



Home First

Rapid Rehousing Transition Plan 2019-2024





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Introduction

The Homelessness and Rough Sleeping Action Group (HARSAG) was established by the Scottish Government in October 2017. The remit of the group was to make recommendations to Ministers on ways to end homelessness and rough sleeping, and transform the use of temporary accommodation in Scotland.

One of the key HARSAG recommendations, accepted by the Scottish Government, is for a swift transition to a 'Rapid Rehousing' approach. This requires all local authorities to develop and submit a Rapid Rehousing Transition Plan (RRTP) by 31 December 2018.

The HARSAG recommendations emphasise the need for prevention of homelessness whenever possible. They also recognise that, in some cases homelessness cannot be avoided and there will always be a need for some form of temporary accommodation. Rapid Rehousing should, however, be the default position for all homeless households that have low, or no, support needs.

In July 2015, the Council approved a report 'Building Ambition: The Council's Transformation strategy 2015-2020 and Organisational Development Framework' which included a transformation strategy and a programme of major reviews. One of these reviews was the Home First transformation project. In August 2016, the Council also approved 'Home First - Rio and Tayview House Review' which underpinned the implementation and roll-out of Home First.

Home First is our aspiration for people facing homelessness in Perth and Kinross, providing people with a settled **Home** as our **First** response when homelessness occurs. Everyone needs a safe, warm place they can call **home**, and we recognise that **home** is more than a flat, a hostel or a property. **Home** is where we feel safe and secure, have roots and a sense of belonging. **Home** supports our physical and emotional health and wellbeing.

Despite the many improvements in Homeless Services over the years it was recognised that people were still spending too long in temporary accommodation. We planned to remove this stage of the homeless journey and offer Home First as a direct route into settled accommodation for homeless households, reducing the need for temporary accommodation. By delivering Home First, in many cases, the stigma, duration, cost and experience of homelessness has been reduced.

In recognition of the important role that good quality, settled housing has to play in relation to tackling poverty and inequality Home First is a key contributor to the achievement of the Perth and Kinross Fairness Commissions key recommendations.

Home First was fully implemented in April 2017 after an extensive period of development involving colleagues from across the Housing service, other Council services and external partners. The new approach has been extremely successful, delivering on all project objectives and improving outcomes for homeless people across a range of indicators.

Our Home First Vision is:

Wherever possible, homeless households move directly into settled accommodation avoiding the stigma, cost and uncertainty of temporary accommodation and homelessness.

Objectives

- To remove unnecessary time spent in temporary accommodation.
- To reduce the duration of homelessness.
- To provide a better housing solution for a vulnerable group.
- To have the flexibility to respond to multiple and complex needs.
- To deliver a service that meets our legal and statutory responsibilities.

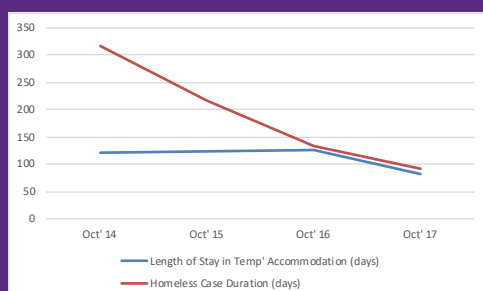


- To reduce inequalities in terms of service provision and affordability between differing types of accommodation.
- To offer best value to the Council and customer.

From the implementation of Home First on 1 April 2017, the following key outcomes have been achieved.

Home First – Key Outcomes

- Delivered savings target of £676,000.
- Introduced new operational practices for Greyfriars House following the reduction of hostel provision from 3 to 1.
- Reduced the portfolio of temporary accommodation:
 - dispersed flats 109 units to 26 (from a total of 326 units since 2010/11)
 - hostel spaces from 92 to 53
- Reduced the number of households in temporary accommodation from 213 at the end of 2015/16 to 101 at the end 2017/18.
- Reduced the average length of time spent in temporary accommodation from 258 days to 81 days.
- Reduced the number of days that homeless people wait to receive an offer of housing – April 2016 average wait was 441 days, reduced to 91 days by March 2017 and to 77 current.



- Reduced homeless case duration from 52.97 weeks to 20.77 weeks
- Increased the percentage of housing lets to homeless households from 51% in 2015/16 to 67% in 2016/17.
- Reduced the homeless backlog from 550 live cases to 105.
- Increased the number of new tenancies created through the Rent Bond Guarantee Scheme to 175 in 2016/17 to 180 in 2017/18.

Given the significant improvements above, our Home First approach has also been recognised locally and nationally as a sector-leading example of good practice, as highlighted by the Scottish Government, major homelessness charity Crisis and HRSAG. In developing and delivering Home First, we have worked closely with partners, particularly Registered Social Landlords (RSLs) and third-sector organisations. We have a successful and long-standing Common Housing Register, underpinned by a Common Allocations Policy. RSL Partners continue to make a significant contribution to providing settled accommodation for homeless households. Our Home First model has also been independently evaluated by Scotland's Housing Network.

We recognise that, because of Home First, developing a RRTP presents us with a different challenge to that faced by some other local authorities. Through the development of the RRTP we have recognised the ongoing challenges we face in preventing and responding to homelessness and have set out an ambitious proposal designed to enhance Home First to ensure its sustainability and resilience to the increasing demands that we will face over the next five years.



Perth & Kinross Council's objective is (refer to Appendix 1):

To deliver a service which is focussed on preventing homelessness and minimising the impact of homelessness where it cannot be avoided. We will do this by continuing to:

- *intervene early and prevent homelessness through enhanced advice, assistance and support;*
- *offer and provide a route for homeless people to move directly to settled accommodation;*
- *reduce the need for temporary accommodation and minimise the length of time people spend in temporary accommodation where it cannot be avoided.*

We have consulted widely with partners, stakeholders and people who use our service and the proposals contained within this plan reflect their views.

The Plan was developed by a cross-service and multi-agency steering-group with input from various partners including those in the RSL and third sectors and colleagues from the Health and Social Care partnership.

We delivered a series of well attended consultation and engagement events for a diverse range of partners and stakeholders at various stages of the development of the Plan.

The Scottish Government have provided Local Authorities with clear guidance on the content and layout of RRTPs to ensure a consistent approach nationally and support decision making around funding allocations. This RRTP follows the guidance, detailing the housing market context within Perth and Kinross, the temporary accommodation baseline position and future plans to meet key homelessness outcomes over the next 5 years.

This plan sits within the wider strategic planning framework for the delivery of housing and homelessness and supports the overarching vision of the Local Housing Strategy; it will also become an integral part of the Strategic Housing Investment Plan (SHIP) and will influence the delivery of the Health and Social Care Partnerships Strategic Plan.

"I'm looking forward to having my own tenancy as quickly as possible but I'm worried about how I will pay for it and what I'll do if something breaks."

(GF Engagement, 1 November 2018 - MS/ER)



1 Local Housing Market and Homelessness Context

Perth and Kinross covers an area of 5,286 square kilometres and is the fifth largest local authority area in Scotland¹. We are centrally located and share a physical boundary with many other Scottish Local Authorities - Dundee City, Angus, Fife, Highland, Aberdeenshire, Argyll and Bute, Stirling and Clackmannanshire Councils. This makes the local area very appealing to many people moving into the area.

Perth and Kinross has a fairly even urban, rural population split, with around 52.8% of the population living in the urban settlements and 47.2% living in rural settlements. We are also in the unique position of being partly located within both of Scotland's National Parks - Blair Atholl and Upper Glenshee fall within the Cairngorms National Park and the small area around Loch Earn and St Fillans falls within the Loch Lomond and Trossachs National Park.

Our geography presents specific challenges in terms of its size and its rural nature. Whilst Perth City is home to just under 50,000 people, the larger area has a number of major towns and many smaller settlements which vary in size. Many remote communities experience issues in terms of access to services and support.

Population and Household Growth

National Records of Scotland (NRS) mid 2014 population estimates report Perth and Kinross to have a population of 148,880². Previous 2012-based population projections³ report that the total population of Perth and Kinross is expected to increase from 147,740 in 2012 to 183,468 by 2037. During this time,

the key element of growth is expected to come from net migration.

As strong demand for housing in rural areas can keep house prices high, often local residents searching for housing are unable to afford the market prices. Analysis of house sales data in Highland Perthshire has shown that 31% of buyers originate from the rest of Scotland or the rest of the UK. In Strathearn almost a quarter of the sales were to buyers from the rest of Scotland, rest of UK and overseas; and around 20% of buyers in Kinross originate from the rest of Scotland, the rest of the UK and overseas.

Perth and Kinross also has an increasingly ageing population with an expected increase of 65% in the 75+ age category⁴ by 2037. Increases are expected across other age groups (26% in children 0-15 years, 22% in working ages and 29% in pensionable ages). Whilst this level of growth provides many opportunities, it also brings a range of new challenges in terms of providing high-quality services that will continue to meet people's needs.

The total number of households in Perth and Kinross are also expected to increase from 67,102 in 2016 to 77,133 by 2041⁵ representing an increase of 15% although the average household size is predicted to fall from 2.18 in 2016 to 2.04 in 2041.

The table below demonstrates the expected change in household composition over the 25 year period, with a significant increase (33%) in the number of households with one adult and one or more children and a decline in the number of households with three or more adults and no children.

¹ Scottish Local Government Financial Statistics 2011/12 www.gov.scot/Publications/2013/02/4659/2

² National Records of Scotland Mid-2014 Population Estimates www.nrscotland.gov.uk/statistics-and-data/statistics/statistics-by-theme/population/population-estimates/mid-year-population-estimates/mid-2014

³ National Records of Scotland 2012-Based Population Projections for Scottish Areas www.nrscotland.gov.uk/statistics-and-data/statistics/statistics-by-theme/population/population-projections/sub-national-population-projections/2012-based/list-of-tables

⁴ NRS 2016-Based Population Projections for Scottish Areas (Table 3 - Percentage Change by Age) www.nrscotland.gov.uk/statistics-and-data/statistics/statistics-by-theme/population/population-projections/sub-national-population-projections/2012-based/list-of-tables

⁵ National Records of Scotland 2012-Based Household Projections www.nrscotland.gov.uk/statistics-and-data/statistics/statistics-by-theme/households/household-projections/household-projections-for-scotland-2012-based/list-of-figures-and-maps



Table 1 – Household Composition

Household Type	2016	2021	2026	2031	2036	2041	% Change 2012-37
1 Adult, 1 or more Children	3,541	3,794	4,057	4,326	4,539	4,701	33%
3 or more Adults, No Children	4,825	4,765	4,551	4,318	4,209	4,192	-13%
2 or more Adults, 1 or more Children	12,257	12,112	12,050	12,066	11,966	11,742	-4%
1 Adult, No Children	22,626	23,977	25,283	26,369	27,355	28,415	26%
2 Adults, No Children	23,853	25,200	26,325	27,104	27,629	28,083	18%
Total Households - Perth and Kinross	67,102	69,848	72,226	74,183	75,698	77,133	15%

Source: NRS 2016-Based Principal Household Projections

These changes in household composition suggest a continued need for 1 and 2 bedroom properties with increases in single adult households (26%), 2 adults with no children (18%) and an expected increase of 33% in one adult with one or more children over the next 25 years.

Housing Pressure

Our Housing Needs and Demand Assessment (2015) estimated that 4,781 homes would be required across all tenures in Perth and Kinross by 2021 to meet the demand for housing in the area.

In order to set a Housing Supply Target (HST) which is achievable, consideration must however be given to factors which impact on the pace and scale of housing delivery and the figures then adjusted accordingly. With this in mind, the following realistic HST was agreed for the 5 year period of the Local Housing Strategy (LHS):

	5 Year Total	Annual
Affordable Housing (including MMR options)	750 Units	150 Units
Market Housing (including Private Rent)	2,000 Units	400 Units
Total	2,750 Units	550 Units

Our Local House Condition Survey (2015) asked people whether they felt their current property would meet their household needs over the next 5 years. Whilst the majority of households find their current property suitable for their future needs (78.6%), 18.6% regarded their property as unsuitable and 16% of households quoted medical and mobility needs as the reason for this.

As well as continuing to provide more affordable housing within the area, consideration needs to be given to the fact that many people will have to move because their existing housing may no longer be suitable for their needs. This means that there may be increased demand for ground floor properties or bungalows which are able to accommodate varying needs.



1 Local Housing Market and Homelessness Context *(continued)*

Economy

Perth and Kinross is dominated by small businesses which account for around half the workforce. Tourism contributes around £400million per year to the local economy and supports 13% of employment within the area. Over 2 million visitors per year are attracted to Perth and Kinross which enables unemployment levels to remain below the national average⁶. Low wage sectors such as tourism, hospitality and agriculture are extremely important to the area; however, this also contributes to the fact that earnings from jobs have been around 9% less than Scottish averages over the last decade.

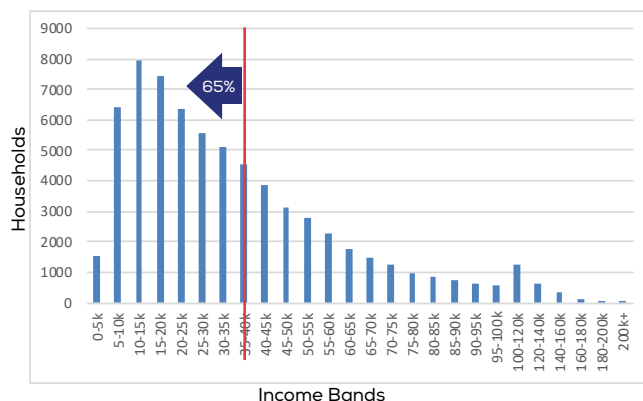
Perth and Kinross had a total of 6 of its 175 data zones appearing within the 15% most deprived data zones in Scotland (2012). Households living within these areas of deprivation are at a distinct disadvantage in terms of inequality, work to expand the economic and physical regeneration through investment on economic growth and increasing employment opportunities is crucial to overcome these inequalities.

Income and Earnings

Median earnings by residence (2015) for full-time employees living in Perth and Kinross were £26,878.80, below the Scottish median of £27,404 and the median for Great Britain of £27,539.20⁷. Household income level data produced by CACI in 2015 demonstrates over 52% of households within Perth and Kinross earn less than £30,000.

Since 2011, house sales have remained well below pre-recession levels. In 2013, the lower quartile house price for Perth and Kinross was £106,000. In order for a property to be purchased at this price, household income would need to be in excess of £38,000. In Perth and Kinross, 65% of

all households have a total income of less than £38,000 so would struggle to enter the purchase market unless they had a significant deposit raised through equity on a current property or available savings.



Source: CACI income data (2014) & The Scottish Government (2014) Scottish Housing Market Review - Quarter 4

This means that pressure for social housing within Perth and Kinross remains high as many people cannot afford to purchase a property. However, with housing waiting lists outstripping supply, many people have to turn to the private rented sector to meet their housing needs. This sector has experienced an increase of almost 4% between the 2001 and 2011 Census. In 2011, 14.6% of households in Perth and Kinross lived in the private-rented sector compared with a national average of 12.4%.

Private Rented Sector

The Private Rented Sector in Perth and Kinross has been growing rapidly over the last 10 years. The table opposite displays average monthly private rental costs by bedroom size for the Perth and Kinross area. The figures in the table opposite are based on data published by Citylets for Quarter 2 of 2018.

⁶ Perth and Kinross Community Plan/SOA 2013-2023, Page 7
<http://eric/pkteamsites/strategicplanningandimprovementteam/Strategic%20Planning%20and%20Improvement%20Team%20Published/Community%20Planning/Community%20Plan%20SOA.pdf>

⁷ NOMIS Official Labour Market Statistics
www.nomisweb.co.uk/reports/lmp/la/1946157428/report.aspx?town=perth%20and%20kinross#tabearn



Table 2 - Private Sector Rents

HMA	1 Bedroom PCM	2 Bedrooms PCM	3 Bedrooms PCM	4+ Bedrooms PCM
Perth & Kinross Council	£423	£543	£745	£900+

The Private Sector Rent Statistics for Scotland (2010-2014) demonstrate that rental costs for 1 and 2-bedroom properties in Scotland are generally on par with the rental costs above for Perth and Kinross, although larger properties in Perth and Kinross are more costly to rent. The recent weekly Local Housing Allowance (LHA) rates for Perth and Kinross (effective from April 2017) are as follows:

Table 3 - Local Housing Allowance Rates

Perth & Kinross Council	Weekly LHA Rate	Annual LHA Rate	Monthly LHA Rate	Monthly Shortfall
1 Bedroom	£82.40	£4,284.80	£357.07	£65.93
2 Bedrooms	£105.94	£5,508.88	£459.07	£83.93
3 Bedrooms	£137.31	£7,140.12	£595.01	£149.99
4 Bedrooms	£183.46	£9,539.92	£794.99	£100.00+

This information demonstrates that people living in private rented housing have to find additional money to cover the difference in rent relative to the LHA they would qualify for. Ensuring new affordable housing developments are progressed as quickly as possible remains important to meet the needs of people within the local area.

Homelessness

Homeless Presentations

Homeless presentations have remained fairly steady since 2012 but there was a 21% increase between 2016/17 and 2017/18. The age profile of people presenting as homeless remains consistent with the majority of presentations (60-65%) coming from people aged 26-59 years.

Table 4 - Homeless Presentations 2012-2018

	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
Total presentations	909	824	827	898	826	999
Presentations by age group:						
16-17	55	50	41	43	35	33
18-25	260	249	204	246	232	275
26-59	549	484	527	560	516	648
60+	45	41	55	49	43	43
All	909	824	827	898	826	999



1 Local Housing Market and Homelessness Context *(continued)*

The gender and household composition profile of people presenting as homeless in 2017/18 was broadly in line with previous years. The majority of presentations are from single males (42%) with the second largest distinct group being single-parent females (18%).

Table 5 - Applications by Household Type and Sex

		2015/16	2016/17	2017/18
Single Person	Male	278	301	416
	Female	186	157	172
	All	464	458	588
Single Parent	Male	65	67	76
	Female	211	176	182
	All	276	243	258
Couple	Male	27	22	23
	Female	36	22	44
	All	63	44	67
Couple with Children	Male	29	24	28
	Female	54	48	48
	All	83	72	76
Other	Male	3	0	4
	Female	2	4	4
	All	5	4	8
Other with Children	Male	2	3	0
	Female	5	2	2
	All	7	5	2

The chart below shows a breakdown of the homeless presentation reasons in 2017/18. The most common reason is 'Asked to Leave' which accounted for 34% of the presentations in 2017/18. Relationship breakdowns including those with a domestic abuse component account for 27% of presentations whilst 'Action by Landlord' (resulting in termination of tenancy) was the reason for 10% of presentations.

Proportionally, the profile is similar to previous years. However, there has been a significant increase in the number of Housing Association and Private-Sector tenants presenting as homeless due to action taken by their landlord to recover possession.

Chart 1 - Homeless Presentation Reasons 2017/18

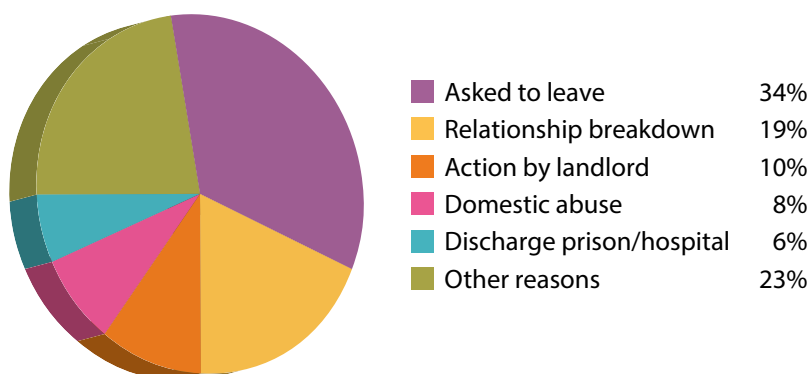




Table 6 - Applications by Property Type

	2015/16	2016/17	2017/18
Own property - LA tenancy	82	70	80 (+14%)
Own property - RSL tenancy	37	24	40 (+67%)
Own property - private rented tenancy	195	168	204 (+21%)

Note:

- A significant majority of the LA Tenancy cases are relationship breakdowns where the person presenting as homeless is a joint tenant.
- The RSL tenancy cases are a mix of action taken by the landlord to recover possession and relationship breakdowns involving joint tenants
- Almost all of the private rented tenancy cases are due to the landlord taking action to recover possession (although in most cases, this is actually due to the tenant not paying rent or failing to fulfil some other obligation).

Youth Homelessness

Table 4 shows that around 31% of homeless applicants in 2017/18 were in the 16-25 age group. This includes single people and applicants with children. Just over 200 of these applicants were single people.

Of the single, young people that presented as homeless in 2017/18, 56% had been 'asked to leave' by their parents, relatives or friends. This is the most common reason for youth homelessness by some margin.

Reducing youth homelessness is a key priority for Perth and Kinross Council and we have invested substantial resources in this area. We have developed an Integrated Schools Programme to educate young people about homelessness. We also have dedicated Support Officers who work with young people and are trained in family mediation.

Care experienced young people are prioritised through our Strategic Need pathway where possible. This is outlined on page 12.

Families with Children

Minimising the impact of homelessness for families with children is another key priority for us. Almost a third of all presentations in 2017/18 were from families and compared to youths, the reasons for homelessness are a bit more varied:

- Asked to Leave - 24%
- Relationship breakdown (including domestic abuse) - 32%

Action by Landlord - 18%

We have actively prioritised families through our Home First approach in order to avoid or minimise the need for temporary accommodation which has a disruptive impact, particularly on children. This has been successful and is one of the factors that have enabled us to significantly reduce our portfolio of temporary flats. In addition, we haven't recorded a breach of the Unsuitable Accommodation Order since 2008.

Lost Contacts

Maintaining contact with people who are homeless or threatened with homelessness is important to ensure that they provided with the necessary advice and support. There are two ways in which the prevalence of losing contact with applicants is measured - before assessment and after assessment. In 2017/18, contact was lost with 11 applicants before their homelessness assessment had been completed and 84 applicants after their assessment had been completed and they had received their homeless decision.

The 'after assessment' indicator is monitored by the Scottish Government and the 84 cases equates to 7% of the applications assessed in the year, lower than the national average of 17%.

Rough Sleepers

In 2017/18, 48 (4.8%) of the 999 people who presented as homeless advised that they had slept rough at some point in the three months



1 Local Housing Market and Homelessness Context *(continued)*

preceding their application. Of these, 25 people (2.5%) said that they had slept rough the night before they applied. The national average for people reporting that they had slept rough at some point in the three months preceding their application is 8%.

Repeat Presentations

Repeat homelessness is measured when an applicant had presented previously within a 12 month period and indicates that the initial response to resolve homelessness has been unsuccessful. There were 42 repeat presentations in 2017/18, the majority of these were either previously closed as lost contacts or had an offer of housing from their previous presentation which they refused resulting in their case being closed-down. The table below provides a comparison with previous years.

Table 7 - Repeating Cases - Scottish Government Definition

2014/15	2015/16	2016/17	2017/18
42	21	45	42

Prison Leavers

During 2017/18 54 homeless applications were received from prison leavers. The Homeless Team deliver a weekly surgery at HMP Perth to ensure a prisoners' release is managed in a planned way and that suitable accommodation is available upon release.

For high-risk offenders and/or long-term prisoners seeking parole, a robust process is followed involving the Safer Communities Team to facilitate appropriate accommodation.

The approach to engaging with prison leavers to discuss housing options is consistent with the Suitable Housing On Release for Everyone (SHORE) Standards.

Strategic Need Pathway

Our Common Allocations Policy contains a Strategic Need provision to recognise applicants with an urgent need for rehousing but who may not be homeless or who may not require temporary accommodation. This

provides an opportunity to take a planned approach rather than responding to a crisis situation where an individual or family has become homeless. The typical timescale for making an offer of housing is similar to what we achieve for homeless applicants.

Applicants who fall into the undernoted categories will generally be prioritised through strategic need:

- *Looked after and accommodated (care experienced) young people.*
- *Foster/kinship carers whose current property is unsuitable.*
- *People at risk of or experiencing domestic abuse.*
- *People at risk of or experiencing serious harassment.*
- *People leaving supported accommodation.*
- *Armed Forces personnel leaving full-time, regular service.*
- *People who have to leave home due to regeneration activity.*
- *Witness protection cases.*
- *People who are ready to leave hospital but cannot as they don't have suitable accommodation (delayed discharge).*
- *Served with a Closing Order.*
- *Staying in adapted housing but no longer require the adaptations.*
- *Exceptional circumstances*

Domestic Abuse

80 households presented as homeless during 2017/18 as a result of 'dispute within household – violent or abusive'. This represents 8% of all presentations received during the period.

We continue to work in close partnership with Women's Aid and Housing staff are active participants in the Violence against Women Partnership.

The Council leases a number of properties to Women's Aid for use as refuge



accommodation. This pool of properties is regularly rotated and it is not uncommon for the tenancies to be transferred to Scottish Secure Tenancies with the individual or family remaining in-situ.

The Council were recently the second Scottish Local Authority to sign-up to the 'Make a Stand' Pledge. This is an initiative developed by the Chartered Institute of Housing in partnership with Women's Aid and the Domestic Abuse Housing Alliance. By signing up to the Pledge, the Council has highlighted its commitment to preventing homelessness arising from domestic abuse and to respond sensitively and appropriately when it does occur.

Minority Groups

The tables below detail the number of homeless presentations from minority groups. Although presentations are relatively low a proactive approach ensures that services are accessible and tailored to meet the specific needs of these groups.

We have a Service-Level Agreement in place with the Scottish Refugee Council through which, we work in partnership to support minority groups. In addition, we provide translation and interpretation services as required and all our staff have completed Equality and Diversity training.

Analysis - Reasons for the Increase in Presentations

The increase in presentations experienced in 2017/18 is in part due to normal variations in demand. There are however some other relevant factors that have resulted in this increase.

- Housing Options**

In 2016 the service undertook a review of housing options activity in relation to homeless presentations to ensure that a homeless application was completed when a housing options approach indicated a homelessness trigger.

- Removal of Appointment System**

In July 2017, a new approach was introduced to engaging with people who were looking for advice on their housing difficulties or options. The new arrangements offer all customers an immediate interview at the point of their initial approach. Previously many customers were offered a future appointment, and asked to return to the office, based on an initial triage of their circumstances.

The effect of these improved access arrangements has been that some people who have a homeless application (HL1) completed at their initial approach subsequently

Table 8 - Applications from Gypsy/Travellers

	2014/15	2015/16	2016/17	2017/18
Yes	17	10	7	12
No	789	814	796	911
Not known/Refused	21	74	23	76
All	827	898	826	999

Table 9 - Applications from EU Nationals

	2014/15	2015/16	2016/17	2017/18
British, EEA, pre EU expansion in 2004, Swiss	796	881	798	973
A8, A2 or joined the EU since then	27	15	19	13
Lawfully present	4	2	4	7
Not eligible	0	0	5	6
All	827	898	826	999



1 Local Housing Market and Homelessness Context *(continued)*

disengage with the Service having resolved their situation themselves.

The cumulative effect of these 2 service improvements has been an overall increase in homeless presentations. By ensuring a customer-focussed and highly-accessible homeless service, the level of homeless presentations has increased. This approach has enabled the team to intervene at a very early stage and in many instances prevent homelessness occurring. This has resulted in an increase in 'resolved', 'not homeless' and 'lost contact before assessment' decisions.

- **Focused Approach to Early Intervention and Homelessness Prevention**

In line with the approach promoted by the Scottish Government and adopted nationally the delivery of housing options within Perth and Kinross has a strong focus on early intervention, support and prevention. A range of prevention measures and approaches ensure homelessness is prevented wherever possible. Full details of these measures and approaches are outlined in the Rapid Rehousing Plan section.

- **Impact of Home First/Rapid Rehousing**

Concerns have been raised across the housing sector that rapid rehousing may encourage households to present as homeless. Analysis of homelessness

since the introduction of Home First does not suggest that this is an issue. However, given the reduction in case duration as a result of Home First this is an area that will continue to be monitored.

Homelessness Assessments

To ensure an effective and prompt response to people facing housing crisis a decision on a household's homelessness should be made within 28 days of the date the household presents as homeless. In April 2017, to improve performance in this area, an internal target of 21 days was introduced and as a result during 2017/18, 99% of homelessness assessments were completed within the 28 day target. The year to date figure is 100%.

The table below highlights the trend in assessment decisions over the last 4 years. The total number of assessments completed varies slightly from the total number of presentations in the period as presentations recorded near the end of a year are likely to be recorded as assessments/decisions in the following year.

Homeless decisions have generally remained consistent each year. In 2017/18 the number of households assessed as intentionally homeless increased, mainly due to people losing accommodation through their own actions. The removal of the appointments

Table 10 - Trends in Assessment Decisions (number)

	2014/15	2015/16	2016/17	2017/18
Homeless - priority unintentional	661	719	669	743
Homeless - priority intentional	15	11	15	34
Potentially homeless - priority unintentional	9	14	21	47
Potentially homeless - priority intentional	1	1	1	5
Neither homeless nor potentially homeless	65	49	83	84
Applicant resolved homelessness prior to assessment decision	43	52	53	34
Lost contact before assessment decision	1	10	21	9
Withdrew application before assessment decision	20	17	13	12
Ineligible for assistance	0	0	5	6
All	815	873	881	974



system has enabled a reduction in the number of 'lost contacts' prior to assessment.

Table 10 shows that the Council accepted a homelessness duty to 743 individuals or households in 2017/18 (homeless - priority unintentional cases).

However, the Council is also likely to accept a duty to applicants who receive a potential homeless decision. In circumstances where an intentionally homelessness decision is reached for a household with children our approach is ultimately to provide accommodation. This means that the overall number of households that the Council was committed to housing was 800 in 2017/18.

Homeless outcomes and the figures for the previous four years indicate that on average, 31% of the 800 applicants referred to above will eventually have a non-rehousing outcome. This in effect means that a rehousing solution would be required for 552 applicants.

Homeless Case Duration

One of the key measures of the impact of homelessness on individuals and families is the duration of homelessness. This is measured in terms of the length of time between the homelessness decision and an offer of settled accommodation.

Table 11 below shows the average duration against each of the decision outcomes where we have a duty to rehouse or have taken a decision to make them a discretionary offer of housing (intentional cases). The table shows that the overall average case duration

has reduced by 61% in the last four years from 52.97 weeks to 20.77 weeks. This is directly linked to the introduction of our Home First approach.

Responding to homelessness and the provision of suitable housing fulfils a basic need essential to meet wider life outcomes. A home, its location and its immediate environment can have a major impact on a person's health and wellbeing. We recognise that good quality housing of the right size and close to family and social networks can have a positive impact on children's development and educational outcomes. Providing suitable housing quickly minimises the duration and stigma of homelessness.

The Chart below shows a significant and continuing improvement in reducing the overall case duration.

Chart 2 - Homeless Case Duration

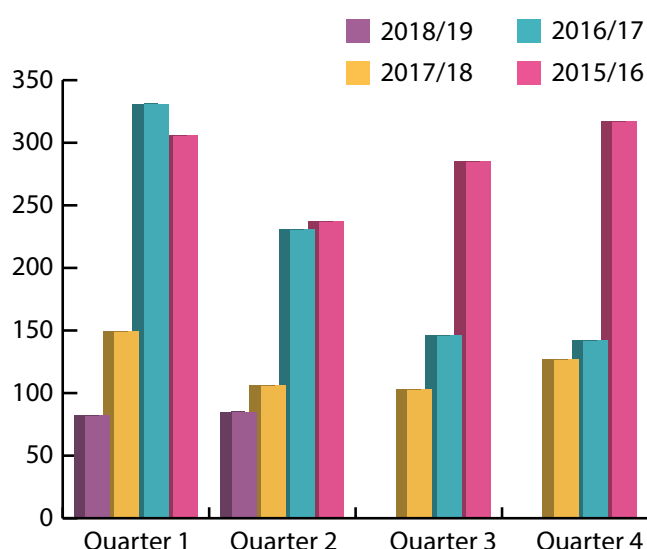


Table 11 - Average Case Duration (weeks) by Financial Year of Case Closure (Homeless/Potentially Homeless)

	2014/15	2015/16	2016/17	2017/18
	Mean Case Duration	Mean Case Duration	Mean Case Duration	Mean Case Duration
Homeless - priority unintentional	53.13	49.59	39.01	20.90
Homeless - priority intentional	39.68	57.45	32.53	20.55
Potentially homeless - priority unintentional	67.17	15.93	17.20	17.16
Potentially homeless - priority intentional	70.71	3.14	106.29	38.79
All	52.97	49.37	38.43	20.77



1 Local Housing Market and Homelessness Context *(continued)*

Live Homeless Cases

Another key measure of the effectiveness of responding to homelessness is the number of live homeless cases awaiting an offer of permanent housing, often referred to as the 'Homeless Backlog'. In the context of Home First or Rapid Rehousing, it is essential that the backlog is minimised in order that newly presenting households receive an effective response. Table 12 below shows the 'gross' backlog figure as at 31 March in each of the last 3 years, demonstrating that this has reduced by 58% since the end of 2015/16.

Table 12 - Number of Live Cases

	Total
Live cases as at 31 March 2016	537
Live cases as at 31 March 2017	321
Live cases as at 31 March 2018	218

It is also useful to look at the 'net' homeless backlog which takes account of the number of live case applicants, who have either been rehoused on a Short Scottish Secure Tenancy (SSST) or who already have an offer of housing and are waiting on the property being ready. At 31 March 2018, there were 25 applicants rehoused on a SSST and 64 applicants with an offer of housing. The 'net'

homeless backlog therefore was only 129 applicants (who we have a duty to and who are waiting on an offer of housing).

Outcomes for Homelessness Cases

Our vision is to deliver a service which is focussed on preventing homelessness and minimising the impact of homelessness where it cannot be avoided.

Table 13 below details the outcomes recorded for all homeless cases closed each year. The significant increase in the number of homeless applicants securing a Scottish Secure Tenancy each year is linked to Home First, and specifically the higher proportion of allocations to homeless households.

It has always been difficult to discharge our homelessness duty into the private-rented sector (PRS) due to the number of conditions that need to be satisfied. We have however been very successful in preventing homelessness by assisting households into the private-rented sector through a range of PRS access initiatives. The decline in the number of PRS homeless outcomes is as a result of these initiatives where people are proactively assisted into the private sector as a suitable housing option to prevent homelessness arising.

Table 13 - Homeless Outcomes (number)

	2014/15 N	2015/16 N	2016/17 N	2017/18 N
Scottish Secure Tenancy	500	609	641	657
Private Rented Tenancy	73	56	50	26
Hostel	2	1	4	0
Bed & Breakfast	0	0	0	0
Returned to previous/friends/vol org	112	135	101	55
Women's Refuge	0	0	0	0
Residential care/nursing home/shared supported	2	0	0	0
Other - Known	40	43	30	18
Other - Not Known	6	8	10	20
No duty owed to applicant	136	133	167	144
Contact lost before duty discharge	35	64	48	70
All	906	1049	1051	990



Temporary Accommodation

Since 2010/11 the portfolio of temporary accommodation has been significantly reduced through service improvement and redesign. Excluding Third Sector hostel provision, we have reduced our portfolio of temporary accommodation from 326 to 56 units, since 2010/11. Full details of our past, present and proposed temporary accommodation portfolio is included in Appendix 4.

The table below shows the steady reduction in the number of people* in temporary accommodation over the last three years which is a direct result of the implementation of Home First.

Table 14 - HL2 Reporting

	Q1	Q2	Q3	Q4
2017/18	175	141	171	155
2016/17	201	175	169	174
2015/16	237	278	246	213

**Note: this is the total number of people in temporary accommodation rather than the number of households. Q = Quarter.*

At the end of March 2018, 113 households were accommodated consisting of 155 people including 38 children.

At the end of June (Quarter 1) in 2012, 411 households were accommodated in temporary accommodation, many of them in Bed & Breakfast. This was the highest recorded figure ever. Comparing this with the position at the end of 2017/18, the number of households in temporary accommodation has reduced by 73% to 113.

Minimising the length of stay and the number of transitions between different temporary accommodation types are [key recommendations from the Homeless and Rough Sleeping Action Group \(HARSAG\)](#) report on 'Transforming the Use of Temporary Accommodation'.

The table below highlights the significant reduction in the length of stay achieved through the full implementation of Home First in 2017/18.

Table 15 - Length of Stay in Temporary Accommodation

	Length of Stay (Dispersed Flats)	Length of Stay (All Types)
2017/18	123	86
2016/17	246	153
2015/16	214	136
2014/15	273	160

Allocation of Housing

We continue to operate a successful Common Housing Register (CHR) with RSL partners Caledonia Housing Association (CHA) and Hillcrest Housing Association. This is underpinned by a Common Allocations Policy, revised in 2016, with an overall aim to meet housing need fairly and help secure accommodation for households in the greatest housing need.

The Councils' Housing Options & Support Team undertake the overall administration of the CHR on behalf of the partners. This includes the assessment of housing applications against the policy and allocating and matching all vacant properties to applicants on the CHR.

The combination of the CHR, the common allocations policy and the administration arrangements ensures a consistent, efficient and fair approach to determining housing need and accessing social housing in the area. Furthermore the approach has been a key factor in the success of Home First and has been identified as unique in Scotland and [highlighted as an example of good practice by HARSAG](#).



1 Local Housing Market and Homelessness Context *(continued)*

The table below shows the number of vacant properties that became available to CHR partners over the last three years.

Table 16 - Total Lets by the CHR Partners

	2015/16	2016/17	2017/18	Total
Perth & Kinross Council	716	704	762	2,182
Caledonia Housing Association	200	198	312	710
Hillcrest Housing Association	80	129	71	280
	996	1,031	1,145	3,172

The total number of available vacancies from the three partners has been increasing steadily as a result of new-build completions, property conversions, buy-backs and the effective use of stock through vacancy chains.

In recent years our stock turnover has increased from 6.31% in 2010/11 to 9.47% in 2017/18, this can largely be attributed to the proactive approach to increase the supply of housing and meet housing need in the area. The table above shows that the total lets by the CHR partners have increased by 15% since 2015/16.

Allocations to Homeless Applicants

A key success factor of Home First has been to increase the number of properties allocated to homeless applicants. The Common Allocations Policy aims to allocate around 50% of vacancies to homeless applicants. *The RRTTP Guidance encourages* Local Authorities to undertake a predictive modelling exercise to establish the number of vacancies to be allocated to homeless applicants to reduce existing backlogs and respond to homeless demand timeously.

The table below shows the number and percentage of properties allocated to homeless applicants by partners.

Table 17 - Properties Allocated to Homeless Applicants

	2015/16	2016/17	2017/18	Total
Perth & Kinross Council	407 (60%)	451 (67%)	443 (62%)	1,301
Caledonia Housing Association	86 (50%)	102 (63%)	154 (55%)	342
Hillcrest Housing Association	55 (69%)	73 (57%)	48 (68%)	176
	548	626	645	1,819

** The percentage calculation is based on the total number of general needs lets only (supported housing lets are disregarded).*

The information in the table highlights the success in maximising the number of allocations to homeless applicants. This has contributed to the significant reduction in the homeless backlog of live cases outlined previously. It also highlights that our partners are making a significant contribution to addressing homelessness. The strength of this partnership approach cannot be underestimated particularly in the national context where the number of properties allocated to homeless applicants by some Registered Social Landlords is relatively low with the national average being 26%.



Gap Analysis

One of the initial tasks undertaken as part of the Home First redesign was to develop a modelling tool, evaluating current and future needs to determine how the future model of service delivery would operate. This was another key factor in the success of Home First. The modelling tool mapped all current activity and enabled an analysis of:

- the total number of homeless presentations;
- household size, type and location to determine future accommodation requirements;
- the support needs of applicants and the level of support required – low, medium or high.

This enabled an assessment of the type of support provision and associated accommodation required. The modelling tool is updated regularly to support planning activity around the delivery of homeless services.

In addition to the 645 allocations to homeless applicants, 30 homeless households were successfully accommodated into settled accommodation within the private-rented sector.

An overview of the approach taken to determine homelessness demand is detailed in Appendix 2. Based on existing and projected new demand, it is estimated that 578 allocations to homeless households will be required annually.

The above projections indicate that if we continue to allocate the level of vacant properties to homeless applicants there would be an over provision of 97 properties. This could therefore enable a review and a future reduction in the number of allocations to homeless applicants from current levels.

This potential over provision gives flexibility to respond to fluctuations in levels of homeless presentations and availability of housing.

Access to the Private Rented Sector

The RRTTP guidance suggests that Local Authorities should develop rehousing solutions in the private rented sector (PRS) including enhanced use of Rent Deposit Scheme, development of Social Letting Agencies and use of Empty Homes Grants with conditions for rehousing homeless households.

Key to the success of Home First has been the continued development and delivery of a wide range of private-sector access initiatives. Our approach to engaging with the private sector to secure access to housing has been recognised through various awards including our local Securing the Future Awards and the National Empty Homes Champion awards.

Rent Bond Guarantee Scheme

The Rent Bond Guarantee Scheme (RBGS) continues to expand despite more challenging market conditions associated with changes to the tax regime for landlords, welfare reform, an uplift in the private house sales market, increasing regulation of the sector and the introduction of the Private Residential Tenancy (PRT).

The table below shows the number of households assisted through the RBGS since it was established in 2009.

Table 18 – RBGS Tenancies Created since 2009/10

2009/10	75	2014/15	191
2010/11	200	2015/16	153
2011/12	175	2016/17	175
2012/13	131	2017/18	181
2013/14	176	Total	1,457

PKC Lets – Social Letting Agency

PKC Lets has continued to develop, increasing the fully managed property portfolio from 100 to more than 130 units during 2017/18.



1 Local Housing Market and Homelessness Context *(continued)*

Section 61 of the Housing (Scotland) Act 2014 requires Letting Agents in Scotland to register with the Scottish Government. PKC Lets is covered by this legislation and has successfully achieved registration.

Empty Homes Initiative

Grants totalling more than £236,000 enabled 18 properties across the area to be brought back into use through the Empty Homes Initiative during 2017/18. A key criteria of the Empty Homes Initiative is that properties are made available to applicants through the Rent Bond Guarantee Scheme for an initial 5 year period. This unique approach provides a further housing option to people in housing need.

Additional funding for 2018/19 has been secured from the Council Tax 'Second Homes' budget to support the continued growth of the scheme. Recent legislative changes under the Private Housing Tenancies Act 2016 will increase housing opportunities for homeless people.

2 Temporary Accommodation Baseline Position



As part of the redesign of Homeless Services and the introduction of Home First a targeted plan was implemented, during 2016/17, to further reduce the portfolio of temporary accommodation. As detailed earlier, excluding Third Sector hostel provision, the portfolio of temporary accommodation has reduced from 326 to 56 units, since 2010/11. A full overview of our rapid rehousing baseline position is included as Appendix 3.

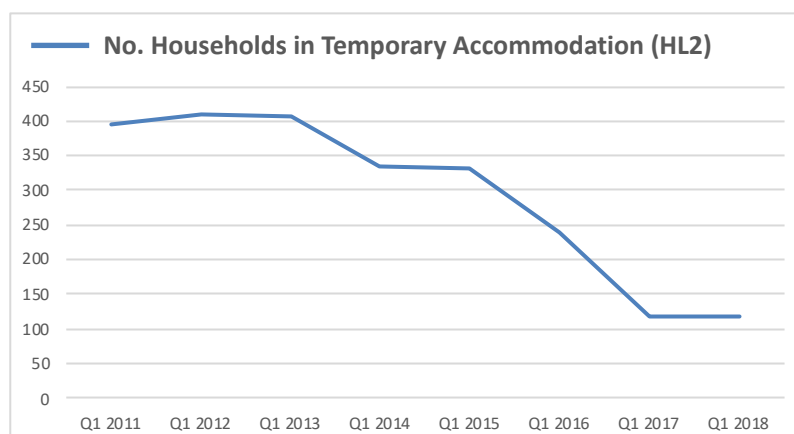
The table below provides an overview of current temporary accommodation provision with a baseline in 2015/16 for comparison.

Table 19 - Temporary Accommodation Baseline

Temporary Accommodation Type	Home First Baseline (2015/16)	Current Position (following Home First reduction programme)
Local Authority Furnished Accommodation (dispersed furnished flats)	109 units	30 units
Local Authority Furnished Accommodation (St Catherine's Square) (temporary furnished flats)	43 units	37 units
Housing Association/ RSL Dwelling (dispersed furnished flats)	10 units	0 units These units were decommissioned and returned to the RSLs as part of the Home First TA reduction programme.
Local Authority Hostel (Greyfriars House & Rio House) (supported accommodation with emergency/direct access)	38 units	30 units Rio House was decommissioned and closed in December 2016.
Hostel Other (Third Sector providers) (interim supported accommodation)	92 units	53 units
B&B (emergency accommodation)	n/a commissioned as required	n/a commissioned as required
Total Units	292	146

Through Home First, the number of households being accommodated in temporary accommodation has significantly reduced as illustrated in the chart opposite.

Chart 3 - Number of Households in Temporary Accommodation (HL2)





2 Temporary Accommodation Baseline Position *(continued)*

Note on Hostel Provision

The current temporary accommodation portfolio includes a mix of temporary furnished flats and supported accommodation placements within hostel type accommodation. Greyfriars House, the Council's direct access hostel is of high quality with a 24-hour staff presence of Support Officers and Hostel Assistants. The hostel includes a mix of shared and self-contained facilities and is designated as supported accommodation and is registered with the Care Inspectorate. Our commissioned, third-sector provision is also registered which provides reassurance that services delivered are in line with Health and Social Care Standards.

Note on Housing First Provision

Home First must not be confused with Housing First.

Housing First is an evidence-based approach to successfully supporting homeless people with high needs and histories of entrenched or repeat homelessness to live in their own homes. The overall philosophy of Housing First is to provide a stable, independent home and intensive, personalised support to homeless people with multiple and complex needs.

Home First is a rapid rehousing approach adopted as the Council's core homelessness business model. The aim to provide rapid rehousing applies to all homeless households, not just those with multiple and complex needs, the group typically served by Housing First models.

"Greyfriars House is not a homeless place, it's a home."

(GF Engagement, 1 November 2018 - MS/ER)



3 Rapid Rehousing Plan

Vision

To deliver a service which is focussed on preventing homelessness and minimising the impact of homelessness where it cannot be avoided. We will do this by continuing to:

- intervene early and prevent homelessness through enhanced advice, assistance and support;*
- offer and provide a route for homeless people to move directly to settled accommodation;*
- reduce the need for temporary accommodation and minimise the length of time people spend in temporary accommodation where it cannot be avoided.*

The introduction of Home First within Perth and Kinross was enabled by a far longer journey of service re-design and improvement. Over a number of years the Housing Service has:

- significantly reduced the use of B&B accommodation to a point where it is now used minimally for emergency situations only;*
- phased out private sector leasing;*
- shifted the focus of the service to early intervention and prevention;*
- undertook a full redesign of the Housing Service to deliver a more integrated locality model, integrating temporary accommodation management and enabling delivery tenure-neutral support from specialist, central and Locality Housing Teams;*
- delivered a successful Common Housing Register whereby the Council assess all applications and allocate all vacancies on behalf of partners;*
- introduced a Common Allocations Policy simplifying the system for all applicants and ensuring that sufficient*

vacancies are allocated to homeless households;

- integrated Homeless and Allocations teams into one Housing Options team ensuring a more streamlined service;*
- increasing the supply of affordable housing through a range of activities including;*
 - new supply through the delivery of the Strategic Housing Investment Programme (SHIP);*
 - purchasing more than 150 ex-Council properties through the Buy-Back scheme;*
 - the creation of vacancy chains to make the best use of stock when allocating properties;*
 - continued development of private-sector access initiatives.*

Home First recognises the importance of a proactive person-centred approach to reducing the stigma and experience of homelessness throughout each stage of a person's homeless journey.



Although Home First is delivering positive outcomes, a number of key challenges exist. It is the intention that this plan will address these issues and continue to deliver and enhance Home First by achieving the following outcomes for households facing homelessness in Perth and Kinross:

"I didn't want to be homeless, I was worried about the stigma and didn't want to be in temporary accommodation, so I stayed where I was until I was rehoused and it was a relief that it didn't take long to be offered a tenancy."

(SHN Evaluation – Fiona Jackson)



3 Rapid Rehousing Plan *(continued)*

Outcomes for Households Facing Homelessness

1. *For people at risk, homelessness is prevented before it arises.*

When homelessness does occur and cannot be prevented:

2. *People are provided with a range of information and advice regarding their options.*
3. *People with support needs are appropriately supported through the different stages of homelessness and in their tenancy once settled accommodation has been provided.*
4. *If alternative accommodation is required, people are moved directly into settled accommodation wherever possible.*
5. *Temporary accommodation is of a high standard, short-term and meets a household's needs in full.*
6. *Nobody need sleep rough in Perth and Kinross.*

Homeless Prevention

It is our overarching aim to intervene early and prevent homelessness occurring wherever possible. Detailed below are some examples of a range of projects designed to prevent homelessness in the short and long-term:

- **Integrated Schools Programme**
Since 2012 the Housing Service has delivered a housing and homelessness education programme to S1 to S3 pupils in all secondary schools.
- **Young People**
Support Officers are assigned to work specifically with young people at risk of homelessness with the aim of preventing it occurring wherever possible. This engagement takes place in a number of settings including youth clubs.

- **Family Mediation**

All Support Officers are trained in family mediation to provide support where a young person has been asked to leave the family home.

- **Prison Protocol**

Weekly surgeries delivered at HMP Perth to ensure a planned approach for prisoners nearing release and to assist short-term prisoners to maintain their existing tenancies during sentence to minimise and prevent homelessness upon release.

- **Hospital Discharge**

An Officer works closely with Health and Social Care Partnership colleagues to assist people ready to be discharged from hospital but who cannot return to their home.

- **Domestic Abuse**

Joint partnership working with Women's Aid and involvement in other domestic abuse partnerships to ensure that suitable accommodation is available for people who are victims of domestic abuse.

- **Personalised Budgets**

HARSAG recommended and facilitated the introduction of personalised budgets as part of the 2017/18 'Winter Initiative'. We have replicated this approach using a small, recurring budget which has been available since April 2018. Front-line staff are empowered to use this budget for homelessness prevention or crisis response situations.

Perth & Kinross Council has also been instrumental in the development of the Housing Options Toolkit and will fully implement the Toolkit to ensure staff have access to high-quality, consistent housing options training.

- **Eviction Prevention**

We have an eviction prevention panel and associated arrangements which take a cross-service and multi-agency approach to preventing evictions from Council tenancies. In addition, we have dedicated a Support Officer



to work with RSL partners to support tenants and prevent evictions. Another Support Officer focusses on Section 11 notifications, engaging with private landlords and lenders in this capacity.

- **Veterans**

Armed Forces personnel leaving full-time, regular service are prioritised through our Strategic Need pathway. This provides an opportunity to take a planned approach rather than responding to a crisis situation where an individual or family has become homeless. The typical timescale for making an offer of housing is similar to what we achieve for homeless applicants.

Key Challenge: Homeless presentations

increased by 21% in 2017/18 compared to the previous year. While the increase has been largely as a result of a proactive approach to enhance access arrangements, the increase was particularly evident in the 18-25 age group and presentations from Housing Association or private-sector tenancies.

Key challenge: Rough Sleeping - The Scottish Government has committed to eradicating rough sleeping in Scotland and this was a key focus of the HARSAG. Rough sleeping in Perth and Kinross is low and well below the national average. Last year 48 people indicated that they had slept rough at some point in the three months preceding their application. This represents a slight increase from the previous year and in the context of eradicating rough sleeping, this is an area for improvement.

The HARSAG concluded that much more needs to be done to understand the people that are at the highest risk of rough sleeping in order that prevention responses can be targeted effectively.

Key challenge: Better understanding the local homeless context in Perth and Kinross and the role of our partners. Health and homelessness research in Scotland evidenced that:

- at least 8% of Scottish population had experienced homelessness at some point of life;

- 49% of homeless people have health conditions relating to drugs/alcohol or mental health;
- the average death of a homeless person is 47 years for a male and 43 for a female;
- 30% of homeless people have some mental health interactions;
- 19% of homeless people have a drug/alcohol interaction (of whom 94% had mental health interactions);
- the most common health needs of homeless people are mental ill health, alcohol abuse and illicit drug use, with dual diagnosis being frequent;
- depression and suicide are higher among homeless people;
- homelessness can also impact on the health of children - homeless children have higher rates of acute and chronic health problems than low-income children with homes;
- some homeless people have multiple , complex support needs which overlap making the problem even more difficult as services tend to focus on single 'issues'.

'Rights, Respects and Recovery' Scotland's new strategy to improve health by preventing and reducing alcohol and drug use, harm and related deaths recognises the important role that settled housing plays in the prevention of, and recovery from, problematic alcohol and drug use.

The Scottish Government has made clear its commitment to developing more joined up approaches across homelessness services and alcohol and drug treatment services. Within Perth and Kinross the ADP is currently redesigning services to deliver a Recovery Orientated System of Care at a local level. Staff from drug and alcohol and Homeless Services continue to work in partnership at strategic and operational levels to ensure that the housing and substance use issues of people are met effectively.



3 Rapid Rehousing Plan *(continued)*

It is however recognised that enhancements to existing arrangements are required to:

- *strengthen links with the Health and Social Care Partnership;*
- *strengthen links with the Alcohol and Drugs partnership;*
- *better understand the links between health and homelessness and the prevalence of multiple and complex needs in a local context;*
- *ensure that our strategic and operational response to homelessness takes account of particular needs groups;*
- *consult with people who are seeking housing assistance, who may be threatened with homelessness, rough sleeping and people currently using our service.*

A continued and strengthened focus on homelessness prevention and closer working with RSL and private sector landlords will also be required.

We will seek the views of people that use our service by undertaking research to provide a greater understanding of the local homelessness context, for example the links between health and homelessness and drug and alcohol issues. We will also seek to better understand the reasons for rough sleeping and identify those at the greatest risk, including young people. This research will inform future priorities, our approach to eradicating rough sleeping locally and areas for improved partnership working. The costs associated with undertaking this will be met using the RRTP development funding.

Rapid Rehousing to Settled Accommodation

Home First is effectively delivering settled housing outcomes and the gap analysis calculations outlined previously and in Appendix 2 show a surplus of allocations to homeless households. In view of this, the existing allocation priorities in our Common Allocations Policy (CAP) will be retained. This means that, together with Partners, 50% of allocations of social-rented vacancies will be made to homeless households. The CAP however provides flexibility to increase/decrease this according to fluctuations in demand.

Key Challenge: Settled Accommodation - rapid rehousing through Home First has highlighted that some homeless households cannot move into their settled accommodation immediately due to barriers faced when trying to secure basic items to furnish their home. Mainstream properties offered to homeless households meet the Councils lettable standard and are 'ready to let'. To further aid the successful transition to settled accommodation we want to introduce a 'ready to occupy' approach.

Key Challenge: Co-ordination of Home First activities. The delivery of Home First is our core approach to responding to homelessness and therefore central to the role of many front-line officers across the Housing Service. The absence however, of an officer to oversee and co-ordinate all Home First-related activities can lead to communication breakdown and delays, undermining the effectiveness of the overall approach.

Proposals to address these challenges are detailed in Section 6.

"I avoided going into a hostel with my children which I was very happy about."

(TA Satisfaction Survey)

4 Future Vision for Temporary Accommodation



To build on the success of Home First a further reduction in the overall temporary accommodation portfolio is planned, this will involve formally re-designating some hostel provision as supported accommodation. An overview of the proposal is detailed within Appendix 4.

Key Challenge: Temporary Accommodation

Through service redesign the portfolio of temporary accommodation has significantly reduced and the number of people accommodated in temporary accommodation has reduced by 73% since 2012. Optimising the remaining portfolio of temporary accommodation in the context of the wider challenges will be a key consideration.

Key Challenge: Hostel Accommodation – The HARSAG recommended that large-scale, generic and/or unsupported hostels have no place in a transformed temporary accommodation landscape in Scotland. Much of the remaining provision in Perth and Kinross is hostel-type accommodation, which mainly caters for a more vulnerable client group with multiple and complex needs. Most of this provision is small-scale, fully supported and registered with the Care Inspectorate. However, where this cannot be remodelled to meet supported accommodation standards and offer a trauma informed environment, we will need to identify more suitable accommodation where the required level of support can be provided.

Key Challenge: Regeneration of St Catherine's Square

Through the redesign of homeless services a number of temporary accommodation units at St Catherine's Square have been returned to the mainstream pool. The area has become stigmatised due to previous anti-social behaviour and a number of units are being held vacant. The regeneration of St Catherine's is a key priority for the service.

Building on progress to date and to support the reduction in temporary accommodation it is proposed to further reduce:

- the backlog of homeless households waiting for an offer of accommodation;
- the length of stay for those households who do go into temporary accommodation;
- the overall duration of homelessness from decision to discharge of duty.

A locally agreed target as per Table 20, has been set for each of these ambitions outlined in the table below.

The RRTP Guidance recommends that where temporary accommodation is required, the overall time spent in temporary accommodation and the number of transitions should be minimised.

Moreover, **HARSAG has recommended** that temporary accommodation should be affordable and that a legally enforceable standards framework should be introduced, based on the Chartered Institute of Housing or Shelter Scotland standards.


Table 20 - Locally Agreed Targets

	2017/18 Performance	Target (by end of Year 5 of the RRTP – 2023/24)
Number of homeless households waiting for an offer of accommodation	129 households (see Appendix 2 for calculation)	100 households
Average length of stay in temporary accommodation	86 days	70 days
Case duration - decision to discharge of duty	145 days	70 days



4 Future Vision for Temporary Accommodation *(continued)*

In Perth and Kinross we have:

- *reduced the average length of stay in temporary accommodation by almost 50% since 2014 and transitions are rare;*
- *removed service charges from our temporary furnished flats and hostel accommodation with effect from April 2018;*
- *Delivered high-quality temporary accommodation in line with the [Guidance on Standards for Temporary Accommodation](#)  since 2010.*

"It was a pretty quick process, I was offered a house quickly, I got a starter pack and a sofa and bed which helped a lot. The local housing officer visited me a week after I moved to see how I was settling in."

(SHN Evaluation – Fiona Jackson)

5 Identifying Support Needs to Enable Rapid Rehousing



The provision of effective, person-centred housing support is at the heart of the Home First approach, however some key issues and challenges exist.

Key Challenge: Tenancy sustainment rates for homeless households in Perth and Kinross were 85.8% during 2017/18 slightly below the national average of 87.

Key Challenge: Supporting people with multiple and complex needs. The existing support provision is not sufficiently flexible to meet the multiple and complex needs of some households facing homelessness including those with alcohol and substance misuse issues. In particular some support is only available on a Monday to Friday 9.00 am to 5.00 pm basis and often there is a gap in service provision in the evenings and at weekends.

It is recognised that the allocation of a tenancy is not the full solution, if the tenancy is not sustained; the household may fall into a cycle of homelessness. To encourage and support successful tenancies a range of improvements are progressing:

- **Pre-Tenancy Information**
A suite of leaflets for prospective tenants has been developed covering a range of topics including responsibilities, looking after yourself, budgeting, making the move etc.
- **Roles & Remits**
Staff engagement activities are underway to review the Housing Support Officers role and ensure all services are fully aligned with people's needs.

- **Supporting RSL Partners**
A Support Officers has recently been seconded to one of our RSL partners to provide move-on and tenancy sustainment support for their tenants.

The table below provides an overview of the estimated or assessed support needs of current homeless cases and indicates that the profile of support needs is unlikely to change significantly within the five year period of the Plan. This will be reviewed on an ongoing basis; the flexibility of Home First will enable a responsive approach to changes in demand. Proposals to significantly enhance our capacity to support households with medium/high support needs are included in Section 6.

Resourcing Support Provision

The Housing Support Service is registered with the Care Inspectorate and delivered by a team of 17 qualified and experienced Support Officers, based within the Locality Housing Teams, Greyfriars House and within the Housing Options Team. Its aims to:

- *prevent homelessness through the provision of person-centred housing support;*
- *support households in temporary accommodation;*
- *Assist and support households to settle into permanent accommodation and minimise repeat homelessness.*

Table 21 - Overview of Current/Future Support Needs

	Estimated* % of Current Homeless Cases	Estimated* % of Future Homeless Cases
No/Low Support Needs	60%	60%
Medium Support Needs	35%	35%
Severe and Multiple Disadvantage (SMD)/Complex Needs	3%	3%
Residential Support	2%	2%

* Estimates based on current homeless cases and an analysis of temporary accommodation placements in 2016/17 and 2017/18.



Following an unannounced inspection on 30 January 2018, the Care Inspectorate graded the Service as 'Excellent' for the 'Quality of Care and Support' and 'Staffing'.

A range of specialist housing support services are also commissioned from third-sector providers. Through the implementation of this RRTP a review of these services will take place in Year 1 of the Plan with a view to introducing recommissioned services from April 2020. Our intention is to commission a varied package of floating support services amounting to 1,020 hours per week of which, 160 hours per week will be intensive, wraparound Housing First style support.

Supported Accommodation

Council Provision

- **Greyfriars House**

Greyfriars House is owned and operated directly by Perth & Kinross Council. There are 30 rooms available which are used for a mix of temporary accommodation placements and medium-term supported accommodation. There is an experienced staff team including two Support Officers based on-site on a rota basis to ensure 24-hour cover.

- **Independent Living Tenancies**

Wherever possible, we will try to support people to live independently in a tenancy rather than in specialist supported accommodation. We have an in-house team of Support workers and an extensive Floating Housing Support service commissioned from the 3rd sector to support this approach.

Third Sector Provision

The total annual cost of commissioning the undernoted supported accommodation is around £620,000.

- **Skinnergate House**

Accommodation and associated support provision is commissioned from Salvation Army. Skinnergate House has 30 rooms and residents generally work through a resettlement programme, working to support people to move on when they are ready.

- **Anchor House**

15 units of accommodation consisting of a large shared property with private facilities and some satellite flats. This accommodation and the associated support service is commissioned from Anchor House, a 3rd sector organisation based in Perth. Residents tend to be younger people with varying support needs and a stepping-stone model supports residents to move on from the shared accommodation into one of the satellite flats when they are ready.

- **Tayview House**

This is longer-term supported accommodation for people with multiple and complex support needs who may be unable to sustain a tenancy even with intensive support. There are 8 units of accommodation available and turnover is limited.

Women's Aid Refuge

The Council leases a number of properties to Women's Aid for use as refuge accommodation. This pool of properties is regularly rotated and it is not uncommon for the tenancies to be transferred to Scottish Secure Tenancies with the individual or family remaining in-situ.

"One night in B&B and housing found the next day. A rated service from the Housing Options Team."

(TA Satisfaction Survey)



6 Resource Plan

Home First has been developed and delivered within existing resources, with a level of investment and associated savings as a result of the reduction in the temporary accommodation portfolio.

Since 2013/14, Perth & Kinross Council has invested over £2.3 million on homeless services. This investment has enabled the transformation of our response to homelessness and facilitated the development of Home First. The investment also enabled the Council to remove high service charges previously applied to temporary accommodation properties.

The journey of improvement over the years has not only delivered significantly improved outcomes for homeless households but also supported a range of savings and avoided a number of unnecessary costs:

- *Almost eliminating the use of B&B accommodation has avoided annual costs of approximately £1m pa.*
- *Phasing out private sector leasing has delivered savings of £300k pa.*
- *Shifting the focus to prevention has delivered cost avoidance of approximately £500k pa.*
- *Redesigning the Housing Service to a locality-based model delivered savings of £300k pa.*
- *The substantial reduction in our temporary accommodation portfolio outlined previously has delivered savings of £676,000.*

Detailed below are the gross costs of temporary accommodation to the Council since 2010/11:

2010-11	£4,298,927
2011-12	£3,759,917
2012-13	£3,495,600
2013-14	£2,829,490
2014-15	£2,364,543
2015-16	£2,387,277
2016-17	£1,924,845
2017-18	£1,146,731

A number of proposals have been developed to enhance the Home First approach and ensure that we are in a position to address the challenges and deliver the outcomes detailed above. The proposed enhancements are outlined in detail in Appendix 5. In summary, these proposals are designed to:

- *ensure sufficient capacity to have a continuous focus and oversight of our Home First approach;*
- *enhance the existing 'ready to let' approach by introducing a person centred 'ready to occupy' property ready fund;*
- *enhance the housing support service by introducing a more flexible, responsive service available outwith normal working hours. This will be intensive, wraparound support based on a Housing First model of support;*
- *maintain and further develop private-sector access initiatives;*
- *generate further efficiencies through the use of technology to create capacity to focus on directly advising, assisting and supporting homeless people;*
- *support the final phase of the temporary accommodation reduction plan.*

The proposals outlined below require additional resources to enable the required improvements to the delivery of homeless services.

Property Ready Fund (Priority 1)

Through the RRTP, we aim to minimise the impact and duration of homelessness where preventative intervention has been unsuccessful. This will mean that more applicants will be rapidly rehoused into settled tenancies. While this is a positive outcome, we need to ensure that we are not setting people up to fail and that adequate support and facilities are available to enable people to move into their new home quickly and sustain their tenancy in the longer-term.



6 Resource Plan *(continued)*

A Personalised Budget initiative was introduced in 2018/19 to focus on homelessness prevention. A recurring budget of £25,000 per annum was secured through Council budget-setting. The flexibility has been essential enabling front-line officers to intervene early and prevent households from becoming homeless. Examples include, monies being provided to address a small arrears balance that a family had accrued due to a change in their financial circumstances. By engaging with the landlord and agreeing a repayment plan this prevented a family with four children from losing their home. Other examples include, providing basic goods and furnishings and electrical 'top ups' to allow some households to move into their accommodation and has prevented the need for temporary accommodation to be provided.

This proposal is to expand the scope of the pre-existing Personalised Budget to include both prevention and tenancy ready activities. Specifically, this will include a mechanism to provide '**tenancy ready packs**' on a person-centred basis, avoiding the need for service charges to be added to the rent account of tenancies and any duplication or crossover with Community Care Grants, refer to Appendix 6. The principles that have been developed through the use of personalised budgets such as empowering front-line staff will be retained alongside the element of flexibility.

This person rather than property led approach will support homeless households to access properties that are 'ready to occupy' rather than 'ready to let'. The approach will avoid the need to introduce a revised and unaffordable 'Lettable Standard' or service charges which would impact on the affordability of accommodation and could lead to wider barriers associated with the poverty trap such as accessing employment etc.

Home First Officer (Priority 2)

This proposal is to create a Home First Officer post considered to be essential to the successful delivery of the RRTP. The

proposed remit of the Home First Officer is as follows:

- *Have oversight of all new/existing applications and vacancies to ensure rehousing timescales are met avoiding the need for temporary accommodation.*
- *Act as a link between the Housing Options Team and other teams including the Private Sector Team, Locality Housing Teams, Housing Association partners etc.*
- *Be responsible for liaising with the Housing Repairs Service to identify properties in good condition and ensure opportunities to reuse carpets and furnishings are maximised.*
- *Liaise with Voids Schedulers to arrange fast-tracking of properties.*
- *Link with central and locality-based Support Officers to ensure appropriate support is available to enable applicants to move into settled accommodation quickly.*
- *Have oversight of the Homelessness Prevention and Property Ready Fund.*
- *Have oversight of the development/testing/implementation of any new initiatives that arise from the development of the RRTP.*

The Home First Officer will deliver the following benefits:

- *Minimise the impact of homelessness by enabling an individual or family to quickly move into appropriate settled accommodation.*
- *Homeless households provided with permanent accommodation and offered all the available support and assistance to prevent tenancy failure.*
- *Enhanced communication between teams, and one link officer to take quick action if issues arise.*
- *Improved co-ordination and matching of accommodation and support.*
- *Small initiatives and projects can be trialled and implemented to further*



enhance homeless prevention and tenancy sustainment.

- *Focussed oversight of temporary accommodation portfolio, minimising B&B usage.*
- *Efficiencies within the void process.*

Intensive Tenancy Sustainment Support (Priority 3)

Intensive wraparound support is a key element of the Housing First approach used to assist people with multiple and complex needs who may be rough-sleeping, to access and sustain a tenancy.

To eliminate rough sleeping and better support people with multiple and complex needs living in hostel accommodation there is a requirement for a more intensive support service to assist these more vulnerable people to access and sustain their own tenancies.

This intensive support service will mirror the ethos and approach developed through Housing First and will be:

- *available outwith the Council's normal working hours, ie evenings and weekends;*
- *fully flexible to the needs of the individual;*
- *focussed on tenancy sustainment.*

It is envisaged that the duties outlined above will be undertaken by the dedicated Home First Officer during Years 1 & 2 of the Plan. After this, the duties will be mainstreamed and will form part of the remit of the Housing Options Team.

This service will be commissioned from the Third Sector as part of the re-commissioning of our floating support provision.

Homeless Prevention Officers (Priority 4)

A range of existing homelessness prevention activities are outlined in Section 3 of the Plan. These are delivering positive outcomes

but we continue to face key challenges particularly around the rise in homeless presentations experienced in 2017/18.

We have recently seconded a Housing Support Officer to work with one of the Housing Associations that are partners in our Common Housing Register. This Officer is responsible for supporting homeless people through the transition into settled accommodation and importantly, supporting existing tenants who are at risk of homelessness. This arrangement was implemented as a small test of change and is working well so far.

This proposal is for two Homeless Prevention Officers who will focus on supporting tenants and owners in the housing association, private-rented and owner-occupied sectors that are at risk of homelessness. This additional capacity will enable the small test of change example outlined above to be rolled-out to all housing association partners and for the Private Sector Team to be adequately supported as detailed below. The proposal will also allow us to respond more effectively to Section 11 notifications and to provide specialist advice and assistance to home owners who are threatened with homelessness.

Private Sector Access Initiatives (Priority 5)

The RRTP guidance suggests that Local Authorities should develop rehousing solutions in the private rented sector including an enhanced use of Rent Deposit Scheme, development of Social Letting Agencies, use of Empty Homes Grants with conditions for rehousing homeless households etc.

We have a well-established programme of private sector initiatives covering all of the areas suggested in the RRTP guidance and have assisted more than 1,500 households to access good quality accommodation in the private-rented sector since 2009/10. Continuing to build on this success will be important for the successful delivery of the RRTP.



6 Resource Plan *(continued)*

A number of enhancements to existing arrangements are proposed as follows:

- *Preventing households from becoming homeless from the PRS (accounts for about 10% of presentations):*
 - *Specialist Support/Prevention Officer assigned to the Private Sector Team with a focus on homeless prevention and tenancy sustainability.*
 - *Use of the Homelessness Prevention fund to clear/reduce rent arrears for PRS tenants to prevent homelessness.*
- *Assisting more households to access the PRS through existing initiatives.*
- *Discharging homelessness duty into the PRS for homeless households.*
- *Using the PRS to provide temporary furnished flat accommodation where required. The PRT provides sufficient flexibility for this and we have considerable experience of creating bespoke deals to incentivise landlords.*

Despite the success and importance of the private-sector access initiatives, permanent funding does not exist to maintain current resource levels. This proposal seeks funding to extend the contracts of four fixed-term Private Sector Housing Officers for the period 1 April 2019 to 31 March 2020. This will ensure that the initiatives and achievements outlined above can be maintained and further developed and provide time to identify a longer-term funding solution.

System Developments (Priority 6)

The Northgate Housing system supports our Housing Options, Allocations and Homelessness services. A semi-paperless system was introduced in 2017. Paper application forms for mainstream and homeless applications are still used but these are stored/filed electronically and disposed of.

An additional module is called 'NPS Online' which provides a range of additional functionality including;

- *self-serve housing options and applications online;*
- *mobile working solutions;*
- *the ability for staff to key application information directly into the system, avoiding the need for paper forms, re-keying and duplication.*

This proposal is for funding to procure NPS online which provides the above functionality and additionally would enable staff to directly enter application data into the system avoiding the need for paper forms. It is anticipated that this would free-up significant capacity within the Housing Options & Support Team which would then be redirected to support other elements of the Rapid Rehousing approach.

St Catherine's Square Redevelopment (Priority 7)

St Catherine's Square is a block of 54 flats surrounding a courtyard in a prominent location in Perth City Centre. These units have primarily been used as temporary furnished flats for many years with a few long-standing secure tenants.

The area has become stigmatised as a result of its long-term use as temporary accommodation and there is a high prevalence of anti-social behaviour, alcohol and substance abuse and police attendance.

We plan to regenerate the area and create a vibrant, mixed community by transferring all of the properties into our mainstream letting stock. This will involve a reduction in the total number of units as unpopular bedsit units will be combined into one or two bedroom flats or maisonettes. This proposal is for funding to offset the rent loss associated with the reduction in the number of units. The reduction in temporary accommodation capacity has been factored into the Plan, see Appendix 4.



Appendix 5 provides further details of the elements of our Rapid Rehousing Transition Plan (RRTP) that we are seeking funding to implement. It should be noted that we cannot commit to implementing these initiatives in the event that funding is not allocated from the *'Ending Homelessness Together'* Fund.

The proposals have been prioritised from 1-7, prioritisation indicates the relative importance of the proposal to the successful delivery of the RRTP.



Perth & Kinross Council has already successfully implemented rapid rehousing through Home First. This plan does not detail how the Council will introduce rapid rehousing, instead it sets out how the Council will maintain its existing rapid rehousing arrangements and further improve its approach to preventing and minimising the impact of homelessness.

We have been progressively improving and transforming services for homeless people over a number of years with significant transformations of services in 2012 and 2015. These improvements created the platform to develop and introduce Home First, enabling the Council to deliver positive outcomes for homeless people in Perth and Kinross. Although the approach is still relatively new, continued improvements are being achieved month on month and performance across a range of indicators for Quarters 1 & 2 of 2018/19 demonstrates this.

Home First continues to be our aspiration for and commitment to people facing homelessness in Perth and Kinross. We recognise the negative impacts that poor housing, temporary accommodation; rough sleeping and homelessness can have on people's lives and outcomes. Through the proposals detailed within this plan to further enhance Home First we intend to continue to reduce the duration, stigmas, costs and experience of homelessness within Perth and Kinross.

"Very pleased with the accommodation and how you managed to secure somewhere for me to stay on such short notice."

(TA Satisfaction Survey)





Appendix 1: Home First - Minimising Homelessness - Improving Outcomes for Homeless People in Perth and Kinross

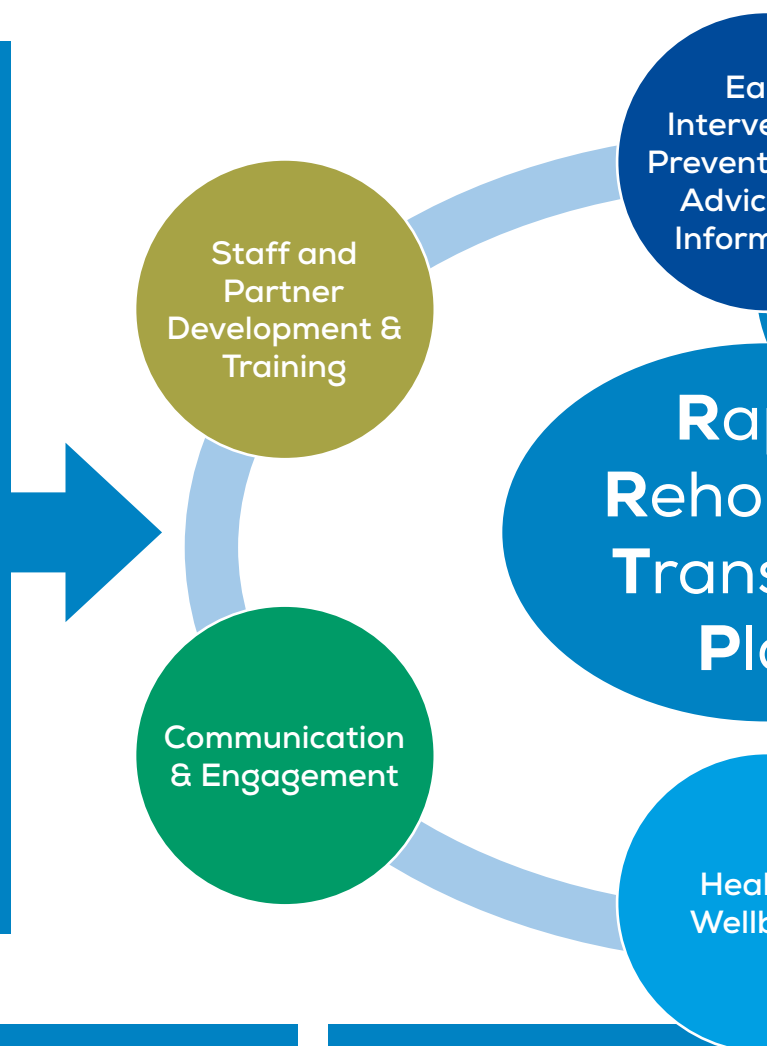
To deliver a service which is focussed on preventing homelessness and minimising the impact of homelessness:

- intervene early and prevent homelessness through enhanced advice, assistance and support;
- offer and provide a route for homeless people to move directly to settled accommodation;
- reduce the need for temporary accommodation and minimise the length of time people spend in temporary accommodation;

Project Brief

To work in partnership to review our approach to the delivery of the homeless services to:

- achieve our ambition of minimising homelessness in Perth and Kinross;
- continue to deliver and improve Home First so that whenever possible homeless households move directly into settled accommodation;
- implement Home First - wraparound support;
- end rough sleeping in Perth and Kinross;
- maintain a high standard of temporary accommodation that is short-term and meets the needs and choices of homeless households.



Short-Term

August 2018 - December 2018

- Preparation of RRTP
- Set out Local Housing Market and homelessness context
- Baseline assessment
- Undertake modelling exercise
- Agree 5 year vision with partners
- Financial analysis
- Staff, partner, service user and stakeholder engagement
- Provide overview to Committee on RRTP
- Submit RRTP to Scottish Government

Medium-Term

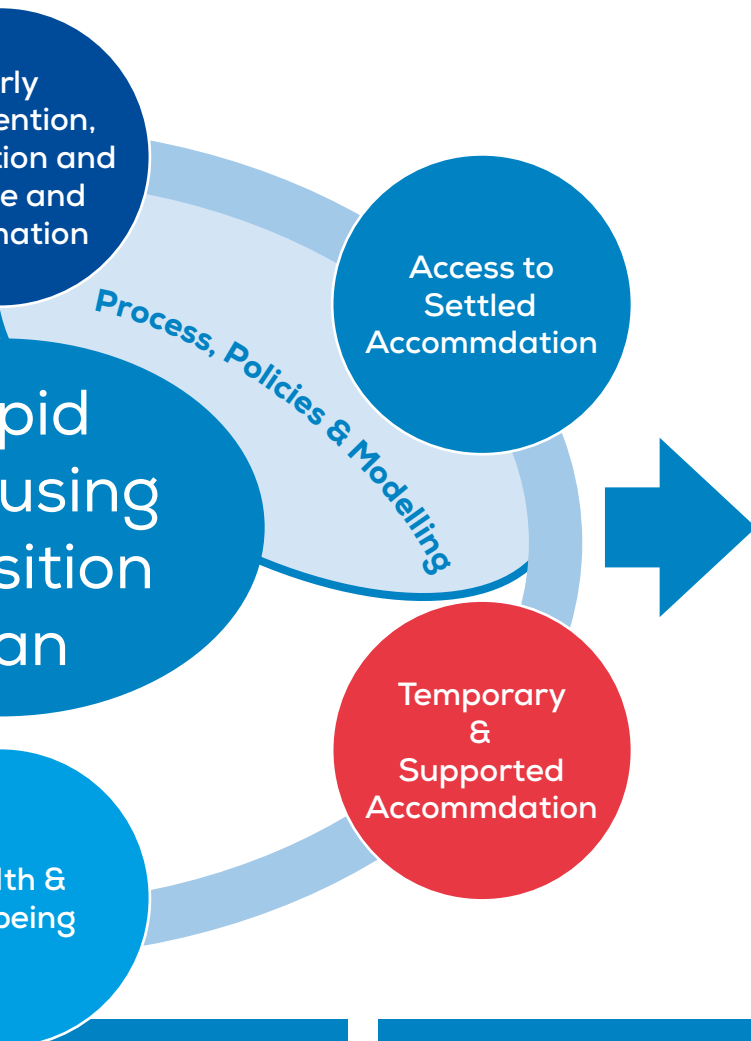
January 2019 - December 2019

- Seek Committee approval
- Implement small scale initiatives
- Continued Partnership HSCP)
- Continued staff and partner engagement
- Continued engagement with service users
- Submission of bids for new initiatives
- Provide update on progress



homelessness where it cannot be avoided. We will do this by continuing to:

temporary accommodation where it cannot be avoided.



Outcomes

For people at risk, homelessness is prevented before it arises.

When homelessness does occur and cannot be prevented:

- people are provided with a range of information and advice regarding their options;
- people with support needs are appropriately supported through the different stages of homelessness and in their tenancy once settled accommodation has been provided;
- if alternative accommodation is required, people are moved directly into settled accommodation whenever possible;
- temporary accommodation is of a high standard, short-term and meets the households needs in full;
- nobody need sleep rough in Perth and Kinross.

December 2019

Approval on RRTP
Tests of change
Engagement (RSL,
and stakeholder
ment events with
s to fund projects and
the progress of RRTP

Long-Term

January 2020 - August 2023

- Evaluation of RRTP
- Evaluation of small tests of change/pilots
- Staff, partner, service user and stakeholder feedback

Workstreams

1. Early Intervention, Prevention and Advice and Information
2. Access to Settled Accommodation and Tenancy Sustainment
3. Temporary and Supported Accommodation
4. Health and Wellbeing
5. Communications and Engagement
6. Staff and Partner Development & Training



Appendix 2: Rapid Rehousing Transitional Plan Modelling Tool – Demand Analysis

The Rapid Rehousing Transitional Plan (RRTP) modelling tool is designed to quantify current and future demand with a view to enabling modelling of options to meet this demand.

Current demand is expressed in terms of the backlog of live cases which was 218 at the end of 2017/18 which is the specified reference point in the guidance.

Future and new demand is defined as the number of new cases expected in each year where there is a duty to house, specifically applicants assessed as unintentionally homeless. Using 2017/18 as a baseline, the projected new demand is 745 cases per annum.

However, the modelling tool doesn't take account of the undernoted points:

- *We are likely to also accept a duty to cases assessed as 'potentially homeless - unintentional'. There were 45 such cases in 2017/18.*
- *We are likely to assist some of the applicants that are deemed to be 'intentionally homeless', specifically families with children. There were 39 'intentionally homeless' cases in 2017/18.*
- *Some of the backlog of live cases have been rehoused on SSSTs that are awaiting conversion (25 cases) or already have an offer of housing (64*

cases) so I would suggest that these should be disregarded from the backlog figure.

Based on the above and for the purpose of forward planning, it would be more accurate to say that the level of existing demand is 129 live cases and the anticipated level of new homeless demand is closer to 800 cases. However, we do not rehouse all of the applicants that we accept a homeless duty to – see table below.

Conclusion

The methodology in the RRTP toolkit does not take account of enough variables to give an accurate account of existing demand and to formulate a reliable estimate of future demand. It is obviously important to get this right given that the data is to be used to project forward over a five year period (a small error could become a big error when projected forward over such a period).

To get a more accurate estimate, we need to reduce the level of existing demand as outlined above and to add-in the households that we would assist but who are not unintentionally homeless. This has the effect of reducing the existing demand figure from 218 to 129 and increasing the projected new demand figure from 745 to around 800. We also then need to make an allowance for the proportion of applicants that we establish a duty to who have a non-rehousing outcome.

	Total Homeless Outcomes	Total Outcomes That Were Something Other Than Rehousing (See Note)	% of Cases With an Outcome Other Than Rehousing
2017/18	988	261	26%
2016/17	1,056	321	30%
2015/16	1,049	331	32%
2014/15	906	326	36%
	3,999	1,239	31%

Note: Non-Rehousing outcomes include:

- returned to previous address;
- residential care/nursing home;
- not known (lost contact).
- moved in with friends/relatives;
- other known;



Based on the last 4 years, this equates to 31% of cases.

In conclusion therefore, the projected future demand would be 552 cases (800-31%). The Guidance states that the existing demand should be divided by 5 in lieu of the 5 year plan and added to the projected future demand figure so that gives us a projected future demand of 578 cases per year ($129/5 = 25.8$ (26) + 552).

This is significant because in the context of the RRTP modelling tool, if we input the basic figures suggested in the guidance, we have a projected shortfall (gap between demand and supply) of 114 (allocations to homeless) per year. However, if we input the adjusted figures as described above, we have a surplus (excess supply) of 97 (allocations to homeless), ie we could actually reduce our allocations to homeless applicants if required. This makes sense in the context of the significant reduction we have achieved in our backlog of homeless cases.



Appendix 3: Rapid Rehousing Baseline Position

Temporary Accommodation Type	Home First Baseline 2015/16	Type of Households/ Support	Average Length of Stay 2017/18	Weekly Charge	Current Provision (following Home First reduction programme)
Local Authority Furnished Accommodation (dispersed furnished flats)	109 units	Single people and families Low/Medium housing management outreach support	118 days	£65.00 (average)	30 units
Local Authority Furnished Accommodation (St Catherine's Square) (temporary furnished flats)	43 units	Single people Low/Medium housing management outreach support	118 days	£44.97 to £60.30	37 units
Housing Association/ Registered Social Landlord Dwelling (dispersed furnished flats)	10 units	Single people and families Low/Medium housing management outreach support	n/a	n/a	0 units These units were decommissioned and returned to the RSLs as part of the Home First TA reduction programme.
Local Authority Hostel (Greyfriars House and Rio House) (supported accommodation with emergency/direct access)	38 units	Single people 24-hour residential support	45 days	£69.59	30 units Rio House was decommissioned and closed in December 2016.
Hostel Other (Third Sector providers) (interim supported accommodation)	92 units	Single people 24-hour residential support and intensive wraparound support as required	53 days	£303.91	53 units



Temporary Accommodation Type	Home First Baseline 2015/16	Type of Households/ Support	Average Length of Stay 2017/18	Weekly Charge	Current Provision (following Home First reduction programme)
B&B (emergency accommodation)	n/a commissioned as required	Single people and families Emergency placement for 1 or 2 nights only but outreach support provided as required	1.6 days	Varies by provider	n/a commissioned as required
Total Units	292				146



Appendix 4: TA Portfolio Overview - Past/Present/Future

Temporary Accommodation Type	Home First Baseline 2015/16	Current Position (following Home First reduction programme)	RRTP Target
Local Authority Furnished Accommodation (<i>dispersed flats</i>)	109 units	26 units	15 units Further reduction of our dispersed portfolio in line with the introduction of other elements of the RRTP (furnished tenancies).
Local Authority Furnished Accommodation (<i>St Catherine's Square</i>)	43 units	37 units	0 units Pre-existing plans to regenerate St Catherine's Square and re-designate as mainstream, general needs housing. The regeneration activity will take place during years 1 and 2 of the RRTP period.
Housing Association/ Registered Social Landlord Dwelling	10 units	0 units These units were decommissioned and returned to the RSLs as part of the Home First TA reduction programme.	0 units No plans to lease further units from RSLs for use as TA.
Local Authority Hostel (<i>Greyfriars House and Rio House</i>)	38 units	30 units Rio House was decommissioned and closed in December 2016.	20 units (estimate) Greyfriars House will be retained and remodelled as 'Supported Accommodation' rather than Hostel accommodation. Direct access will be retained and we will continue to operate our 'out of hours' service from Greyfriars. It is anticipated that this will involve some physical alterations to the layout and that this will result in a reduction in the total number of rooms. Further consideration regarding phasing required but anticipated to be during years 2 and 3 of the RRTP period.



Temporary Accommodation Type	Home First Baseline 2015/16	Current Position (following Home First reduction programme)	RRTP Target
Hostel Other (Third Sector providers)	92 units	53 units	<p>Number and type of units to be confirmed.</p> <p>We have already begun work to review our commissioned Third Sector temporary accommodation provision. This will be completed in year 1 of the RRTP with a view to recommissioning a range of new services during year 2 of the RRTP.</p> <p>The focus of the recommissioning will be on different types of supported accommodation and/or specialist provision for certain groups. It is not envisaged that the total number of units will increase from the current baseline as a result of this exercise.</p>
B&B	n/a commissioned as required	n/a commissioned as required	<p>n/a commissioned as required</p> <p>We continue to use B&B infrequently in emergencies for one or two nights until something more suitable can be made available.</p> <p>Our B&B usage is so minimal that we do not see a need to set a reduction target for this.</p>
Total Units	292	146	<p>98 (estimate)</p> <p>It is envisaged that at least 50% of the remaining units will be 'supported accommodation' rather than temporary accommodation.</p>



Appendix 5: Rapid Rehousing Transition Plan - Resource Plan

Proposal	Priority	Year 1 2019/20	Year 2 2020/21	Year 3 2021/22	Year 4 2022/23	Year 5 2023/24	Total
Property Ready Fund	1	£83,200	£83,200	£83,200	£83,200	£83,200	£416,000
Home First Officer	2	£30,813	£30,813	£0	£0	£0	£61,626
Intensive Tenancy Sustainment Support	3	£156,420	£156,420	£156,420	£156,420	£156,420	£782,100
Homeless Prevention Officers x 2	4	£61,626	£61,626	£61,626	£61,626	£61,626	£308,130
Private Sector Access Initiatives	5	£86,609	£86,609	£0	£0	£0	£173,218
System Developments	6	£36,750	£5,750	£5,750	£5,750	£5,750	£59,750
St Catherines Square Redevelopment	7	£0	£0	£21,585	£21,585	£21,585	£64,755
							£1,865,579



The table below provides details of the elements of our Rapid Rehousing Transition Plan (RRTP) that we are seeking funding to implement. It should be noted that we cannot commit to implementing these initiatives in the event that funding is not allocated from the 'Ending Homelessness Together' Fund.

The proposals below have been prioritised from 1-6. For the avoidance of doubt, this prioritisation is intended to indicate the relative importance of the proposal to the successful delivery of the RRTP. As a secondary consideration, the prioritisation also reflects the likelihood of us being able to fund the proposal from a different source if implementation funding is not made available from the Scottish Government.

Proposal	Details	Prioritisation (for funding) and Phasing	Resource Implications
Property Ready Fund <i>Note: This is about making properties ready to occupy rather than ensuring that applicants are 'tenancy-ready'</i>	<p>Through the RRTP, we will be aiming to minimise the impact and duration of homelessness where preventative intervention has been unsuccessful. This will mean that more applicants will be rapidly rehoused into settled tenancies. While this is a positive outcome, we need to ensure that we are not setting people up to fail and that adequate support and facilities are available to enable them to move into their new home quickly and sustain their tenancy in the longer-term.</p> <p>The Personalised Budget initiative was introduced in 2018/19 to focus on homelessness prevention. The flexibility has been essential for front line workers to intervene early and prevent households from becoming homeless. Examples of this include, monies being provided to address a small arrears that a family had accrued due to a change in their financial circumstances. By engaging with the landlord and agreeing a repayment plan this prevented a family with four children from losing their home. Other examples include, providing basic goods and furnishings and electrical 'top up' to allow some householders to move into their accommodation and has prevented the need for temporary accommodation to be provided.</p> <p>This proposal is to expand the remit of the Personalised Budget to include both prevention and tenancy ready activities. Specifically, this will include a mechanism to provide 'tenancy ready packs' on a person-centred basis therefore avoiding the need for service charges to be added to the rent account of tenancies and any duplication or cross over with community care grants.</p> <p style="text-align: right;"><i>(continued)</i></p>	Priority - 1 Phasing - Introduce as a pilot scheme in year 1 (2019/10) and then evaluate with a view to mainstreaming if successful.	£83,200 per annum See Appendix 6 for details of how this has been calculated.



Appendix 5: Rapid Rehousing Transition Plan - Resource Plan *(continued)*

Proposal	Details	Prioritisation (for funding) and Phasing	Resource Implications
Property Ready Fund <i>(continued)</i>	<p>The principles that have been developed through the use of personalised budgets such as empowering front-line staff will be retained alongside the element of flexibility.</p> <p>This person rather than property led approach will support homeless households to access properties that are 'ready to occupy' rather than 'ready to let'. The approach will avoid the need to introduce a revised and unaffordable 'Lettable Standard' or service charges which would impact on the affordability of accommodation and could lead to wider barriers associated with the poverty trap such as accessing employment etc.</p> <p>Current Issues</p> <p>By providing 'tenancy ready packs' as part of our RRHP, this will help to address some of the barriers faced by some homeless households when taking up permanent accommodation within social housing such as:</p> <ul style="list-style-type: none"> many households are on low incomes and cannot afford basic items they need to furnish their home; some households will take on expensive credit to buy basic furniture and goods - placing them into further debt including rent arrears; some homeless households, due to their circumstances, are often not eligible for charitable funding or grants due to changes in grant administration, the impact of Welfare Reform and reduction in availability of support in this area; the cost of delivery and transport of items can also lead to some households not being able to take up or access donations or second hand goods; Health and Safety or legal obligations such as fire safety and PAT testing have reduced the availability of second hand white goods or have made these goods now too expensive for some households; <p><i>(continued)</i></p>		



Proposal	Details	Prioritisation (for funding) and Phasing	Resource Implications
Property Ready Fund <i>(continued)</i>	<ul style="list-style-type: none"> the criteria and limitations of the Social Welfare Fund can mean that some homeless households are not awarded any assistance or those that are successful often take up tenancies without having any essential furniture for months due to decision-making timescales. <p>Benefits/Outcomes</p> <p>Appendix 6 provides an overview of the proposal and associated costs. By providing new tenants who have experienced homelessness with a 'tenancy ready pack' tailored to their needs, it is anticipated that we will;</p> <ul style="list-style-type: none"> be in a position to offer 'ready to occupy' properties where required; minimise the impact of homelessness by enabling an individual or family to quickly move into settled accommodation; increase the likelihood of that individual or family sustaining their tenancy; ensure that homeless households have access to essential furniture and goods they need to lead a secure life; help to increase wellbeing - research has highlighted that a lack of furniture can undermine comfort and residential experience which can result in an adverse psychological impact and can reduce the likelihood that the property will become a 'home'; reduce the level of abandonments and tenancy failure - research in Glasgow found that tenancy termination was 15% higher among unfurnished compared to furnished tenancies; increase the likelihood of some goods, that are left behind in our tenancies, being recycled and reused by new tenants. 		



Appendix 5: Rapid Rehousing Transition Plan - Resource Plan *(continued)*

Proposal	Details	Prioritisation (for funding) and Phasing	Resource Implications
Home First Officer	<p>This proposal is to create a Home First Officer post, essential for the successful delivery of the RRTP. The proposed remit of the Home First Officer post would be as follows;</p> <ul style="list-style-type: none"> ● Have oversight of all new/existing applications and vacancies to ensure timescales can be met for rehousing and avoiding the need for temporary accommodation. ● Act as a link between the Housing Options Team and colleagues in other teams including the Private Sector Team, Locality Housing Teams, Housing Association partners etc. ● Be responsible for liaising with Repairs Inspector to identify properties that are coming back in 'Mint' condition and to ensure that opportunities to reuse carpets and furnishings are maximised. ● Liaise with Voids Schedulers to arrange fast-tracking of properties as required. ● Link with central and locality-based Support Officers to ensure that the appropriate support is available to enable an applicant/household to move into their settled accommodation quickly. ● Have oversight of the Homelessness Prevention and Property Ready Fund. ● Have oversight of the development/testing/implementation of any new initiatives that arise from the development of the RRTP. <p>Benefits/Outcomes</p> <p>The benefits and positive outcomes that would be achieved from this post are that:</p> <ul style="list-style-type: none"> ● It will minimise the impact of homelessness by enabling an individual or family to quickly move into appropriate settled accommodation. <p><i>(continued)</i></p>	<p>Priority - 2</p> <p>Phasing - From Year 1 (2019/20) and then recurring</p>	<p>£30,813 per annum</p>



Proposal	Details	Prioritisation (for funding) and Phasing	Resource Implications
Home First Officer <i>(continued)</i>	<ul style="list-style-type: none"> Homeless households are provided with permanent accommodation and are provided/offered with all the available support and assistance to prevent tenancy failure. Will enhance communication between teams. One link officer for other teams and services to contact therefore enhancing communication and allowing quick action to be taken if issues arise. One officer can co-ordinate the matching and availability of accommodation and support therefore making best use of resources. Small initiatives and projects can be trialled and implemented to further enhance homeless prevention and tenancy sustainment. It will allow the service to reduce their temporary accommodation portfolio further and keep B&B usage to a minimum. Could lead to efficiencies within the void process. Having a dedicated focus on RRTP will be provided through this post therefore ensuring this agenda is promoted and sustained. 		
Intensive Tenancy Sustainment Support	<p>Intensive wraparound support is a key element of the Housing First approach used to assist people with multiple and complex needs who may be rough-sleeping to access and sustain a tenancy.</p> <p>To eliminate rough sleeping and netter support with multiple and complex needs living in hostel accommodation, there is a requirement for a more intensive support service to assist these more vulnerable people to access and sustain their own tenancies.</p> <p>There is also a need for a different type of support to assist with the transition into a tenancy and beyond, for people who are not good at engaging with existing support options or services.</p> <p><i>(continued)</i></p>	Priority - 3 Phasing - From Year 2 (2020/21) of the Plan and then recurring	£156,420 per annum This is based on provision of up to 160 hours per week.



Appendix 5: Rapid Rehousing Transition Plan - Resource Plan *(continued)*

Proposal	Details	Prioritisation (for funding) and Phasing	Resource Implications
Intensive Tenancy Sustainment Support <i>(continued)</i>	<p>It is envisaged that this support would be:</p> <ul style="list-style-type: none"> ● available outwith the Council's normal working hours, ie evenings and weekends; ● fully flexible to the needs of the individual; ● focussed on tenancy sustainment. <p>This service will be commissioned from the Third Sector as part of the re-commissioning of our floating support provision.</p>		
Homeless Prevention Officers x 2	<p>A range of existing homelessness prevention activities are outlined in Section 3 of the Plan. These are delivering positive outcomes but we continue to face key challenges particularly around the rise in homeless presentations experienced in 2017/18.</p> <p>We have recently seconded a Housing Support Officer to work with one of the Housing Associations that are partners in our Common Housing Register. This Officer is responsible for supporting homeless people through the transition into settled accommodation and importantly, supporting existing tenants who are at risk of homelessness. This arrangement was implemented as a small test of change and is working well so far.</p> <p>This proposal is for two Homeless Prevention Officers who will focus on supporting tenants and owners in the Housing Association, private-rented and owner-occupied sectors that are at risk of homelessness. This additional capacity will enable the small test of change example outlined above to be rolled out to all housing association partners and for a focussed response to homelessness from the private-rented sector to be implemented. The proposal will also allow us to respond more effectively to Section 11 notifications and to provide specialist advice and assistance to home owners who are threatened with homelessness.</p>	Priority - 4 Phasing - Ongoing from Year 1 (2019/20) of the Plan	£61,626 per annum



Proposal	Details	Prioritisation (for funding) and Phasing	Resource Implications
Private Sector Access Initiatives	<p>The RRTP guidance suggests that LAs should develop rehousing solutions in the private rented sector including enhanced use of Rent Deposit Scheme, development of Social Letting Agencies, use of Empty Homes Grants with conditions for rehousing homeless households etc.</p> <p>We have a well-established programme of private sector initiatives, however, further work is required to establish more throughput into the PRS.</p> <p>A number of enhancements to existing arrangements are required:</p> <ul style="list-style-type: none"> ● <i>Preventing households from becoming homeless from the PRS (accounts for about 10% of presentations):</i> <ul style="list-style-type: none"> ○ <i>Specialist Support Officer assigned to the Private Sector Team with a focus on homeless prevention and tenancy sustainability.</i> ○ <i>Use of the Homelessness Prevention fund to clear/reduce rent arrears for PRS tenants to stop them becoming homeless.</i> ● <i>Assisting more households to access the PRS through our initiatives.</i> ● <i>Discharging duty into the PRS for homeless households.</i> <p>Using the PRS as temporary accommodation instead of our own stock. The PRT provides sufficient flexibility for this and we have considerable experience of creating bespoke deals to incentivise landlords.</p> <p>Despite the success and importance of the private sector access initiatives, permanent funding does not exist to maintain current resource levels.</p> <p>This proposal is seeking funding to extend the contracts of four fixed-term Private Sector Housing Officers for the period 01st April 2019 to 31st March 2020. This will ensure that the initiatives and achievements outlined above can be maintained, further developed and time provided to identify longer-term funding solution.</p>	<p>Priority - 5</p> <p>Phasing - Ongoing from Year 1 (2019/20) of the Plan</p>	<p>£86,609 per annum</p>



Appendix 5: Rapid Rehousing Transition Plan - Resource Plan *(continued)*

Proposal	Details	Prioritisation (for funding) and Phasing	Resource Implications
System Developments	<p>The Northgate Housing system supports our Housing Options, Allocations and Homelessness services.</p> <p>There is additional module available from Northgate called 'NPS Online' which provides a range of additional functionality including;</p> <ul style="list-style-type: none"> ● <i>self-serve housing options and applications online;</i> ● <i>mobile working solutions;</i> ● <i>the ability for staff to key application information directly into the system, avoiding the need for paper forms, re-keying and duplication.</i> <p>A semi-paperless system was introduced in 2017. However, paper application forms for mainstream and homeless applications are still used but these are stored/filed electronically and then disposed of. NPS online would enable staff to directly enter application data into the system - avoiding the need for paper forms. It is anticipated that this would free-up significant capacity within the Housing Options & Support Team which would then be redirected to support other elements of the Rapid Rehousing approach.</p>	<p>Priority - 6</p> <p>Phasing - from Year 2 (2020/21) of the Plan to allow time for development and integration</p>	<p>Initial License purchase cost of £23,000 plus £8,000 for implementation and £5,750 annual servicing and maintenance charge. Year 1 cost is £36,750 with £5,750 recurring costs thereafter.</p>



Proposal	Details	Prioritisation (for funding) and Phasing	Resource Implications
St Catherine's Square Redevelopment	<p>St Catherine's Square is a block of 54 flats surrounding a courtyard in a prominent location in Perth City Centre. These units have primarily been used as temporary furnished flats for many years although there are a few long-standing secure tenants.</p> <p>This area has become stigmatised as a result of its long-term use as temporary accommodation and there is a high prevalence of anti-social behaviour, alcohol and substance abuse and police attendance.</p> <p>We plan to regenerate the area and create a vibrant, mixed community by transferring all of the properties into our mainstream letting stock. The reduction in temporary accommodation capacity has been factored into the Plan - see Appendix 4.</p>	<p>Priority - 7</p> <p>Phasing - TBC</p>	<p>£21,585 per annum</p> <p>Costs to be based on loss of rental income due to the proposed reduction in the number of units through combining properties and creating maisonettes.</p> <p>Cost assumes that it will be bedsit units that will be lost.</p>



Appendix 6: Furnishing Package Overview

Furnishing Package	Target Group	What's Included	Unit Cost	Number Required	Total Cost
Basic	Single people or couples without children	<ul style="list-style-type: none"> Kettle Toaster Microwave Dishes/Cutlery 	£63.50	130	£8,255
Standard	Single people, couples without children	Basic package as above plus; <ul style="list-style-type: none"> Sofa bed and bedding Fridge-freezer Rug 	£513.50	70	£35,945
Enhanced	Families with children	Standard Package as above plus; <ul style="list-style-type: none"> Additional beds as required Cooker Washing machine Storage (chest of drawers, wardrobe) 	£1,300 (assuming 2 additional beds for children required) Each additional single bed + bedding is £150	30	£39,000
					£83,200



Appendix 7: Glossary

ADP	Alcohol and Drugs Partnership
B&B	Bed and Breakfast <i>Used as temporary accommodation.</i>
CAP	Common Allocation Policy <i>One policy that is used by the three main housing providers in Perth and Kinross.</i>
CHR	Common Housing Register <i>One register where people register for housing with the three main housing providers.</i>
HA	Housing Association
HL1/2/3	Data sets collected by Local Authorities on homeless applications (including demographics and reasons for homelessness) as well as the use of temporary accommodation. Reports are published by the Scottish Government.
HRSAG/HARSAG	Homelessness and Rough Sleeping Action Group <i>Established by the Scottish Government in September 2017 to make recommendations by Spring 2018 on reducing rough sleeping in the short term and ending it in the longer term, transforming the use of temporary accommodation and the actions required to end homelessness in Scotland.</i>
LA	Local Authority <i>Responsible for a wide range of public services including housing, social work and tackling inequalities.</i>
LHA	Local Housing Allowance
LHS	Local Housing Strategy <i>A Local Authority's sole strategic document for housing in their area, which will include a focus on homelessness.</i>
PRS	Private Rented Sector <i>Housing available to rent from private landlords.</i>
PRT	Private Residential Tenancy <i>This is the new standard tenancy for the private-rented sector in Scotland which was introduced in December 2017.</i>
RBGS	Rent Bond Guarantee Scheme
RRTP	Rapid Rehousing Transitional Plan
RSL	Registered Social Landlords <i>Provider of housing available to rent.</i>
SHIP	Strategic Housing Investment Plan <i>An operational plan to deliver the housing needed in an area.</i>
SMD	Severe and Multiple Disadvantage <i>Clusters of problems that appear together in the lives of people facing disadvantage (eg homelessness, addictions, mental ill health, domestic abuse, criminal or anti-social behaviour).</i>



Tenure Neutral

This means that services are available/provided to everyone regardless of what type of housing they live in.

Third Sector

Voluntary Sector Provider

Trauma Informed Environment

Services and accommodation that are designed and delivered in a way that takes account of the psychological and emotional needs of the people using them.

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