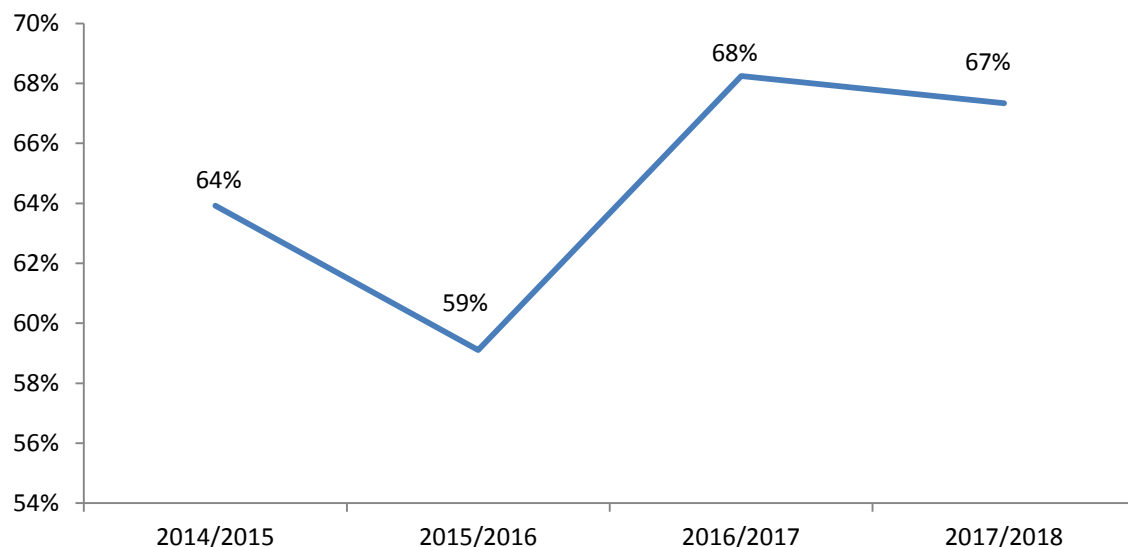
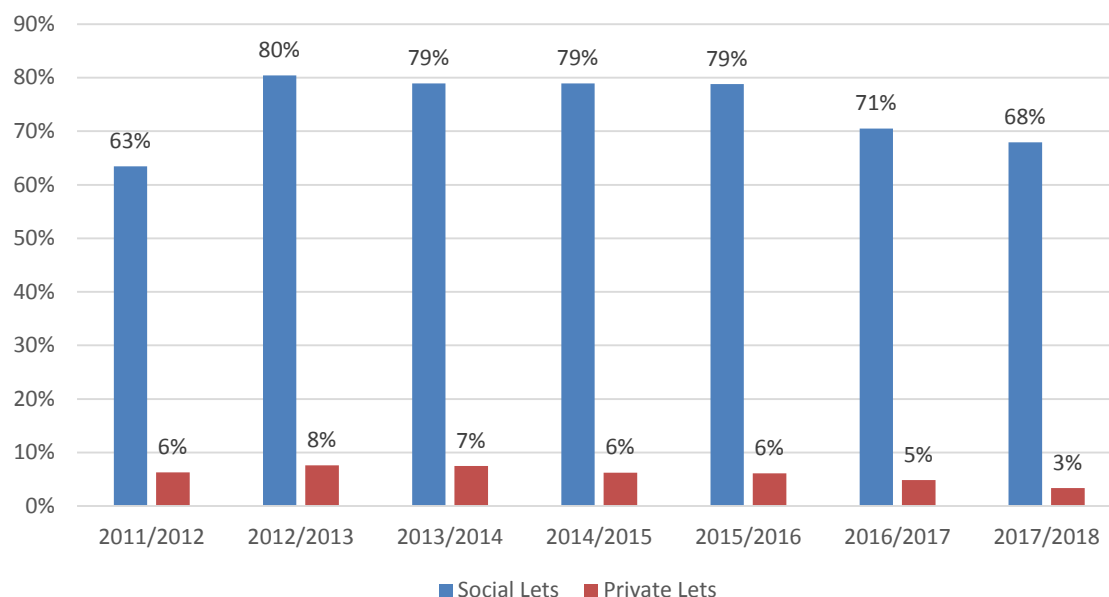


Figure 11 shows the number of lets to homeless applicants in the social and private sector, and highlights that the number of lets made in the private sector has fallen by 63% since 2012-2013. From January 2012, the upper age limit for the shared accommodation rate was increased from 25 to 35 years. This means that if you're single, under 35, with no dependents and you rent from a private landlord and claim housing benefit, you'll receive housing benefit at the same rate as for a single room in shared accommodation.

The outcome of this change is that the majority of single young people under 35 who are unable to work, looking for work or on a low income will need to find accommodation in Houses in Multiple Occupation (HMOs). Shared living brings its own difficulties and is not suitable for everyone. As the majority of homeless applicants are young people, this has had a big impact on the number of lets made in the private sector but with few HMO properties in the area this is not an option available to young people.

Figure 12: Number of lets to statutory homeless households in the social and private sector 2011-2018



The number of lets in the social sector has fluctuated and this is reflected in the variations in the number of homeless presentations.

In 2017/18, 19% of RSL lets were allocated to homeless applicants with a duty to be rehoused. This is compared to 34% of Falkirk Council lets. Work is continuing with RSL partners to address this imbalance.

Projected new demand

Our analysis illustrates that in table 7 that with our current backlog and projected future demand, there will be 1103 homeless applicants seeking permanent accommodation over the coming year. In 2017/18, 529 homeless applicants were rehoused and at the 31st of March 2018 there were 388 statutory homeless applicants on our waiting list. If we were to consider this then we currently have a shortfall of lets of 150. In 2017/18, 34% of our Falkirk Council lets went to homeless applicants.

Table 7: Projected new demand for statutory homeless applicants 2019/20

Current back-log (current caseload where there is a duty to house) as at 31st March	388
Projected new demand - based on average annual caseload (unintentionally homeless) in previous 3 years	715
Lost contacts in most recent financial year	57
Refusals in most recent financial year	57
Demand	678.6
Supply	529
Gap between demand and supply	150

To address the projected back log of 150 statutory applicants, it is anticipated that we would need to increase our quota of homeless lets to a minimum of 45%. This is very much based on projection population profiling of statutory applicants and lets therefore is not subject to fluctuations. We also need to consider the outcome of Brexit negotiations as this potentially could have a huge impact on future homeless presentations.

It is clear that to achieve permanent housing solutions for homeless households, our RRTP will need to address the balance within its waiting list. A focus on housing need and prevention activities will be required to ensure that we can move forward.

5) Those at highest risk of homelessness

To deliver our RRTP, we need to identify core groups where particular prevention pathways can prevent homelessness occurring in the first place. Where homelessness cannot be prevented, we have to identify suitable housing options to ensure that the trauma of homelessness is as minimal as possible.

Rough Sleeping

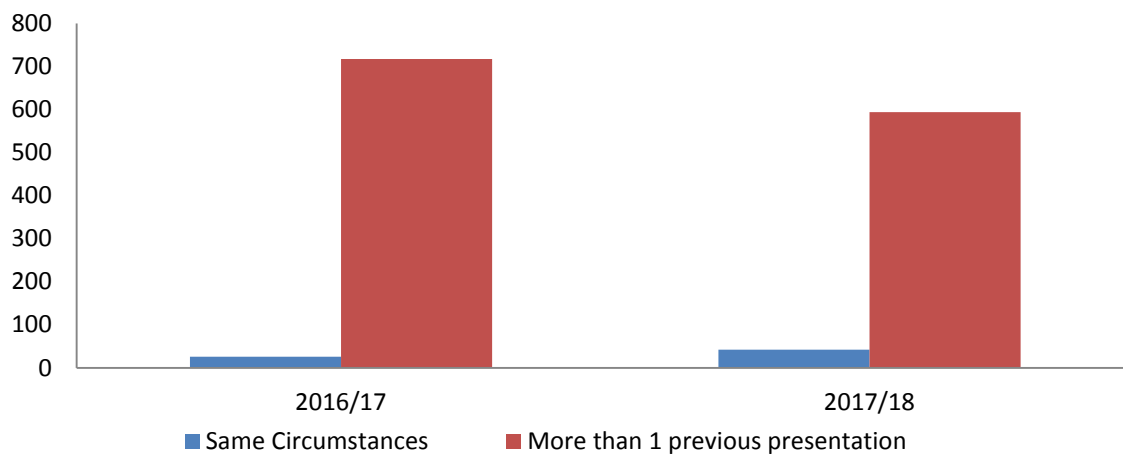
Although Falkirk does not have a large number of applicants rough sleeping in the area, we have noted a rise in the occurrence of rough sleeping over the last five years.

At present we have a part time dedicated resource, which works directly with those who have been identified as rough sleeping or at risk of rough sleeping. They offer support and assistance to the most difficult to engage with members of our communities by building a trusting relationship which allows them to access universal services. They also actively seek those who may be at risk through street work. This is a model that has worked effectively for our service and through our Rapid Rehousing Transition Plan we will ensure that we can maintain and enhance this resource.

Repeat Homelessness

In the last year, we have noted an increase in the number of repeat homelessness presentations for applicants who presented with the same circumstancesⁱ. If we look at applications where there is more than one previous presentation (regardless of when and what circumstances), we can see that the prevalence and reliance on the homeless service for some of these applicants is considerably higher. In fact it is around 58% in the last two years.

Figure 13: Repeat homeless presentations 2016/17 and 2017/18



In Falkirk it has been suggested that around 48 individuals, about 5.6% of all homeless applicants each year, would fit into the criteria of a Housing First Model. These are individuals with complex and multiple issues as they have a prevalence of homelessness, substance misuse and criminal justice involvement. They are classed as homeless with severe and multiple disadvantage (SMD)ⁱⁱ. Addressing the issues faced by these homeless applicants through a Housing First model will allow us to break the cycle of homelessness for these individuals and improve outcomes for both the client and services. We have detailed that our own figures show a slightly higher number than predicted within the SMD, and our Housing First model would be looking at assisting around 51 individuals each year.

6) Baseline position of temporary accommodation and supply and 5 year vision / projections for accommodation

The landscape of temporary accommodation in Falkirk has shifted over the last five years with the commitment to end the use of bed and breakfast accommodation and increase the volume of available mainstream stock by establishing a private sector leasing scheme. We have been successful with both objectives and will continue to commit to not use bed and breakfast accommodation.

Falkirk Council provides temporary accommodation through a mix of our own housing stock, properties leased from private landlords and HMO (houses with multiple occupation) accommodation for single persons with support attached. We have contractual arrangements with a care provider to facilitate housing support for 48 households, and manage our own unit for 24 single persons.

As part of the RRTP, we will commit to developing and annually reviewing a temporary accommodation strategy that will

- Analyse the needs and demands for temporary accommodation
- Review the types of accommodation we have to ensure that they meet needs
- Review the distribution of temporary accommodation across the district
- Review the duration that temporary accommodation is used to ensure that properties do not become stigmatised

Needs and demand for Temporary accommodation

For those in temporary accommodation, we anticipate that we will have a duty to rehouse around 73% of these households.

Of all the homeless applications received in 2017/18, 67% required temporary or supported accommodation. 94% of these applicants accepted offers of temporary or supported accommodation. We are therefore confident that we are offering accommodation that is suitable to our applicant's needs and demands.

The table below provides an estimate of the overall demand that we might experience in temporary accommodation over the next five years using the projected population increases for the area, as a percentage of the average number of applicants who required temporary accommodation (67%).

Table 8: Projected requirements for temporary accommodation 2018/19-2023/24

	2018 /19	2019 /20	2020 /21	2021 /22	2022 /23	2023 /24
Estimated homeless applications, in line with population increase	1100	1104	1109	1109	1114	1119
Number of applicants entering temporary accommodation (67% of apps)	742	740	743	743	746	750

We know that the average time taken to rehouse those who are homeless and we have a duty to rehouse is 157.5 days⁸ and 114.3 for those who are threatened with homelessness.

The table below provides a concise overview of our current baseline for temporary and interim accommodation and our anticipated need at the end of year 5 of this plan.

It should be noted that, in 2016/17, we closed one of our young persons interim supported accommodation units due to a fall in demand.

Housing Support Needs

Alongside our duties to provide support to homeless households under the Housing Support Duty 2013, we have a tenancy support service (delivered by a third sector organisation) that offers housing support to those who are at risk of losing their tenancy, are setting up their tenancy for the first time or require assistance to prepare for a tenancy. This service is available across all tenures with the core ethos of preventing homelessness and sustaining tenancies. In 2017/18 they supported over 445 households.

Our supported accommodation units mostly provide low support needs assistance. This is determined at the point of application through our support needs assessment. We had a duty to rehouse around 45% of those who were in supported accommodation in 2017/18.

⁸ Scottish Government HL3 data Average total time in temporary accommodation

Table 9: Temporary Accommodation and Housing Support provision								
Level of Support	Type of provision	Household Type	Current Capacity	Occupancy rates	No of households living in the accommodation at 31 March 2017	Average length of stay (days)	Weekly rental charge	Total Capacity at year 5 of plan
Emergency	Crash Pads These are properties for use out with office hours and have basic cooking facilities. Maximum stay in these properties is three days.	Emergency overnight provision during out of hours. Also emergency provision for those with no recourse to public funds	3 @ 31.3.18	45	0	2	£180.34	8
Temporary Furnished Flats Self contained flats based in the community used as temporary homeless accommodation	No/low support needs - proportion of current homeless cases with no/low support requirements who will easily move into mainstream, settled housing with no need for specific support other than sign-posting and low level housing management support provided by housing providers. This also includes concierge based services.	For all applicants with no or low support needs	128	459	116	136.1	£184.36	119

Interim Accommodation (Kingseat) (provided under the Homeless Persons (provision of Non-permanent Accommodation) (Scotland) Regulations 2010 – accommodation provided that meets the need of section 4 of SSI and before the LA has discharged its duty into settled accommodation)	Low - less than 24 hours low level concierge/accommodation based support	Families with low to medium support needs	19	31	10	47.3	£186.13	19
Interim Accommodation (Seaforth) (provided under the Homeless Persons (provision of Non-permanent Accommodation) (Scotland) Regulations 2010 – accommodation provided that meets the need of section 4 of SSI and before the LA has discharged its duty into settled accommodation)	Low - 24 hour low level concierge/accommodation based support	Young People with low to medium support needs	17	109		47.3	£203.42	17

Interim Accommodation (Inchyra) (provided under the Homeless Persons (provision of non-permanent accommodation) (Scotland) Regulations 2010 – accommodation provided that meets the need of section 4 of SSI and before the LA has discharged its duty into settled accommodation)	Medium support needs - proportion of current homeless cases with medium support needs, whether visiting housing support, or multi-professional wrap-around support to enable people to live independently in mainstream housing. May include concierge in addition to visiting housing support and other professional support services.	Medium support needs with mental health and addictions	12	26		203.7	£147.12	10
Interim Accommodation (Castings Assessment Centre) (provided under the Homeless Persons (provision of non-permanent accommodation) (Scotland) Regulations 2010 – accommodation provided that meets the need of section 4 of SSI and before the LA has discharged its duty into settled accommodation)	Low - 24 hour low level concierge/accommodation based support	Currently Single males with view to expand for females	24	231		47.3	£177.84	24

	SMD/Complex needs - proportion of current homeless cases with severe and multiple disadvantage or complex needs who would benefit from intensive wrap-around support and a Housing First approach to re-housing	No current provision						51
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Housing First

The evidence that HARSAG has gathered has illustrated that partnership working needs to be at the core of a Housing First Model. We have established a working group specifically focused at looking at what housing first could be like for the Falkirk area. These include key stakeholders such as the Health and Social Care Partnership, Drug and Alcohol services, Support services, mental health services, adult social work services etc.

Our Housing First Pilot will be developed over the first year of this plan and we hope to gradually develop the service to assist around 51 clients a year.

Falkirk has experienced a marked increase in the number of drug deaths in the area and this is an area of significant concern for our communities. A multi agency task force has been established to address issues and tackle harm prevention however the launch of Housing First will support the actions of the task force over the duration of the RRTP.

We are therefore looking at placing addictions at the heart of our model to ensure that we are able to assist with harm reduction.

7) Support needs required to enable rapid rehousing

We have identified that around 51 individuals per year will require a Housing First wrap around support service and we are committed to establishing a service depending on funding within the first year of our RRTP.

We have a proven track record within our interim accommodation services and intend to continue that success throughout our RRTP. Table 8 illustrates the projected volume that we will require. In 2017/18, we awarded a new housing support contract to Loretto Care to delivery housing support services in two of our accommodation units and support for 12 individuals with complex and multiple within temporary core and cluster tenancies (Inchyra). The contract will be due for review and renewal in 2022/23 therefore we will review our requirements in 2021/22 to determine our future need.

8) Resource plan

Currently the homelessness and housing support service has a budget of £5,924,690

We anticipate that by reducing our temporary accommodation stock through the release of Private Rented Sector properties we will make savings of around £176,205 within the duration of the plan.

In order to deliver our ambitious RRTP, we will implement the follow actions. Our action plan details further areas where we will make cost neutral changes and where expenditure may be expected.

Resources required to achieve Rapid Rehousing								
Action	2019/2020	2020/2021	2021/2022	2022/2023	2023/24	Total Capital funding	Total revenue funding	Funding Source
To work with private landlords to prevent homelessness	£ 7,194.00	£ 7,265.94	£ 7,265.94	£ 7,338.60	£ 7,411.99	£ 36,476.46		Falkirk Council
Develop innovative approaches to engage with those who are at risk of homelessness from the private rented sector or owner occupiers through Section 11 and 14 notifications.	£ 7,194.00	£ 7,265.94	£ 7,265.94	£ 7,338.60	£ 7,411.99	£ 36,476.46		Falkirk Council
Implement the use of Short Scottish Secure Tenancies linked to support as an alternative to evictions	£ 14,388	£ 14,531.88	£ 14,677.19	£ 14,823.97	£ 14,972.01	£ 73,393.05		Falkirk Council
To ensure organisations (including GP's, Schools), staff and public have access to information detailing all prevention and support services	£ 2,500.00	Ongoing maintenance costs TBC	Ongoing maintenance costs TBC	Ongoing maintenance costs TBC	Ongoing maintenance costs TBC	£ 2,500.00		Scottish Government development funding
As part of a wider information and media campaign to produce a leaflet to be distributed across the Falkirk area to inform public about homelessness and how they can help	£ 500.00	£ 500.00	£ 500.00	£ 500.00	£ 500.00	£ 2,500.00		Scottish Government development funding
Implement the National Housing options training toolkit	£ 5,000.00	£ -	£ -	£ -	£ -	£ 5,000.00		East Housing Options hub
Complete an evaluation of homeless prevention services in the Falkirk area to identify potential gaps	£ 8,000.00	£ -	£ -	£ -	£ -	£ 8,000.00		Scottish Government Development Funding

In conjunction with education services develop an education information programme in secondary schools	£ 40,000.00	Ongoing maintenance costs TBC	Ongoing maintenance costs TBC	Ongoing maintenance costs TBC	Ongoing maintenance costs TBC	£ 40,000.00		RRTP Funding
Roll out our family mediation services through out Children's Services	£ 57,552.00	£ 58,127.52	£ 58,708.78	£ 59,295.86	£ 59,988.80	£ 293,672.96		Falkirk Council
Continue to develop housing advice services within Prisons in accordance with SHORE standards			£ 29,354.39	£ 29,647.93	£ 29,994.40	£ 88,996.72		RRTP Funding
Develop a mental health support needs post to addresses the needs of those at risk of homelessness	TBC	TBC	TBC	TBC	TBC	TBC	TBC	Falkirk Council
Roll out 'The Decider' mental health training for front line staff to help clients manage their mental health	£ 500.00	£ 500.00	£ 500.00	£ 500.00	£ 500.00		£ 2,500.00	Falkirk Council
Develop a Housing First resettlement model ensuring that all partners (housing, offender services, mental health services and substance misuse services) are committed to model and provide appropriate support for individuals	£ -	£ 221,173.44	£ 225,596.91	£ 230,108.85	£ 234,711.02	£ 911,590.22		RRTP Funding
Establish a Peer Mentoring Service for Housing First	£ -	£ 75,027.00	£ 76,527.54	£ 78,058.07	£ 79,619.25	£ 309,231.86		RRTP Funding
Commit to a permanent resource that identifies and addresses the needs of those sleeping rough and potentially sleeping rough	£ 65,000.00	£ 65,000.00	£ 65,000.00	£ 65,000.00	£ 65,000.00	£ 325,000.00		RRTP Funding
Restructure the allocations team to expand housing options advice and introduce personal housing plans for all new applicants	£ 86,328.00	£ 87,191.28	£ 88,063.17	£ 88,943.79	£ 89,983.20	£ 440,509.44	£440,509.44	Falkirk Council
Review and redevelop our Deposit Guarantee scheme to increase access	£ 28,776.00	£ 29,063.76	£ 29,354.39	£ 29,647.93	£ 29,994.40	£ 146,836.48		Falkirk Council

Develop arrangements to augment SWF packs or supply items to those with in entitlement but moving into permanent accommodation	£ 20,000.00	£ 40,000.00	£ 40,000.00	£ 40,000.00	£ 40,000.00		£180,000.00	Falkirk Council
Provide new build affordable housing	£ 11,307,000	£ 12,064,000	unknown	unknown	unknown		£23,371,000	AHSP budget
Make best use of existing stock to provide additional affordable housing - Empty homes	£ 30,828.00	£ 31,136.28	£ 31,447.64	£ 31,762.12	£ 32,079.74		£157,253.78	AHSP budget
Develop clear pathways and provision of access to accommodation for those with no recourse to public funds	TBC	TBC	TBC	TBC	TBC	TBC		Falkirk Council
Work with service users to identify gap and issues in accessing support services that improves health (part of service user consultation for Housing First)	£ 7,000.00	£ 7,000.00	£ 7,000.00	£ 7,000.00	£ 7,000.00	£ 35,000.00		Falkirk Council
Totals	£ 11,687,760	£ 12,707,783	£ 681,262	£ 689,966	£ 699,167	£ 2,755,184	£24,151,263	

Appendix A - Rapid Rehousing Plan

1. The Prevention of homelessness in the first place

Outcome	Action	Indicators	Baseline	Target	Timescale	Resources Required
Homelessness is prevented	Increase our engagement with private landlords to prevent homelessness	Reduced homeless presentations from the private rented sector	53 homeless applications from the Private rented sector	Reduce to 25 applications from the Private rented sector	2023/24	Existing resources
	Develop innovative approaches to engage with those who are at risk of homelessness from the private rented sector or owner occupiers through Section 11 and 14 notifications.	Reduced homeless presentations from the private owned/rented sector	58 homeless applications from the Private own/rented sector	Reduce to 47 applications from the Private own/rented sector	2023/24	Existing resources
		Reduced homeless presentations from the social rented sector	5 homeless applications from the social rented sector	Reduce to 3 applications from the social rented sector	2023/24	Existing resources
	To contribute “to together” towards a fairer Falkirk to tackle the issues of poverty which has long term impact on future homelessness	Reduced homeless presentations from the worst 15% SIMD areas	TBC	TBC	2023/24	Existing resources

Outcome	Action	Indicators	Baseline	Target	Timescale	Resources Required
	Implement the use of Short Scottish Secure Tenancies linked to support as an alternative to evictions – prioritise families with children	Number of children in temporary accommodation	84 families with children @ 31.3.18	71 at the end of the quarter	2023/24	Part time post from existing resources
	Review opportunities within the recovery process to prevent evictions	Reduce homeless presentations by preventing eviction	1124 homeless applications	Reduce by 70	2023/24	
	Develop an eviction panel to ensure all prevention assistance has been provided.	Reduce homeless presentations by preventing eviction	1124 homeless applications	Reduce by 70	2023/24	
	Continue to work closely with colleagues in Revenues to identify and mitigate any arrears issues caused by UC	Reduce homeless presentations by preventing eviction	1124 homeless applications	Reduce by 70	2023/24	
All agencies in the area have access to housing advice and information	To ensure organisations (including GP's, Schools), staff and public have access to information detailing all prevention services	Reduced homeless presentations	1124 homeless applications	Not Applicable	2019/20	Scottish Government development funding £2,500
	To ensure organisations (including GP's, Schools), staff and public have access to information detailing all existing support services	Reduced homeless presentation	1124 homeless applications	Not Applicable	2019/20	Scottish Government development funding £2,500
	As part of a wider information and media campaign to produce accessible information to be	Reduced homeless presentation	1124 homeless applications	Not Applicable	2019/20	Existing resources

Outcome	Action	Indicators	Baseline	Target	Timescale	Resources Required
	distributed across the Falkirk area to inform public about homelessness and how they can help					
	Roll out National Housing Options training toolkit to all those who may come in contact with those at risk of homelessness	No. of people provided with prevention training	0	TBC	2023/24	Existing resources
Prevention services meet the needs of our communities	Complete an evaluation of homeless prevention services in the Falkirk area to identify potential gaps and/or possible duplication of services	Reduced homeless presentation	1124 homeless applications	Not Applicable	2019/20	Scottish Government Development Funding £8,000
	Develop a prevention action plan as a result of the evaluation of prevention services	Reduced homeless presentation	1124 homeless applications	Not Applicable	2019/20	Scottish Government Development Funding £8,000
	In conjunction with education services develop an education information programme in secondary schools	Reduced homeless presentations from 16-25 year olds	336 homeless applications from 16-25 year olds	5% reduction in presentations	2023/24	£40,000 RRTP funding
	Roll out our family mediation services through out Children's Services	Reduce homeless presentations from 16-25 year olds	336 homeless applications from 16-25 year olds	5% reduction in presentations	2023/24	Existing resources
Prevention is focused on those	Continue to develop housing advice services within Prisons in	Reduce homeless presentations	4 homeless applications	4	2023/24	£28,776 per annum for

Outcome	Action	Indicators	Baseline	Target	Timescale	Resources Required
who are the most vulnerable	accordance with SHORE standards	where previous property was prison	from prison			specialist post R RTP funding
	Develop a mental health support post to addresses the needs of those at risk of homelessness	Reduce homeless presentations	Not applicable	Not Applicable		TBC
	Roll out 'The Decider' mental health training for front line staff to help clients manage their mental health	Numbers presenting with mental health issues	Not applicable	Not applicable	2019/20	£500
	Review and redevelop our Personal Housing plans and Housing Options Support needs assessment	Number of support referrals from Housing Options	Not Applicable	Not Applicable	2019/20	Existing resources
	Following the review of domestic abuse services in the Falkirk area develop a housing domestic abuse policy	Number of homeless presentations citing dispute with households violent or abusive	316	Not applicable	2023/24	To be confirmed

2. Clear housing support pathways for at risk or who have experienced homelessness

Outcome	Action	Indicator	Baseline	Target	Timescale	Resources Required
A Housing first resettlement model is launched in the Falkirk area	Develop a Housing First resettlement model ensuring that all partners (housing, offender services, mental health services and substance misuse services) are committed to model and provide appropriate support for individuals	No. of clients supported and tenancies sustained	0	51	2023/24	£227,897 per annum from RRTP funding
	Establish a Housing First implementation group	Not Applicable	Not Applicable	Not Applicable	2023/24	Existing resources
	Establish a Peer Mentoring Service for Housing First	No. of clients supported and tenancies sustained	0	0	2023/24	£77,307 per annum from RRTP funding
No one needs to sleep rough in the Falkirk area	Develop a protocol for Rough sleepers to ensure that they have access to appropriate support at the first point of contact	Number of rough sleepers sleeping rough the previous night	4	0	2019/20	Existing resources
	Commit to a permanent resource that identifies and addresses the needs of those sleeping rough and potentially sleeping rough	Number of rough sleepers sleeping rough the previous	4	0	2019/20	£65,000 per annum from RRTP funding

Outcome	Action	Indicator	Baseline	Target	Timescale	Resources Required
		night				
All prison liberations are coordinated in a planned manner	Continue to support the development of the SHORE standards	Reduce homeless presentations where previous property was prison	4	0	2023/24	£29,994 per annum from 2020/21 onwards from RRTP funding
That all support needs of those who have experienced homelessness or are at risk of homelessness are addressed	Roll out a consistent support needs assessment and outcome tool across all support services.	Not applicable	Not applicable	20 staff trained 1 trainer	2021/22	Existing resources
	Develop clear information sharing guidelines with mental health services	Not Applicable	Not Applicable	Not Applicable	2019/20	Existing resources
	Liaise with armed forces agencies to ensure access to all available accommodation to meet needs	Reduce homeless presentations where previous property was armed services accommodation	0	0	2019/20	Existing resources
	At point of section 5/nomination – provide information to assist with support and have potential support in place for any new tenancy	Not Applicable	Not Applicable	Not Applicable	2019/20	Existing resources
Residential support for those with enduring addictions is provided	Launch a Recovery Housing model within our Inchyra Lorretto Care Service for those in recovery from substance abuse	Recovery Housing monitoring and evaluation (TBC)	0	2	2019/20	Existing resources

3. Increase access to settled accommodation

Outcome	Action	Indicator	Baseline	Target	Timescale	Resources Required
Everyone has assistance to access accommodation	Restructure the allocations team to expand housing options advice and introduce personal housing plans for all new applicants	Not Applicable	Not Applicable	Not Applicable	2019/2020	Existing resources
	All households with an intentionally homeless outcome will receive an enhanced personal housing plan/support needs assessment	Number of homeless applications assessed as intentionally homeless with a positive rehousing outcome	29 where accommodation outcome is not known 17/18	15	2019/2020	Existing resources
	Develop online application to assist applicants to access accommodation as quickly as possible	Average time to process housing applications	9.1 days 17/18	5 days	2022/23	Existing resources
	Develop our online CBL advertising to increase information and therefore informed housing options, this will include properties from our RSLs partners	Not Applicable	Not Applicable	Not Applicable	2020/21	Existing resources
	Review and redevelop our Deposit Guarantee scheme to increase access	Number of guarantees	1, 2017/18	5	2020/21	Existing resources

Outcome	Action	Indicator	Baseline	Target	Timescale	Resources Required
Accommodation is access as quickly as possible for those in Housing Need	Complete a review of Falkirk Councils Allocations Policy	Not Applicable	Not Applicable	Not Applicable	2020/21	Existing resources
	With committee approval increase the quota of Falkirk Council lets to homeless households	Percentage of lets to homeless applicants	34%	45%	2020/21	Existing resources
	Liaise with local Registered Landlords to increase the quota of lets to homeless households	Percentage of lets to homeless applicants	19%	TBC	2020/21	Existing resources
	Review our section 5 agreements with Local Registered Landlords	Number of section 5 referrals	0	TBC	2020/21	Existing resources
	Review and amend appeals process to ensure that a housing outcome is achieved for those with a negative decision	Number of appeals rejected	68	Not Applicable	2019/20	Existing resources
	Agree protocols with SWF to fast track grants for our most vulnerable in temporary or interim accommodation	Not Applicable	Not Applicable	Not Applicable	2019/20	Existing resources
	Agree protocols with revenues and benefits to fast track DHP grants for move on accommodation any household in temporary or interim accommodation	Average time taken to process grants	97% within 15 working days		2019/20	Existing resources
	Develop arrangements to augment SWF packs or supply items to those with in entitlement but moving into permanent accommodation	Not Applicable	Not Applicable	Not Applicable	2019/20	£40,000 per annum from Existing resources
	Develop training for housing officers for property viewings to address and	Not Applicable	Not Applicable	Not Applicable	2019/20	Existing resources

Outcome	Action	Indicator	Baseline	Target	Timescale	Resources Required
	assist the following <ul style="list-style-type: none"> - Quick occupation of a property - Support needs are identified - Affordability is address - Issues of future Tenancy sustainment is discussed - How to have difficult discussions 					
The supply of housing is increased	Provide new build affordable housing	Number of social rented new build affordable units	104	123	Annual	AHSP budget
	Make best use of existing stock to provide additional affordable housing	Number of affordable homes delivered	153	218	Annual	AHSP budget
	Work in partnership to deliver housing through the Affordable Housing Policy	Number of affordable homes delivered	153	218	Annual	AHSP budget
	Ensure that the next HNDA includes a definition of Multiple/complex needs and considers the requirements of the RRTP.	Not Applicable	Not Applicable	Not Applicable	2021	Not Applicable
	Ensure the SHIP takes account of the specific pressures on housing supply identified by the RRTP	Not Applicable	Not Applicable	Not Applicable	2019	AHSP budget

4. Fit for the future temporary accommodation

Outcome	Action	Indicator	Baseline	Target	Timescale	Resources Required
Reduce costs of temporary accommodation provision	By 2024 stop the use of PSL properties	Number of PSL properties	44	0	2023/24	Existing resources
	Provide affordable temporary accommodation by reviewing temporary accommodation costs for tenants	Average cost of temp accommodation	£183.80	TBC	2020/21	Existing resources
	Review procedural arrangements for clients storage and storage in temporary accommodation	Not Applicable	Not Applicable	Not Applicable	2019/20	Existing resources
	Review current supported housing provision to ensure that they are psychologically informed environments and are welcoming, accessible to all including reviewing barriers, standardising and transparent policies, curfews and restrictions.	Percentage satisfaction with supported accommodation	86.3%	95%	2020/21	Existing resources
The number of children in temporary accommodation is reduced.	Rapid rehousing will be prioritised for families with children	Time spent in temp accommodation reduced	98.1 days	TBC	2020/21	Existing resources
	Review mainstream void/lettable standard to reduce the time waiting for before accommodation is advertised in our CBL	Average number of days void	32	31	2019/20	Existing resources
	Review mainstream void/lettable standard to allow people to move into tenancies quickly	Average number of days void	32	31	2019/20	Existing resources
	Develop clear pathways and provision of access to accommodation for those with no recourse to public funds	Not Applicable	Not Applicable	Not Applicable	2020/21	Existing resources

5. Improving the health and wellbeing of those affected by homelessness

Outcome	Action	Indicator	Baseline	Target	Timescale	Resources Required
Ensure that the health needs of our applicants are met	Work with NHS Forth Valley to ensure that all hospital and emergency discharges are coordinated appropriately to prevent homelessness which includes specialist provision	Number of homeless apps where previous property type was hospital	4 (1/4/18-30/9/18)	0	2019/20	Existing resources
	Work with service users to identify gaps and issues in accessing mainstream health services	Not Applicable	Not Applicable	Not Applicable	2019/20	Existing resources
	Work with service users to identify gap and issues in accessing support services that improves health (part of service user consultation for Housing First)	Not Applicable	Not Applicable	Not Applicable	2019/20	Existing resources

Appendix B - Equalities and Poverty Impact Assessment

NB: An approved EPIA cannot be submitted until further engagement is completed. Draft is within PDF doc attached to RRTP submission.

ⁱ Scottish Government definition where all circumstance are the same in current and previous applicants.

ⁱⁱ Developing a Profile of Severe and Multiple Disadvantage in Scotland:- working Paper: Homeless Data sources, Mandy Littlewood, Herriot Watt University