

South Ayrshire Council

**Joint Report by Depute Chief Executive and Director - People
and Director - Place
to Leadership Panel
of 12 February 2019**

Subject: Draft Rapid Rehousing Transition Plan 2019-2024

1. Purpose

1.1 The purpose of this report is to seek Leadership Panel approval for South Ayrshire Council's draft Rapid Rehousing Transition Plan.

2. Recommendation

2.1 It is recommended that the Panel:

2.1.1 approves the draft Rapid Rehousing Transition Plan 2019-2024 and its Action Plan; and

2.1.2 authorises Service Leads delegates authority to the Depute Chief Executive and Director – People to amend the Rapid Rehousing Transition Plan, including staffing requirements, based on the feedback received from the Scottish Government.

3. Background

3.1 The Scottish Government has set out its vision to end homelessness in Scotland, informed by the recommendations of the Homelessness and Rough Sleeping Action Group (HARSAG). The cornerstone of the Government's vision for homelessness is 'Rapid Rehousing'– a model that focuses on providing people experiencing homelessness with a settled housing option as quickly as possible, and minimising stays in temporary accommodation.

3.2 Rapid Rehousing has several key components that can be summarised as follows:

3.2.1 Homelessness should be prevented wherever possible. Locally, this means considering what more we as a Council can do to prevent homelessness, and how we can better work with our partners to achieve this.

3.2.2 Where homelessness cannot be prevented, rapid rehousing should be the default approach to homelessness. This means settled, mainstream accommodation in the community – with appropriate levels of support - as quickly as possible.

- 3.2.3 Where households have more complex needs and multiple disadvantages, including mental health and/or addiction issues, the Government recommends that Housing First should be the default position. Housing First involves providing good quality accommodation in the community supported by ongoing, intensive wraparound support to help them meet their needs.
- 3.2.4 Where mainstream, independent housing in the community with the right amount of support isn't the best option for the individual (for example, where they have very complex needs that require highly specialist provision), the Government's stated preference is for people to be accommodated in 'small, shared, supported and trauma informed environments' as part of a planned care pathway.
- 3.2.5 Stays in temporary accommodation should be reduced, with mainstream 'scatter flats' being preferable to hostels and other emergency solutions. Temporary accommodation rents should be affordable for people in work, as well as those without recourse to public funds.
- 3.3 In July 2018, the Scottish Government's Minister for Local Government, Housing and Planning, Kevin Stewart and COSLA's Community Wellbeing Spokesperson, Councillor Elena Whitham wrote a letter to local authority Housing Convenors, Chief Executives, Finance Directors and Heads of Housing outlining this vision to make 'radical changes' to end homelessness in Scotland, and requesting that all 32 local authorities produce a draft Rapid Rehousing Transition Plan (RRTP) by 31 December 2018.
- 3.4 Guidance for producing a draft RRTP was issued to authorities, establishing that these draft plans should fully detail the costs required to transition towards this approach, and should be developed in partnership with relevant local stakeholders.
- 3.5 Nationally, this transition to Rapid Rehousing will be supported by £19m of Ending Homelessness Together funding provided by the Scottish Government, with the exact funding allocation being informed by the estimated costs detailed in authorities' RRTPs. Authorities were advised to develop a Resource Plan, considering the various changes necessary to move towards this approach. Scottish Government Guidance noted that local authorities 'are not being asked to set out how to spend an allocated amount of money, rather it is about setting out what you are going to do and the money you consider that is required to do that; don't concentrate on how much is available, rather focus on what is required'. As such, this draft Plan can be considered to be a 'bidding document'.
- 3.6 Working with a range of partners, a draft RRTP was produced and submitted to the Scottish Government on 21 December 2018, noting that this was subject to Leadership Panel approval. All 32 plans will be reviewed by the Scottish Government in the coming months, and feedback will be provided to enable us to refine our RRTP further.
- 3.7 The Scottish Government expects that RRTPs will be finalised and ready for implementation by April 2019. The Scottish Government and COSLA plan to work with local authorities to explore the best process for achieving this, and as such we have been advised that timescales for submission of a refined RRTP will be confirmed in early 2019.

4. Proposals

4.1 The Council's draft Rapid Rehousing Transition Plan 2019-2024 is provided at [Annex 1](#). This document sets out how the Council and our partners intend to contribute towards the Scottish Government's goal of ending homelessness through Rapid Rehousing.

4.2 The Plan's overarching aims – and some of the most significant action points related to these – are presented below.

4.2.1 We will increase our focus on preventing homelessness

- (i) *Review the effectiveness of existing prevention activities and implement changes as required;*
- (ii) *Deliver a mediation training plan to help staff respond to relationship breakdown as a source of homelessness;*
- (iii) *Increase pro-active contact with waiting list applicants as a means of preventing homelessness;*
- (iv) *Work with Health and Social Care partners to identify opportunities to prevent homelessness through partnership working and early intervention;*
- (v) *Provide good quality Housing Options advice to prisoners prior to liberation, and ensure the SHORE standard is implemented;*
- (vi) *Support young people with experience of care to access appropriate accommodation that meets their needs; and*
- (vii) *Undertake specific research into reasons for repeat homelessness and tenancy failure.*

4.2.2 We will ensure appropriate housing and support options are available to meet people's needs and support tenancy sustainment

- (i) *Commission a full review of housing support services to ensure that future support needs are met;*
- (ii) *Scale up our existing Housing First project over the coming years to meet complex needs;*
- (iii) *Collaborate with Health and Social Care partners to ensure prompt access to mental health and addictions support where required;*
- (iv) *Consider feasibility of developing new build housing - or reconfiguring existing buildings - to offer residential accommodation for the small number of households for whom mainstream accommodation is not suitable in the long-term; and*
- (v) *Develop accommodation models to meet the needs of Care Experienced Young People transitioning to independence.*

4.2.3 We will ensure stays in temporary accommodation are minimised while supporting sustainable rehousing

- (i) *Review homelessness and allocations policies and procedures to support the objectives of Rapid Rehousing;*

- (ii) *Ensure offers of housing are person-centred and promote sustainability within the context of available stock;*
- (iii) *Reduce the maximum length of stay in temporary accommodation to 20 weeks by the end of five years;*
- (iv) *Review the long-term role of different models of temporary accommodation giving due consideration to projected need, Scottish Government and client preferences, and financial viability; and*
- (v) *Ensure current and former service users are given the opportunity to inform the types of temporary and longer-term housing solutions that would best meet their needs.*

4.2.4 We will improve access to various accommodation options for statutorily homeless people, and as a means of preventing homelessness

- (i) *Aim to achieve an annual target of 51% of social lets to statutorily homeless households over 5 years;*
- (ii) *Aim to achieve an annual initial target of 25% of RSL lets to statutorily homeless households;*
- (iii) *Work with RSLs to improve the functioning of Section 5 and Nominations agreements locally;*
- (iv) *Conduct an in-depth review of Rural Housing Needs to inform future strategic approaches to housing and homelessness; and*
- (v) *Establish a Social Lettings Agency to support access to the Private Rented Sector, both as a means of preventing homelessness and as a permanent housing solution.*

4.2.5 We will ensure Rapid Rehousing is considered as part of strategic planning, including development of the HNDA, LHS and SHIP

- (i) *Establish a RRTP Monitoring Group to review the implementation and delivery of this approach;*
- (ii) *Review the RRTP on an annual basis, ensuring Rapid Rehousing is considered as part of all strategic planning; and*
- (iii) *Develop a homelessness monitoring tool to support the RRTP monitoring group in reviewing trends in homelessness, use of temporary accommodation, tenancy sustainment, and prevention activities.*

4.3 The Council's draft RRTP and Resource Plan identified significant cost in transitioning towards this approach to Rapid Rehousing, and as such has set out a request for funding in its response to the Scottish Government. Actions identified in the Resource Plan will be subject to adequate funding becoming available, and in the event that we receive less than requested we will look to prioritise actions that will have the most positive impact.

4.4 It is anticipated that the RRTP and Resource Plan will be amended following feedback from the Scottish Government and subsequent funding allocation prior to final submission in March 2019.

5. Legal and Procurement Implications

5.1 There are no legal implications arising from this report.

5.2 There are no procurement implications arising from this report.

6. Financial Implications

6.1 The draft Rapid Rehousing Transition Plan sets out a number of actions that the Council could potentially take were sufficient funding to be made available by the Scottish Government. The costs of these activities are estimated at £3.6million. When our allocation has been determined, the Action Plan will be adapted to reflect this taking into account feedback received from the Scottish Government. Actions identified in the Resource Plan will be subject to adequate funding being available, and priority will be given to those likely to make the most effective contribution.

6.2 The draft RRTP estimated that the total number of temporary accommodation units may need to reduce over time. Any change to the Council's temporary accommodation profile would be likely to have significant cost implications to the General Fund, and as such further consideration of this will be required prior to any decision being made.

7. Human Resources Implications

7.1 [Appendix 3](#) outlines the additional staffing resources that will be required to deliver the proposed Plan. As outlined at paragraph 4.3 above, in the event that the Council receives less funding than is being requested, it will be necessary to prioritise actions that will have the most positive impact, and the additional staffing resources will be adjusted to reflect this.

7.2 All new temporary posts, created to implement the Plan will be evaluated and recruited in accordance with established Council procedures.

8. Risk

8.1 *Risk Implications of Adopting the Recommendations*

8.1.1 New risk(s) have been identified and assessed in line with the Council's risk management process as follows.

- Increasing the number of lets to statutorily homeless households may result in less balanced communities
- Public perception of homeless households 'queue-jumping'
- Spending less time in temporary accommodation may not be the best option for all clients, particularly those who benefit from transitional accommodation with support
- Risk of tenancy failure if accommodation provided doesn't match tenants' wants and/or social needs, or if support does not fully meet needs

These will be managed within existing operational activities and reference to the status of mitigations will be available through the SIP Risk Register or the SAC Strategic Risk Register.

8.2 **Risk Implications of Rejecting the Recommendations**

8.2.1 The risks associated with rejecting the recommendations are reputational, given the priority given to this approach by the Scottish Government, and may also have an impact on the allocation of Ending Homelessness Together funding.

9. **Equalities**

9.1 An Equalities Impact Assessment (EQIA) has been carried out on the proposals contained in this report, which identifies potential positive and negative equality impacts and any required mitigating actions. The EQIA is attached as [Annex 2](#).

10. **Sustainable Development Implications**

10.1 The proposals in this report represent a qualifying plan, programme, policy or strategy for consideration for SEA. However, it has been determined by South Ayrshire Council that the proposals are unlikely to have significant environmental effects; the PPPS is therefore exempt from the SEA process and can be *pre-screened* out. A determination to this effect has been made to the Scottish Government Gateway. An SEA has not been undertaken.

11. **Options Appraisal**

11.1 An options appraisal has not been carried out in relation to the subject matter of this report.

12. **Link to Council Plan**

12.1 The matters referred to in this report contribute to a number of strategic outcomes highlighted in the Council Plan, particularly:

- Reducing poverty and disadvantage; and
- Increasing the profile and reputation of South Ayrshire and the Council

13. **Results of Consultation**

13.1 There has been no public consultation on the contents of this report.

13.2 Consultation has taken place with Councillor Philip Saxton, Portfolio Holder for Housing and Community Wellbeing, and the contents of this report reflect any feedback provided.

13.3 Consultation has taken place with local Members and the contents of this report reflect any feedback provided.

13.4 Consultation has taken place with local RSL partners, Health and Social Care Partners, and the contents of this report reflect any feedback provided.

14. **Next Steps for Decision Tracking Purposes**

14.1 If the recommendations above are approved by Members, the Depute Chief Executive and Director – People will ensure that all necessary steps are taken to

ensure full implementation of the decision within the following timescales, with the completion status reported to the Leadership Panel in the 'Council and Leadership Panel Decision Log' at each of its meetings until such time as the decision is fully implemented:

<i>Implementation</i>	<i>Due date</i>	<i>Managed by</i>
Finalised RRTP to be submitted to SG	TBC (before 31 March 2019)	Service Lead – Corporate and Housing Policy/ Service Lead - Housing Operations
Action Plan implemented	31 March 2024	Service Lead – Corporate and Housing Policy/ Service Lead - Housing Operations

Background Papers **Scottish Government Guidance – June 2018: [Scotland's Transition to Rapid Rehousing – Rapid Rehousing Transition Plans: Guidance for Local Authorities and Partners](#)**

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Draft Rapid Rehousing Transition Plan

2019-2024

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Introduction

The Scottish Government has set out a comprehensive and far-reaching vision to end homelessness in Scotland, informed by the recommendations of the Homelessness and Rough Sleeping Action Group (HARSAG). The cornerstone of the Government's vision for homelessness is 'Rapid Rehousing' – a model that focuses on providing people experiencing homelessness with a settled housing option as quickly as possible, and minimising stays in temporary accommodation.

A key element in this approach involves preventing homelessness from happening in the first place. Locally, that means considering what more we can do to prevent homelessness, and how we can better work with our partners to achieve this.

Where homelessness cannot be prevented, Rapid Rehousing means ensuring:

- A settled, mainstream housing outcome with appropriate support is found as quickly as possible;
- Time spent in any form of temporary accommodation reduced to a minimum, with the fewer transitions the better;
- When temporary accommodation is needed, the optimum type is mainstream, furnished and within a community.

For people with more complex needs:

- Housing First – that is, mainstream housing in the community supported by ongoing intensive, wraparound support - should be the first response for people with complex needs and multiple disadvantages;
- Where mainstream accommodation – including Housing First - would not be suitable for the individual, highly specialist provision within small, shared, supported and trauma informed environments is the optimum option.

This plan sets out South Ayrshire Council's approach to this transition towards Rapid Rehousing, and details how we will work with partners to improve housing outcomes for people experiencing homelessness.

Links to other Strategies

The Rapid Rehousing Transition Plan 2019-2024 supports a wide range of local and national strategic objectives. It contributes to achieving the Scottish Government's overarching Vision for Housing and Regeneration, particularly that 'people live in high quality sustainable homes that meet their needs' and 'our most disadvantaged communities are supported'. Critically, the Plan is consistent with the Scottish Government's Homelessness Vision that 'everyone has a home that meets their needs' and 'homelessness is ended', as well as the aims to:

- Embed a person-centred approach
- Prevent homelessness from happening in the first place
- Join up planning and resources to end homelessness
- Respond quickly and effectively whenever homelessness happens
- Prioritise settled homes for all

The Rapid Rehousing Transition Plan also supports a number of the major objectives set out locally in our Council Plan (particularly our commitment to reduce poverty and disadvantage) and our Local Housing Strategy 2017-2022 ('Homelessness is prevented where possible and suitable accommodation, advice and support are available where it cannot be avoided').

South Ayrshire Health and Social Care Partnership's Integrated Joint Board in early 2018 set out its Strategic Plan for the period 2018-2021. This document included a Housing Contribution Statement that highlighted preventing homelessness and improving health outcomes for homeless households as a priority. While development of this statement preceded the focus on Rapid Rehousing, we have a close working relationship with HSCP partners – particularly around housing development - and will ensure Rapid Rehousing is reflected in the work we take forward together. The Plan also supports the Council's commitment to improving outcomes for young people leaving care, as well as the aims of the Corporate Parenting Plan.

Our Strategic Housing Investment Plan 2019/20-2023/24 was recently approved by the Council's Leadership Panel. This Plan sets out how increasing the supply of affordable housing will be achieved over the next five years, and it is anticipated that any such increase will play a role in meeting the needs of this group.

Consultation

This Plan has been developed in consultation with a number of local partners, particularly our local Registered Social Landlords (RSLs) and South Ayrshire Health and Social Care Partnership (HSCP).

Meetings with RSLs focussed on improving access to social housing for statutorily homeless households, resulting in new targets being set, an agreement to review processes, and a commitment to working together to achieve rapid rehousing.

Our sessions with the local HSCP highlighted the links between health and homelessness, and particularly the opportunities for early intervention. These discussions resulted in commitments from HSCP partners to contribute to Housing First project teams, greater partnership working with our local Alcohol and Drug Partnership (ADP), and agreement to continue to explore opportunities to work together. At the present time no budgetary contribution from the HSCP has been agreed, but we intend to explore this issue further with the HSCP in the months to come.

A pan-Ayrshire Health and Homelessness consultation event was held in November 2018 which largely focussed on discussions related to health and homelessness in Ayrshire and the vision for ensuring partnership working to achieve our vision to transition to a Rapid Rehousing approach over the next 5 years. From this event a plan is being developed to identify short, medium and long term goals to achieve this vision.

Engagement with tenants and applicants is planned for early 2019, and a key action of our plan is to establish a Rapid Rehousing Service Users working group to inform the delivery of these new approaches to homelessness. Our Allocations Policy is currently being reviewed, and further consultation will take place on this in due course.

1. Housing Market and Homelessness Context

Housing Market Context

Background

South Ayrshire Council's Housing Need and Demand Assessment found:

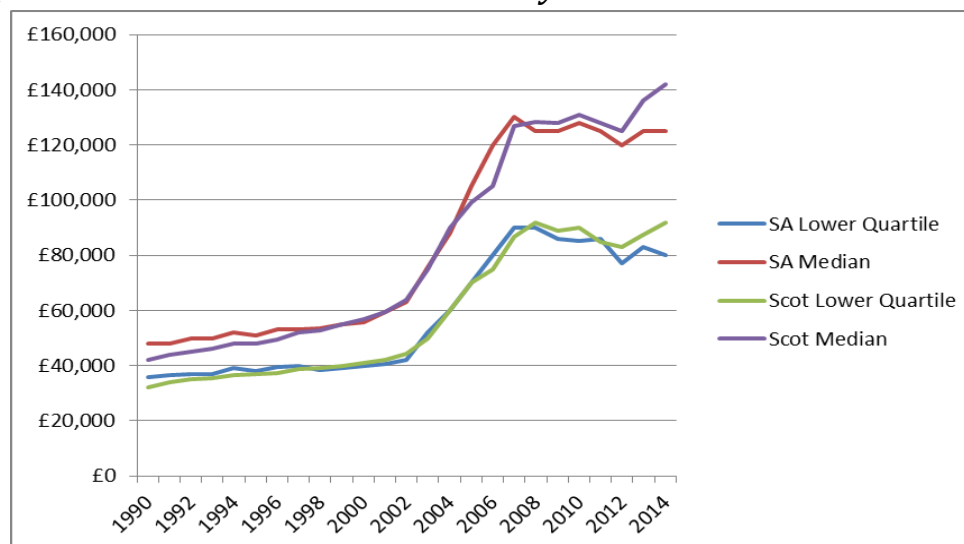
- An ageing population
- Households decreasing in size
- Considerable barriers to accessing the Private Rented Sector
- Increasing pressure on the social rented sector
- Reductions in total number of homeless applications since 2009/10, but overall upward trend in homeless applications since 2013/14 – a pattern that has continued in 2018/19 so far
- Many households are failing to maintain tenancies, resulting in repeat homelessness
- Specific housing needs in rural areas

The balance of housing need and demand

Owner occupation

Owner occupation remains the primary tenure in South Ayrshire, representing almost 63% of all dwellings. In the chart below, it can be seen that the most affordable house prices (lower quartile and median) have fluctuated but broadly levelled off since their peak in 2007.

Lower Quartile and Median Sale Prices in South Ayrshire and Scotland 1990 - 2014



Source: Sasines data published by the Register of Scotland (RoS) House prices South Ayrshire and Scotland (Excludes sales below £25,000 and over £1,000,000)

This option is, however, unaffordable for many people looking for accommodation locally. By looking at house prices, incomes and likely mortgage conditions, our HNDA estimated that around 59% of South Ayrshire households could not afford to meet their housing needs through buying a home.

Issues of affordability were more pronounced in the South of the area, with 62.2% of households in Girvan and South Carrick HMA being unable to meet these criteria. Conversely, only around 43% of households in the Rural North and Maybole areas failed to meet affordability criteria.

Private Rented Sector

The Private Rented Sector also plays a critical role in South Ayrshire’s housing market, now accounting for 15% of dwellings locally following years of expansion similar to that seen elsewhere in Scotland. As such, the sector can offer a number of advantages to people looking for suitable accommodation particularly where they are in housing need but are unlikely to be allocated housing in the social rented sector. The private rented sector can also provide choice for these groups. Despite this, there remain barriers to accessing the Private Rented Sector.

For households in receipt of Universal Credit or Housing Benefit, the Housing Component of their benefit is calculated on the basis of the size of property their household requires. This is called the Local Housing Allowance (LHA). The table below demonstrates the shortfall between the current LHA rates and Average Rents across the Ayrshires for different household types.

Average Monthly Rents (£) at 2015, by Broad Rental Market Area (Ayrshires)

	Property size	2015	LHA level 2018-19	Shortfall (in red)
Lower quartile average monthly rents by property size	1 bed/r (shared)	£275	£271.66	-£3.34
	1 bedroom	£325	£349.05	£24.05
	2 bedroom	£420	£423.85	£3.85
	3 bedroom	£490	£498.64	£8.64
	4 bedroom	£695	£688.57	-£6.43
Median monthly rents by property size	1 bed/r (shared)	£300	£271.66	-£28.34
	1 bedroom	£350	£349.05	-£0.95
	2 bedroom	£450	£423.85	-£26.15
	3 bedroom	£550	£498.64	-£51.36
	4 bedroom	£850	£688.57	-£161.43

Source: Private Sector Rent Statistics, Scotland 2010 to 2015

It is worth noting that rents in South Ayrshire have been historically higher than that in East Ayrshire and North Ayrshire, however only limited data on this is currently available, meaning that affordability gaps are likely to be underreported in this data. Our estimates suggest that the average one bedroom property in South Ayrshire tends to be closer to £361 (resulting in a shortfall of £11 per month) and the average two bedroom property costs about £483 (giving a shortfall of £60 per month).

In practice, because there is very limited shared accommodation in South Ayrshire, the real differential between the ‘Shared Room Rate’ provided to single people under the age of 35 and the average for one bedroom rents (calculated at BHMA level) will be higher than this resulting in a:

- £53.34 shortfall between 1 bedroom (shared room rate) and average lower quartile one bedroom rents in Ayrshire
- £78.34 shortfall between 1 bedroom (shared room rate) and median one bedroom rents in Ayrshire

This is particularly important for our purposes given the high proportion of people applying as homeless who are single people under the age of 35.

Social Rented Sector stock

The Social Rented Sector provides a fifth of dwellings in South Ayrshire, made up of stock owned by local authorities (15%) and stock owned by RSLs (5%).

Local authority-owned stock

Excluding Sheltered Housing, South Ayrshire Council has a total lettable stock of 7,397 units. The greatest demand for this accommodation comes from people on South Ayrshire’s waiting list, representing almost 78% of all applications.

While transfer applicants make up only 22% of applications, this nevertheless tells us that a relatively high proportion of the Council’s tenants (almost 10%) are interested in accessing alternative accommodation, suggesting substantial housing need from this source.

As can be seen in the table below, the vast majority of applicants - 87% - have expressed a preference for 1 or 2 bedroom properties. Comparing this to the number of units, there is a mismatch between levels of supply and levels of demand, as the Council owns a high number of 3 bedroom properties, representing more than a quarter of our stock while only a tenth of applicants have expressed a preference for this size of accommodation.

South Ayrshire Council Applicants (by bedrooms requested, excluding Sheltered Housing)

Bedroom size	No. of Applicants	Percentage of applicants	SAC lettable stock	Percentage of stock
Bedsit	4	0.1%	19	0.3%
1 Bedroom	1,311	40.6%	1,882	25.4%
2 Bedroom	1,493	46.2%	3,373	45.6%
3 Bedroom	340	10.5%	1,955	26.4%
4 Bedroom	83	2.6%	168	2.3%
SAC	3,231	100%	7,397	100%

Source: SAC Northgate Housing System and SAC Scottish Social Housing Charter Return, as at 31 March 2018

Similarly, the table below compares the number of applicants for each size of property to the number of lets to that type of accommodation in a year. The table then provides an ‘Applicant to let ratio’ as a means of considering demand and supply. As can be seen below, there are approximately five applicants for every let in South Ayrshire, with this pressure being particularly clear for one, two and four bedroom properties.

South Ayrshire Applicant to let ratio (By property size, excluding Sheltered Housing)

Bedroom size	No. of Applicants	No. of Lets	Applicant to Let Ratio
Bedsit	4	0	4.0
1 Bedroom	1,311	264	5.0
2 Bedroom	1,493	323	4.6
3 Bedroom	340	97	3.5
4 Bedroom	83	4	20.8
SAC	3,231	688	4.7

Source: SAC Northgate Housing System as at 31 March and Business Objects Lets Report – General needs lets, 2017-18

As noted previously, there are specific issues of demand and supply affecting our more rural areas. In order to consider the variations in housing market factors across South Ayrshire, our HNDA separated the authority into two sub-Housing Market Areas (HMAs):

- **Ayr Urban HMA:** Encompassing Ayr, Prestwick, Troon, Maybole and the Rural North villages, with approximately 49,000 dwellings of which approximately 81% are in private ownership.
- **Girvan and South Carrick HMA:** Encompassing Girvan and the Rural South villages, with approximately 5,800 dwellings of which 78% are in private ownership.

Demand for local authority accommodation is more manageable in the Girvan and South Carrick HMA, but there remain specific issues affecting these areas, including overcrowding, social exclusion and access to services.

South Ayrshire Applicant to let ratio (By Housing Market Area and Property Size, excluding Sheltered Housing)

Housing Market Area (HMA)	Number of Bedrooms Requested	Number of Applicants	Number of Lets	Applicant to Let Ratio
Ayr HMA	Bedsit	2	0	2.0
	1 Bedroom	1,140	243	4.7
	2 Bedroom	1,329	279	4.8
	3 Bedroom	302	79	3.8
	4 Bedroom	72	3	24.0
	5 Bedroom	5	0	5.0
Total		2,850	604	5.0
G&SC HMA	Bedsit	0	0	0
	1 Bedroom	129	21	6.1
	2 Bedroom	205	44	4.7
	3 Bedroom	35	18	1.9
	4 Bedroom	20	1	20.0
	5 Bedroom	1	1	1.0
Total		390	85	4.6

Source: SAC Scottish Northgate Housing System as at 31 March and Business Objects Lets Report – General needs lets, 2017-18

Comparing the availability of Council-owned stock to the number of applicants for each size of property, it can be seen that both Housing Market Areas – Ayr Urban HMA and Girvan and South Carrick HMA – have an applicant to let ratio of around five applicants per let. It can be seen however that some property sizes are more pressurised than others. In the Girvan and South Carrick HMA, this was particularly keenly felt for one bedroom properties where there were six applicants for every one property becoming available in 2017/18. Demand for four bedroom properties is also relatively high in both HMAs.

Difficult-to-let properties

Despite this clear demand for accommodation, it is important to also recognise that some property types and locations are particularly difficult to let. This means that while in theory demand exceeds supply for a particular neighbourhood or property type, in practice there may be a mismatch between the properties becoming available and where people actually want to live.

Housing Supply Target

Our Local Housing Strategy established Housing Supply targets for the five year period from 2017-2022. This target took into account estimates of future need and demand set out in the HNDA as well as considering factors that could impact on the pace and scale of housing delivery, including available funding, capacity of housing providers and local contractors, projected land release through the Local Development Plan and infrastructure requirements.

These considerations led to the following Housing Supply Target:

- **675 units of affordable housing are built or acquired to meet need by 2022. This is comprised of a target of;**
 - 595 units in Ayr Urban HMA
 - 80 units in Girvan and South Carrick HMA
- **Between 768 and 838 units of private sector housing built to meet need by 2022. This is comprised of;**
 - Between 696 and 756 units in Ayr Urban HMA
 - Between 72 and 82 units in Girvan and South Carrick HMA.

Projected Completions

South Ayrshire Council’s Strategic Housing and Investment Plan (SHIP) sets out how Scottish Government Affordable Housing Supply Programme funding will be prioritised and allocated. In our most recent SHIP document for the period 2019/20 to 2023/24, it was projected that a total of 1,270 affordable homes would be built over the next five years, potentially making a significant positive contribution to meeting the housing needs of the people of South Ayrshire.

Projected completions of Affordable Housing	2019/20	2020/21	2021/22	2022/23	2023/24	Total
No of Completions	245	332	294	215	184	1,270

It is important to recognise, however, that estimated completions are contingent on a number of factors, not least of which being the ongoing availability of funding, and it is currently anticipated that funding will be below current levels from 2021 onwards.

Homelessness Context

Homelessness Prevention

There were 1,094 approaches for Housing Options advice in 2017/18.

Of the 867 closed cases in South Ayrshire in 2017/18:

- 88% of people seeking Housing Options advice went on to make a homeless application. This compares with a Scottish average of 45%
- 3% of people seeking Housing Options advice were able to remain in their current accommodation. This compares with a Scottish average of 22%
- 1% of people seeking Housing Options advice accessed the PRS, compared to a Scottish average of 3%
- Lost contacts were far lower in South Ayrshire than in the rest of Scotland, 1% compared to a Scottish average of 19%

There is an acknowledged need to focus on improving our prevention activity and ensuring more options are available to support people in housing need.

Homeless applications

Applications

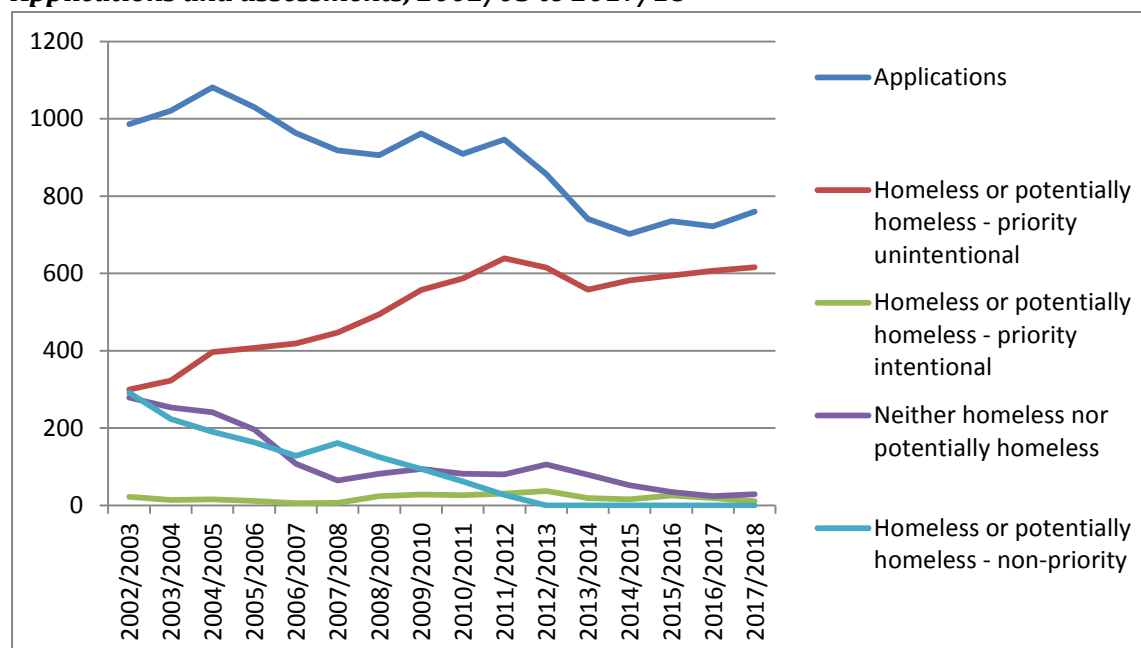
South Ayrshire Council received 761 applications for assistance under the homelessness legislation in 2017/18. This represents an increase of more than 5% on the number of applications in 2016/17.

Recent years have seen the number of homeless applications begin to rise following a considerable reduction since 2009/10 attributed to the introduction of Housing Options and homelessness prevention approaches.

While the overall number of homeless applications has reduced since 2009/10, the gap between the total number of applicants and those found to be owed a duty has narrowed. This is partly a result of the abolition of priority need, but it also suggests that the households making a homeless application are increasingly those likely to be found to be owed a duty. Figure 2 demonstrates this narrowing and also shows the reduction in applicants found to be neither homeless nor potentially homeless.

In South Ayrshire, we have seen a general upward trend in the number of homeless applications since 2013/14, and this trend has continued in 2018/19. We have thus far received 450 applications in the first 6 months of 2018/19, compared to the 384 applications in the first 6 months of 2017/18.

Applications and assessments, 2002/03 to 2017/18



Equally, it is important to recognise that the number of homeless applications may increase in the years to come in the context of Rapid Rehousing. Trends nationally have demonstrated that the number of homeless applications received tends to increase where there is an expansion of rights, and vice versa. As such, we anticipate that the introduction of the Rapid Rehousing and Housing First models may lead to more demand on homeless services. We anticipate that this increasing demand will be countered by improving our homelessness prevention and tenancy sustainment activity, and as such we have assumed that volume of applications will stay as they are for the first 3 years before reducing to 95% of current levels in years 4 and 5.

Homeless applicants by household type, 2017/18

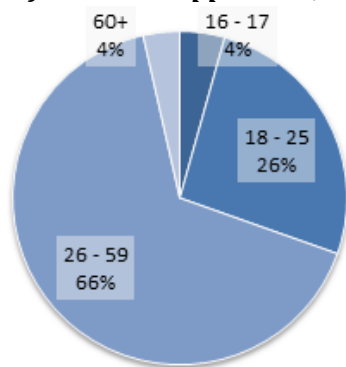
Household Type	No	%
Single Person	564	74.1%
Single Parent	132	17.3%
Couple	29	3.8%
Couple with Children	32	4.2%
Other	2	0.3%
Other with Children	2	0.3%
Total	761	100.0%

Source: Scottish Government HL1 data, 2017/18

In terms of demographics, the vast majority of households applying as homeless are single people (typically around 70%), and this has changed little since 2011/12. Single parent families are also over-represented, typically making up around a fifth of applicants.

People applying as homeless in South Ayrshire also tend to be younger, with almost a third of applicants under the age of 25.

Age of homeless applicants, 2017/18



Source: Scottish Government HL1 data, 2017/18

Reasons for homelessness

In terms of the technical reasons for homelessness in South Ayrshire, the most common reasons cited by applicants in 2017/18 were as follows:

Dispute within household / relationship breakdown: non-violent	191
Dispute within household: violent or abusive	134
Asked to leave	121
Other action by landlord resulting in the termination of the tenancy	88
Discharge from prison / hospital / care / other institution	64
Fleeing non-domestic violence	41
Termination of tenancy / mortgage due to rent arrears / default on payments	29

These technical reasons suggest that there is some scope for additional prevention activity, particularly in increasing the use of mediation services and ensuring discharges from institution are as planned as possible.

When asked what factors led to the household failing to maintain their most recent accommodation, the most common factors included mental health issue, criminal/antisocial behaviour, drug or alcohol dependency, physical health issues, difficulty managing on own and financial difficulties.

This information clearly demonstrates the links between poor health and homelessness, and suggests areas for early intervention – for example, closer ties between the Housing Service and Health and Social Care Partnership.

One area of concern locally in terms of preventing avoidable homelessness is the lack of available Throughcare support services for prisoners locally. Since April 2015, the Scottish Prison Service (SPS) has been providing a dedicated Throughcare support service via 41 Throughcare Support Officers (TSOs) in 11 prisons in Scotland. As one of two privately run prisons, HMP Kilmarnock was not asked to submit a bid for the provision of TSOs in the establishment. This has meant that those serving sentences within these prisons are not able to benefit from Throughcare support, offering ‘a coordinated approach to the provision of support to people who serve short term prison sentences from their imprisonment, throughout their sentence, and during their transition back to the community’.

This geographical gap was noted as an issue in an independent evaluation of the Throughcare Support Service carried out by Reid-Howie Associates and noted concerns in relation to the lack of support for those being liberated from HMPs Addiewell and Kilmarnock. The evaluation report stressed the need for 'a consistent approach to provision across the prison estate'. We are concerned about the inequality of service provision available to prisoners within HMP Kilmarnock and the possible impact that this has on their rehabilitation and reintegration into our communities.

HMP Kilmarnock is a privately operated prison located in East Ayrshire which is run by Serco on behalf of the Scottish Prison Service. The prison holds 500 men at any time, with approximately 70% of these from an East, North or South Ayrshire address. An assessment of the needs of men upon admission to HMP Kilmarnock suggests that the top three presenting issues are drugs, alcohol and housing. Whilst housing support is available within the prison, we would like to highlight our concern in relation to the lack of wider Throughcare support services which would complement the housing support and would lead to better outcomes for some of our most vulnerable community members.

Homelessness and complex needs

Of the 761 applicants who applied for assistance under homelessness legislation during 2017/18, around 7% of applicants had previously been assessed as homeless within the preceding year. This is less than in previous years (typically around 10%), but still amounts to 51 people.

In 2017/18, 796 support needs assessments were carried out. Of those homeless households assessed, it was found that:

- 360 applicants were found to have a mental health problem
- 125 required support with drug or alcohol dependency
- 157 had another medical condition
- 49 had a learning disability
- 101 required support with a physical disability
- 644 needed support with basic housing management and independent living skills

South Ayrshire also received applications from 74 households who reported having slept rough in the 3 months preceding an application, and 34 households who reported having slept rough the night before making an application.

Recent research tried to identify severe and multiple disadvantage in local authority areas in Scotland. Severe and multiple disadvantage is a shorthand way of describing issues faced by adults involved in homelessness, substance misuse and criminal justice systems. This research estimated that there were approximately 130 people experiencing severe and multiple disadvantage in South Ayrshire.

Assessments and Cases Closed

During this financial year, 617 households were assessed as being unintentionally homeless or threatened with homelessness and thus owed a duty by the local authority.

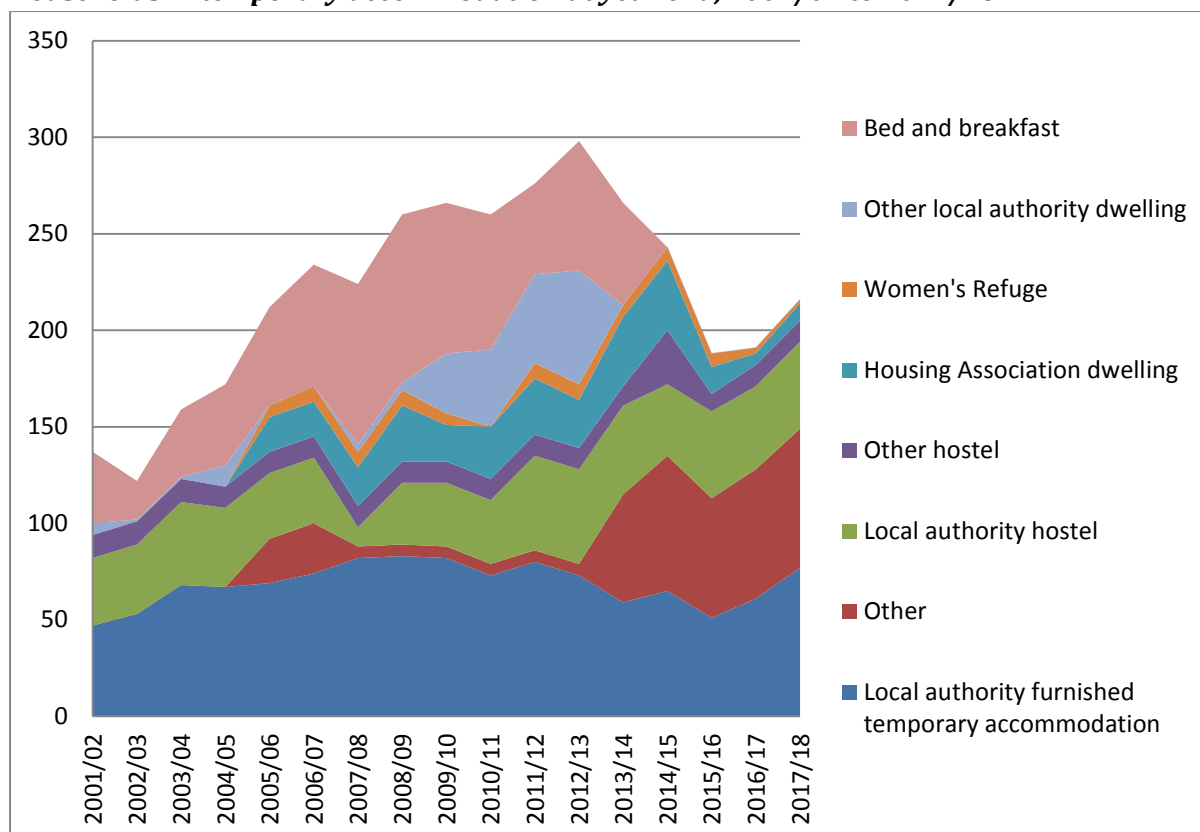
At the 31st March 2018, there were 239 open homeless cases where the local authority had a duty to provide accommodation. For cases closing in 2017/18, the average length of case was 18 weeks (or 126 days) from application to case closure.

Temporary accommodation

Scale and nature of temporary accommodation in South Ayrshire

In order to consider trends in temporary accommodation use in South Ayrshire, the chart below presents data on temporary accommodation occupancy at financial year end in the years since 2001.

Households in temporary accommodation at year end, 2001/02 to 2017/18



Source: Scottish Government HL1 data, 2017/18

This shows that:

- Use of temporary accommodation steadily increased from 2002/03 to a high of almost 300 people in temporary accommodation at year end in 2012/13
- Use of temporary accommodation decreased to less than 200 people at year end in 2015/16, but this has increased by around 13% to 216 in 2017/18.
- LA-owned temporary furnished accommodated about a third of all individuals in temporary accommodation between 2005/06 and 2011/12. This decreased between 2012/13 and 2015/16 in line with reductions in overall demand, as well as the increasing use of Private Sector Leasing.
- RSL-owned temporary furnished stock accommodated around 5% of all those in temporary accommodation at year end 2017/18.

- Private Sector Leasing in South Ayrshire began to pick up pace from 2009/10 onwards (reported under 'Other Local Authority Dwelling' and then subsequently under 'Other'). PSL accommodates approximately a third of those in temporary accommodation
- Use of hostel accommodation – including local authority-owned and RSL-owned hostels – has made a broadly consistent contribution to accommodating homeless people in South Ayrshire. It should be noted the accommodation currently denoted as 'Hostel' accommodation in fact comprises self-contained flats with a communal entry, and as such does not meet the traditional definition of 'Hostel' as commonly understood.
- South Ayrshire Council successfully ended the use of Bed and Breakfast to accommodate households in need of temporary accommodation in 2014/15, supported by the increasing use of Private Sector Leasing.

While use of temporary accommodation has decreased from the high seen in 2012/13, there are signs that the need for temporary accommodation is increasing again.

Duration of stay in temporary accommodation

Data on the average length of stay in temporary accommodation in the most recent financial year shows that the longest average lengths of stay tended to be in temporary furnished type accommodation, whether provided by the local authority, RSL partners or Private Rented Sector landlords – between 12 and 14 weeks.

Stays in hostel-type accommodation were still significant – at around 10 weeks.

Length of stay by type of temporary accommodation, 2017-18

Type of temporary accommodation	Length of stay (days)
LA ordinary dwelling	99
Housing association / RSL dwelling	83
Hostel - local authority owned	70
Hostel - RSL	75
Hostel - other	0
Bed and breakfast	0
Women's refuge	75
Private sector lease	86
Other placed by authority	0

Source: ARC indicator 25, 2017/18

Despite these low average lengths of stay in temporary accommodation, analysis showed that there were a high number of households spending far longer periods of time in temporary accommodation. As such, in setting a target for the maximum period spent in temporary accommodation we have considered not only the average, but also the 'outliers' – including exceptionally short and long stays in temporary accommodation.

Rehousing outcomes

Social Rented Sector

In 2017/18, a total of 375 social rented sector lets were made to statutorily homeless households, with 350 of these being made by the local authority. The remaining 25 lets to statutory households were from local RSLs, representing a contribution below the Scottish average.

Private Rented Sector

The number of homeless households whose final outcome was finding a tenancy in the Private Rented Sector was considerably lower than those to the social rented sector, with only 20 homeless households accommodated in this way in 2017/18.

South Ayrshire Council has a working relationship with a Rent Deposit Guarantee scheme operating locally, and referrals are made to this service from our Housing Options team where the PRS is considered to be a suitable option. While this service does not collect data on the homelessness status of individuals, the table below demonstrates the source of each let made by the service during 2017/18.

Rent Deposit Guarantee scheme lets by source of application, 2017-18

	No.	%
Temporary Accommodation	7	13
PRS	15	27
Local authority	13	23
Family	11	20
Friends	7	12
RSL	3	5
Owner	0	0
TOTAL	56	100

(Source: RDG Scheme data, 2017-18)

While the RDG scheme plays a role in preventing and addressing homelessness, it is clear that more needs to be done to utilise the PRS locally.

Across the sectors, then, there were 395 lets to statutorily homeless households in 2017/18. This represents 64% of new demand (617 unintentionally homeless and potentially homeless households owed a duty by the local authority).

New build lets

Over the last five years, South Ayrshire Council and our partners have built a number of new build developments through the Scottish Government's Affordable Housing Supply Programme. While the majority of lets to new build Council housing were made to Housing List or Transfer List applicants (approximately 87%), more than a tenth (12%) of all new build lets were made to homeless households. While this is less than the overall proportion of lets made to homeless households during the same period, this demonstrates the important role that new build accommodation can play for meeting the needs of this group, either directly (being allocated accommodation in a new build property) or indirectly (new build accommodation freeing up other housing within existing stock through lets to transfer applicants).

Lets to South Ayrshire Council new builds

Tenancy source	No. lets	Proportion of new build lets
Homeless Households	20	12%
Individual Case Status	2	1%
Transfer List	65	39%
Housing List	79	48%
TOTAL	166	100%

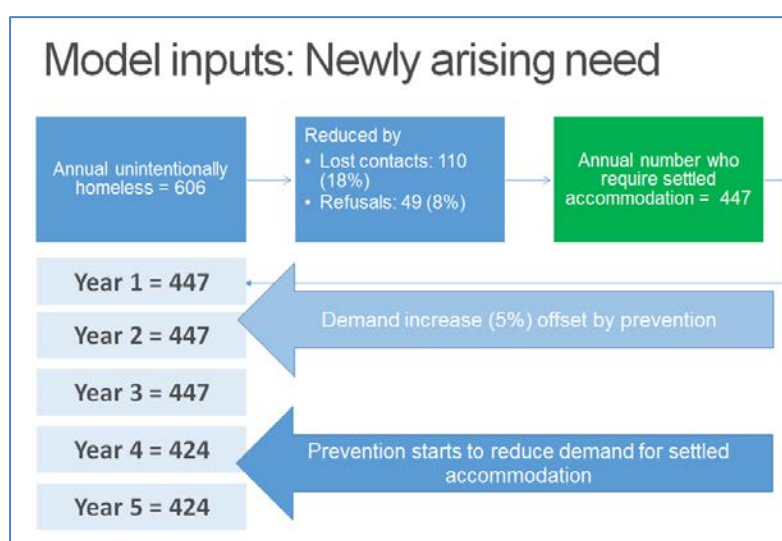
Source: Northgate system data

Taken together, the data presented above suggests that in order to meet demand going forward, additional lets to homeless households will be required in both the Private and Social rented sectors.

Gap analysis

Analysis was carried out to determine the likely number of additional lets to statutorily homeless households required in order to address both new demand for accommodation and the current backlog of households in temporary accommodation.

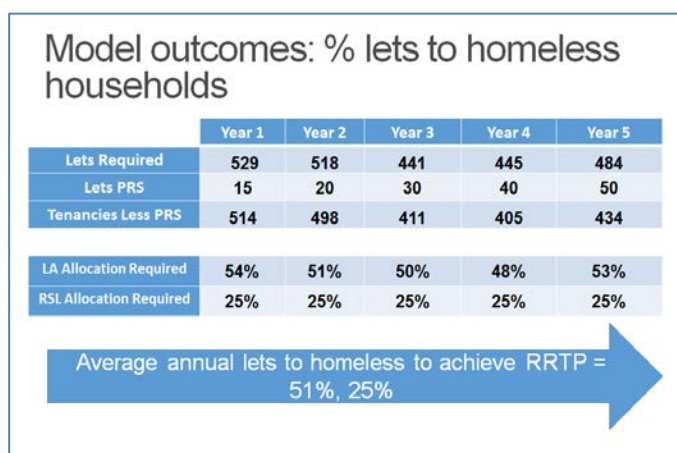
- Projected new demand for year 1 was calculated by taking an average of the number of presentations found to be homeless over



the preceding 3 years (606) and subtracting 'lost contacts/not known' outcomes (110) as well as the number of refusals (49).

- As discussed previously, it was assumed that the number of homeless applications would remain stable in years 2 and 3 given the anticipated increase in demand for homelessness services being balanced by homelessness prevention and tenancy sustainment activities, before reducing by 5% in years 4 and 5.
- A backlog of 239 was assumed based on the current number of households in temporary accommodation as at 31 March 2018. Of this number, it was assumed that around 15% (or 36 households) would benefit from Housing First.
- We would seek to reduce this backlog by 20% per year. This would mean approximately 48 settled tenancy units per year would be required to meet backlog need, of which 7 would require to be Housing First. It was assumed that approximately 3% of new demand would benefit from the Housing First approach, taking the total need for Housing First to 20 new lets per year.
- We worked with consultants to consider how supply and demand might change in the context of households moving more quickly through temporary accommodation, and households avoiding temporary accommodation altogether. A Tool was developed to

estimate the total number of settled units of accommodation required, and the outputs of this are presented below.



- The model assumes that in years 1 and 2, where there is a high proportion of new build completions for both RSLs and the local authority, a greater overall number of lets could be made to homeless households, through lets to new builds or resultant voids.
- This approach assumes that we will not fully address need each year, but that the overall shortfall will be addressed over 5 years.
- An initial target of 25% of RSL allocations has been set, but there is a recognition that this contribution may have to increase in order to fully address current and arising need. This target will be reviewed over the duration of the RRTP.
- More detail on this analysis – broken down into mainstream tenancies and Housing First - is provided at [Appendix 1](#).

2. Rapid Rehousing Baseline Position

Background

As part of the Guidance for Local Authorities on the development of Rapid Rehousing Transition Plans, HARSAG and the Scottish Government have set out a vision for temporary accommodation. This vision is built on the belief that 'reducing the time people spend homeless and in temporary accommodation also reduces the damage to people's health and wellbeing that being homeless causes'.

Where homelessness cannot be prevented, the Rapid Rehousing approach would optimally require:

- A settled, mainstream housing outcome as quickly as possible
- Time spent in any form of temporary accommodation reduced to a minimum, with the fewer transitions the better
- The provision of temporary accommodation to largely be mainstream, furnished and within a community.

For those with multiple needs that go beyond housing needs:

- Housing First should be the first response for people with complex needs and experiencing multiple disadvantages
- Highly specialist provision within small, shared, supported and trauma-informed environments if mainstream housing is not possible or preferable

Temporary accommodation stock profile

South Ayrshire Council utilises a current temporary accommodation stock of 243 units. This is primarily made up of temporary furnished flats, representing around 72% of units provided to homeless households. This is made up of Council-owned stock, properties secured through Private Sector Leasing (PSL) and RSL-owned stock. The remaining temporary housing offered is classified as Hostel type accommodation but the exact nature of this varies between different buildings and providers. By developing a flexible temporary accommodation stock profile, South Ayrshire Council has ended the need to rely on unsuitable accommodation like Bed and Breakfasts and hotels.

Temporary accommodation by type as at 31 October 2018

Temporary Accommodation type	No. units	% units
Temp Furnished (Council-owned)	95	38%
Temp Furnished (PSL)	77	31%
Council-owned Hostel	50	20%
RSL-owned Hostel	11	4%
Temp Furnished (RSL-owned)	9	4%
Women's Aid-owned Hostel	8	3%
TOTAL	250	100%

(Source: South Ayrshire Council Northgate System)

Temporary Furnished flats

Local authority ordinary dwelling

South Ayrshire Council currently provides 95 units from its own housing stock for use as temporary accommodation. These units are broadly concentrated in South Ayrshire's main conurbation of Ayr, supported by a small number of units in Prestwick, Troon, Maybole, Girvan, Monkton and Tarbolton.

Housing Association/RSL dwelling

Local RSLs provide 9 units of stock for use as temporary accommodation, concentrated in Ayr and Prestwick. These are typically small 1 and 2 bedroom flats in the community.

Private Sector Leasing (PSL) and Bulk Leasing Schemes

In addition to stock owned by social landlords, properties in the private rented sector are also used as temporary accommodation through our Private Sector Leasing and Bulk Leasing schemes. These units are all 1 and 2 bedroom properties with the PSL properties owned by a variety of landlords, while properties secured through the Bulk Leasing Scheme are provided by a single private landlord in partnership with South Ayrshire Council.

	Temporary Furnished Flats			
	LA ordinary dwellings	RSL dwellings	PSL	PSL (Bulk Leasing)
Capacity	95	9	36	41
No. of households as at 31 March 2017	61	6	35	32
Households entering during 2017/18	254	25	121	174
Households exiting during 2017/18	239	24	122	170
Net flow in and out of accommodation	15	1	-1	4
Type of provision	Self-contained, no shared facilities	Self-contained, no shared facilities	Self-contained, no shared facilities	Self-contained, no shared facilities
Type of households	Mixed	Mixed	Mixed	Mixed
Level of support provided	None/low - no support or low housing management based	None/low - no support or low HM based	None/low - no support or low HM based	None/low - no support or low HM based
Average length of stay in the last year	99 days	83 days	111 days	72 days
Weekly charge including rents and service charges	£316.69	£210.22	£144.00	£144.00

Other accommodation

In addition to the local authority's primary form of temporary accommodation – that is, temporary furnished flats – South Ayrshire Council also utilises a number of units of other accommodation to meet the needs of homeless people locally.

Hostel - Local authority-owned

South Ayrshire Council owns three buildings of hostel-type accommodation – namely Viewfield Gate and Elba Gardens in Ayr, and Secession House in Troon. These buildings provide 50 units of temporary accommodation. The support provided to users in these properties tends to be more intensive and is provided on-site.

	Hostel – Local authority-owned		
	Viewfield Gate, Ayr	Elba Gardens, Ayr	Secession House, Troon
Capacity	24	16	10
No. of households as at 31 March 2017	20	15	8
Households entering during 2017/18	122	72	41
Households exiting during 2017/18	122	72	41
Net flow in and out of accommodation	0	0	0
Type of provision	Self-contained, no shared facilities	Self-contained, no shared facilities	Self-contained, no shared facilities
Type of households	Mixed	Single and couples	Mixed
Level of support provided	Medium - visiting individual housing support, or other professional support	Medium - visiting individual housing support, or other professional support	Medium - visiting individual housing support, or other professional support
Average length of stay in the last year	60 days	77 days	88 days
Weekly charge including rents and service charges	£371.27	£371.27	£371.27

Hostel – other

In addition to Council owned hostels, a number of other more specialist options are provided by third sector partners. These are namely the Blue Triangle Housing Support Service –an RSL-owned hostel providing 11 units of temporary accommodation in a supported setting to people with complex needs - and a Women’s Aid-owned hostel, delivering 8 spaces of temporary accommodation for women and children fleeing domestic abuse.

	Hostel – RSL Owned	Women’s Refuge
	Blue Triangle Housing Support Service	Women’s Aid owned Hostel
Capacity	11	8
No. of households as at 31 March 2017	11	3
Households entering during 2017/18	45	18
Households exiting during 2017/18	45	19
Net flow in and out of accommodation	0	-1
Type of provision	Self-contained rooms with shared kitchen and bathrooms	Self-contained rooms with shared kitchen and bathrooms
Type of households	Single	Mixed
Level of support provided	High - intense wrap-around support for individuals	Medium - visiting individual housing support, or other professional support
Average length of stay in the last year	75 days	75 days
Weekly charge including rents and service charges	£235.36	£221.65

Demographics

During 2017/18, the majority of clients entering temporary accommodation were single households. There was a greater proportion of male occupants and individuals who fell within the 25-59 age band, as shown below.

Number entering temporary accommodation during 2017/18 by Age		
Age 16-17	41	5%
Age 18-25	214	27%
Age 26-59	506	65%
Age 60+	23	3%

Number entering temporary accommodation during 2017/18 by Household Type		
Single Person	604	77%
Single parent	117	15%
Couple	32	4%
Couple with Children	27	3.5%
Other	2	0.25%
Other with Children	2	0.25%

Number entering temporary accommodation during 2017/18 by Gender		
Male	464	59%
Female	320	41%

(Source: HL3 Quarterly Report for South Ayrshire)

On 31st March 2018 there were 35 households with a total of 71 children living in temporary accommodation provided in South Ayrshire. 92% of the temporary accommodation available to the Council is self-contained with no shared facilities. As a result of the standard and availability of temporary accommodation in South Ayrshire there have been no breaches of the Unsuitable Accommodation Order.

Analysis

Stock profile

As shown in our stock profile, South Ayrshire Council is well-placed to fulfil the Scottish Government's aspirations that temporary accommodation should ideally be mainstream, furnished and within a community. 73% of our temporary accommodation fits into this category, utilising stock provided by the local authority, RSLs and private sector partners. The use of private sector leasing to support provision of temporary accommodation from mainstream social rented sector stock has resulted in the authority being able to eradicate the use of Bed and Breakfast accommodation completely, again putting the Council in a strong position to support the Scottish Government's aspirations.

Council-owned hostels provide 20% of our TA capacity. It is important to recognise that these buildings do not readily conform to typical understandings of a 'hostel', and in fact comprise a number of self-contained flats that provide all amenities to those accommodated within them with no shared facilities. All three Council-owned hostels have an out-of-hours staffing presence offering housing support to clients and aiding the transition of those who require an additional level of support. While these units are not from the Council's 'mainstream', community-based stock they do offer a good standard of accommodation within self-contained units with access to more intensive, out-of-hours support that would not otherwise be available in the community.

Accommodation provided by third sector partners makes up the remaining 8% of available TA capacity in South Ayrshire. As highlighted above, both of these buildings provide specific functions not provided for within existing temporary accommodation – namely intensive support for households with complex needs and support for women and children fleeing domestic abuse.

Time spent in temporary accommodation

In 2017/18, the average length of temporary accommodation placement was 85 days – around 12 weeks. As may be seen in the table below, length of stay varies between different types of accommodation, with longer stays concentrated around Temporary Furnished accommodation with stays in LA-owned mainstream stock lasting on average 14 weeks, while stays in flats in the private sector or owned by RSLs are around 12 weeks. Marginally shorter stays are recorded in hostels and women's refuges as seen below – typically lasting 10 or 11 weeks.

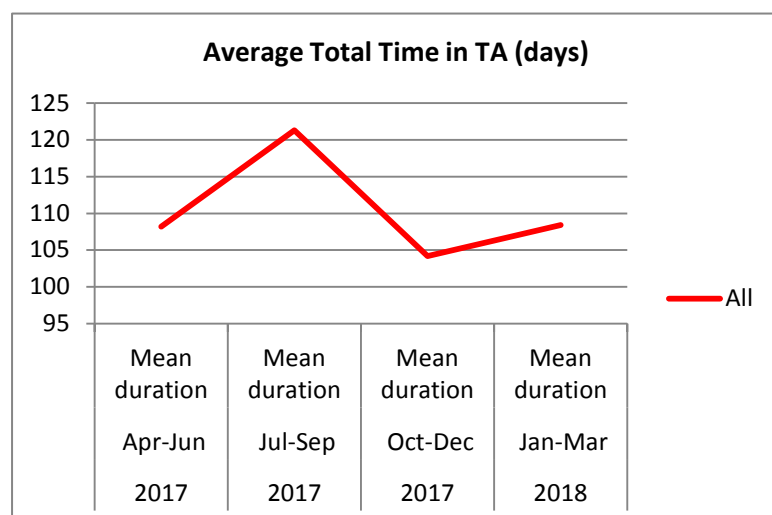
Average time spent in temporary accommodation, 2017/18

Temporary accommodation type	Average length of stay
LA ordinary dwelling	99 days
Housing association / RSL dwelling	83 days
Hostel - local authority owned	70 days
Hostel - RSL	75 days
Hostel - other	0 days
Bed and breakfast	0 days
Women's refuge	75 days
Private sector lease	86 days
Other placed by authority	0 days
ALL TYPES	85 days

(Source: ARC Return 2017/18)

While the above table demonstrates the average length of time spent in temporary accommodation by individual placements, it is equally important to recognise that households accessing temporary accommodation may spend time in a number of different placements prior to their case being closed.

The graph below considers data across the same time period, but measures the average time spent in temporary accommodation during the course of the homeless application, recognising that households may have more than one placement. The chart below shows that across all homeless applications for 2017/18, households spent an average of 104 to 121 days in temporary accommodation (15 to 17 weeks).



The difference between the number of weeks by placement and the number of weeks by application, detailed above, is relevant when setting our aspirations for change.

It is also important to recognise that some placements last considerable periods of time, while others are for very short periods of time, and as such are well above or well below the

average stated for that accommodation. 334 placements were longer than 12 weeks, for example, and 231 applicants spent more than 17 weeks in temporary accommodation. 15 homeless households spent more than a year in temporary accommodation during 2017/18 while at the other extreme 100 households spent less than 28 days in accommodation. This is an important consideration in setting a maximum length of stay in temporary accommodation, as this target will need to be higher than the current average.

Housing First Capacity

South Ayrshire Council is currently in the process of implementing a Housing First pilot to deliver specialist provision of permanent accommodation for homeless households. This project will initially have eight spaces and will be targeted at people who have complex needs (for example, people with addiction and/ or mental health issues) **and** are homeless or at risk of homelessness. One of these eight spaces will be made available for a care experienced young person. The pilot will initially operate for a period of one year and will then be evaluated to determine its efficacy. The first tenancies for this project are anticipated to commence in February 2019.

3. 5 Year Vision and Projections

As noted previously, South Ayrshire Council is in the fortunate position of having a low average length of stay for both hostel and dispersed accommodation types. Despite this, we recognise that a minority of households spend significantly longer periods of time in temporary accommodation, while others have much shorter stays. This isn't necessarily reflected in the averages presented here, and as such, in setting a **maximum** period of time in temporary accommodation (rather than an average) we have sought to put in place an achievable target that will also support people in finding sustainable long-term housing solutions that meet their needs accompanied by reducing the number of different temporary accommodation placements for individual households. We have set a target of a maximum stay in temporary accommodation of 20 weeks, to be achieved over five years.

Maximum Length of Stay Target	
Year 1	26 weeks
Year 2	25 weeks
Year 3	23 weeks
Year 4	22 weeks
Year 5	20 weeks

Using these assumptions, the Tool developed by our consultants found that – were Rapid Rehousing to be fully successful and households were spending less time in temporary accommodation - it would result in the need to reduce our Temporary Accommodation stock from 250 units to 175 units by the end of 2023-24.

This could be achieved in a number of ways, and a wide range of scenarios could be considered to achieve this. Any such change would require significant engagement with relevant stakeholders prior to going ahead, and would be dependent on a number of factors, including the overall number of applications and lets going forward, the success of prevention activities, and contributions from our partners.

Decisions around the future of temporary accommodation will also depend on the outcome of the ongoing Scottish Government review into this topic, and any such change could be expected to have a significant impact on General Services budget going forward.

As such we do not wish to prescribe how this will be achieved at this stage.

Some considerations thus far include:

- Reviewing the suitability, viability, and long-term role of our temporary accommodation
- Reviewing the continued role of the Council's Private Sector Leasing scheme
- Considering 'flipping' properties from temporary to permanent where properties meet households' long-term needs (while giving due regard to allocations arrangements)
- Increasing the intensity of support in dispersed accommodation to negate the need for additional hostel accommodation

- Working with our PSL landlords to consider changing the use of their property from temporary accommodation to a Private Residential Tenancy supported by our Social Lettings agency

At the forefront of all our considerations will be the sustainability of any long-term accommodation for the households in question.

4. Identifying Support Needs

Background

In moving towards this model of responding to homelessness based on Rapid Rehousing, it is necessary to ensure models of accommodation and support meet the needs of clients locally and support tenancy sustainment. In order to achieve this, we have attempted to estimate the proportions of people experiencing homelessness or at risk of homelessness locally with particular levels of support needs. We have analysed three datasets to develop an estimate of the requirements for the Scottish Government's identified models of Housing and Support.

These are as follows:

- **No/low support needs:** Those with no/low support requirement, who could easily move into mainstream settled housing with no need for specific support other than signposting and low-level housing management support provided by housing providers.
- **Medium support needs:** Those with medium support needs whether visiting housing support, or multi-professional wraparound support to enable independent living in mainstream housing
- **SMD/Complex needs:** Those with severe and multiple disadvantage or complex needs who would benefit from intensive wraparound support and a Housing First approach
- **Residential support:** Those where independent living within the community is not possible for whatever reason (safety, risk to self/others, choice) and for whom shared accommodation is the preferred housing option

Methodology

Three datasets were analysed in order to achieve this:

- Our Housing Support provider's 'Better Futures' data for the financial years 2016/17 and 2017/18
- In-house 'Better Futures' data for clients accommodated across South Ayrshire's three hostels (Viewfield Gate, Elba Gardens and Secession House) for the financial years 2016/17 and 2017/18
- Locally collated data on repeat homelessness presentations over the last five years

The 'Better Futures' data provides information on clients' support assessments. To meaningfully analyse this data, we restricted our considerations to the outcome of 'baseline' assessments – that is, the person's initial assessment of support needs at the outset of their placement or tenancy. While a wide range of possible needs are assessed as part of this process, our analysis focussed on four key measures that were felt to be the best indicators of a person's support needs. These were:

- Physical health,
- Mental health,
- Addiction, and
- Life skills.

At assessment, the individual's needs against each category is assessed and given a 'score' on a five point scale. This allows for a person's progress to be monitored throughout the course of receiving support. The scores are as follows:

- 0 – no support needed
- 1 – addressing issue with support
- 2 – addressing issue with intensive support
- 3 – High risk with or without support
- 4 – Crisis

Baseline data was analysed for 667 unique individuals assessed by the Housing Support provider and 220 unique individuals assessed by our in-house housing support team. In order to roughly estimate individuals' needs based on assessments across these four criteria, the following rules were applied:

- Where an individual's total score across all four criteria is greater than seven, the individual would be considered to be in the 'SMD/Complex Needs' or 'Residential Support' category
- Where an individual's total score across all four criteria is less than four, they would be considered to be in the 'No/Low support needs' category
- Regardless of total score, where the sum of mental health and addiction issue scores are greater than five, we have estimated that the individual would be considered to be in the 'SMD/Complex Needs' or 'Residential Support' category
- Where none of the above criteria are met, the individual would be estimated to be in the 'Medium support needs' category

While this is an imperfect way of assessing needs at an individual level, it nevertheless provides a methodology by which we can make broad assumptions about the scale of different housing and support needs going forward locally.

In reviewing repeat homelessness, five years' HL1 data was assessed using local records to identify individuals who had made multiple homeless presentations. 3,263 unique households were reviewed as part of this analysis.

Findings

Housing support provider data

Analysis of the 'Better Futures' data held by our Housing Support provider for the periods 2016/17 and 2017/18 suggests that a high proportion of people experiencing homelessness have no or low support needs. Using the methodology detailed above, we have estimated that – of the cohort being considered here – about a quarter of households would benefit from 'visiting housing support' or 'wraparound' multi-agency support to enable independent living in mainstream accommodation (Medium support needs). Just under a tenth of this cohort was estimated to have either severe and multiple deprivation/complex needs best met by Housing First, or would require accommodation options that would include Residential Support.

Estimated support needs	No. of assessments in period	% of assessments in category
No/low	447	67%
Medium	165	25%
SMD/Complex or Residential	55	8%
Grand Total	667	100%

In-house housing support data

Applying the same methods of analysis to the 'Better Futures' data collated by our in-house teams providing housing support to individuals accommodated in hostel accommodation, it was estimated that about half of these individuals had no or low housing support needs. In contrast to the data collated by our main housing support provider, our in-house housing support data suggests that about a quarter of those in hostel accommodation have complex needs or would benefit from Residential Support. The proportion of individuals requiring 'visiting housing support' or 'wraparound support' to live independently in mainstream accommodation (Medium support needs) is again higher among individuals in hostel accommodation than those receiving support from the Housing Support provider.

Estimated support needs	No. of assessments in period	% of assessments in category
No/low	106	48%
Medium	63	29%
SMD/Complex or Residential	51	23%
Grand Total	220	100%

These differences between the two datasets would be anticipated, however, as while there is some overlap between the two cohorts, South Ayrshire's hostels have been used in recent years to provide additional round-the-clock support to people with the most complex needs. As such, it would be anticipated that higher support needs would be identified amongst this group.

Repeat homelessness data

As an additional means of estimating the scale of high level housing support needs amongst households with experience of homelessness, HL1 data collated locally was analysed to identify individuals who had made multiple homeless presentations over a five year period. This is in some ways an advance on nationally published repeat homelessness statistics as it highlights the number of times individuals have presented as homeless during this whole period.

No. of Presentations	Count	%
Single Presentation	2,468	75.6%
2 x Presentations	534	16.4%
3 x Presentations	166	5.1%
4 x Presentations	55	1.7%
5 x Presentations	25	0.8%
6 x Presentations	11	0.3%
7 x Presentations	4	0.1%
Grand Total	3,263	100%

There are limitations to this method, as this is a snapshot of all applicants who applied within the five year period rather than a study of a particular cohort over a period of five years. This is problematic because data based on recent first time applicants' experiences – for example – might cause us to overestimate the total number of single presentations. Some of these first time applicants will undoubtedly go on to make multiple presentations, but because this is a snapshot rather than a longitudinal study it is not possible to fully estimate needs based solely on this.

Nevertheless this method does allow us to say that at least 8% of homeless applicants made 3 or more presentations in the last five years. This group is likely to represent those who would benefit most from Housing First or Residential Support.

Other relevant data

Approximately 16% of homeless applicants were assessed as having drug or alcohol dependency. While this would not be the only criteria for accessing Housing First or Residential Support, this might prove to be a good indicator of need.

Analysis of HL1 data by Mandy Littlewood/Heriot Watt University estimated that around 130 households in South Ayrshire experienced homelessness with severe and multiple disadvantage, representing around 21% of applicants. This data uses experience of homelessness coupled with drug misuse and/or offending behaviour as a proxy for severe and multiple disadvantage.

Repeat homelessness where a household has made a homeless application in the previous year can be seen to have reduced in recent years. Nevertheless in 2017/18, repeat homelessness where the household is identical to that which made the previous application accounted for 8% of all applicants. Over the last four years, the average by this measure is around 10%. Where we don't insist that the household is identical but the lead applicant is the same, this figure is higher – 10% in 2017/18 and an average of 12% over the last four years.

Estimates

Taking all of the data above into account, we can estimate that:

- The proportion of homeless households with no or low support needs is **between 48% and 67%**.
- The proportion of homeless households who would benefit from ‘visiting housing support’ or multi-agency wraparound support to sustain independent living (medium support needs) is **between 25% and 29%**.
- The proportion of homeless households with complex needs – requiring Housing First or residential support is **between 8% and 23%**.

Following discussion, it was agreed that estimates roughly in the middle of the ranges for ‘No/low support needs’ and ‘SMD/Complex needs’ would give the most accurate reflection of the actual extent of these groups amongst our population with experience of homelessness. For ‘Medium support needs’, the estimate at the top end of the range was used as this was considered to better reflect the distribution of needs at this level.

Support Needs - Current Backlog

Support needs	Description	Estimated proportion of current homeless cases
No/low support needs	Those with no/low support requirement, who could easily move into mainstream settled housing with no need for specific support other than signposting and low-level housing management support provided by housing providers.	55%
Medium support needs	Those with medium support needs whether visiting housing support, or multi-professional wraparound support to enable independent living in mainstream housing	29%
SMD/Complex needs	Those with severe and multiple disadvantage or complex needs who would benefit from intensive wraparound support and a Housing First approach	15%
Residential support	Those where independent living within the community is not possible for whatever reason (safety, risk to self/others, choice) and for whom shared accommodation is the preferred housing option	1%

Subject to the availability of funding, viability of the pilot and elected member approval, the Council intends to continue to expand its Housing First provision. It is assumed that this programme would be able to address the backlog of households with experience of severe and multiple disadvantages and/or complex needs over the duration of the plan.

Based on the assumption that 15% of our current backlog would require Housing First – and recognising the considerable links between complex needs and repeat presentations – it is assumed that the ongoing need for Housing First provision would reduce to about 3% of all applicants going forward. This would mean an annual need for Housing First of 20 placements per year, made up of an annual flow of 13 new households and 7 backlog households per year.

While we anticipate that the number of households with complex needs will reduce in the context of Rapid Rehousing and Housing First, we believe it is prudent to assume an increase in the proportion of households likely to require medium levels of support going forward. As such, we have assumed that 41% of new demand will require medium support.

Support needs – New Demand

Support needs	Description	Estimated proportion of new demand
No/low support needs	Those with no/low support requirement, who could easily move into mainstream settled housing with no need for specific support other than signposting and low-level housing management support provided by housing providers.	55%
Medium support needs	Those with medium support needs whether visiting housing support, or multi-professional wraparound support to enable independent living in mainstream housing	41%
SMD/Complex needs	Those with severe and multiple disadvantage or complex needs who would benefit from intensive wraparound support and a Housing First approach	3%
Residential support	Those where independent living within the community is not possible for whatever reason (safety, risk to self/others, choice) and for whom shared accommodation is the preferred housing option	1%

5. Rapid Rehousing Plan

Purpose

This Rapid Rehousing Plan sets out how South Ayrshire Council and our partners will seek to transition from the current system of homelessness towards one with the principles of Rapid Rehousing at its core. The Plan takes into account the background and challenges identified in the previous sections - including the homelessness and housing market contexts, the current shape of temporary accommodation, and estimated support needs – and puts in place actions to address these issues. Many of these actions represent an ambitious shift in approach, and will not be possible without significant additional resources. Our full Action Plan is provided at [Appendix 4](#).

Agreed Actions

RRTP1: We will increase our focus on preventing homelessness

There were 1,094 approaches for Housing Options advice in 2017/18.

Of the 867 closed cases in South Ayrshire in 2017/18:

- 88% of people seeking Housing Options advice went on to make a homeless application. This compares with a Scottish average of 45%
- 3% of people seeking Housing Options advice were able to remain in their current accommodation. This compares with a Scottish average of 22%
- 1% of people seeking Housing Options advice accessed the PRS, compared to a Scottish average of 3%

While there are questions about the comparability of Prevent1 data due to differences in recording practices between different local authorities, there is clearly a need to review our prevention activities, particularly where homelessness is predictable. We also recognise the need to address repeat homelessness and formerly homeless people's tenancy sustainment in South Ayrshire.

Over the next five years, we will look to increase our focus on prevention to ensure that, wherever possible, homelessness can be stopped before the situation reaches the point of crisis. This will include the following actions, subject to the availability of funding:

- Reviewing existing prevention activities and their efficacy in preventing homelessness
- Making sure the Housing Options toolkit is successfully implemented locally
- Develop and deliver a mediation training plan for the Housing Options team to enable staff to respond to relationship breakdown as a source of homelessness
- Increasing pro-active contact with waiting list applicants as a means of preventing homelessness
- Identifying tenants' support needs at the point of sign-up to improve tenancy sustainment
- Providing good quality advice and training to PRS landlords and tenants about their rights and responsibilities
- Supporting our partners to become more trauma informed

- Working with Health and Social Care to identify opportunities to prevent homelessness through partnership working and early intervention
- Supporting our partners – including Health and Social Care and other public bodies – with achieving their duty to prevent homelessness under the ‘no wrong door’ approach. This includes consideration to hospital discharges, people fleeing domestic abuse, and those leaving care
- Implementing our Anti-Social Behaviour Strategy to support tenancy sustainment and sustainable communities
- Training relevant staff to deliver the SHORE standard, and putting in place internal processes to ensure these standards are implemented effectively
- Working to reduce the number of ‘lost contact’ cases before and after assessment
- Helping young people with experience of care to access appropriate accommodation and support to meet their needs
- Undertake specific research into reasons for repeat homelessness with a view to reducing future levels of presentations through advice and support activities
- Undertake specific research into reasons for tenancy failure with a view to increasing tenancy sustainment and reducing levels of repeat homelessness

These actions will be progressed across the lifetime of the plan with a view to reducing demand for homeless services by supporting tenancy sustainment, preventing tenancy failure and ensuring that transitions – as far as possible – are planned.

RRTP2: We will ensure appropriate housing and support options are available to meet people’s needs and support tenancy sustainment

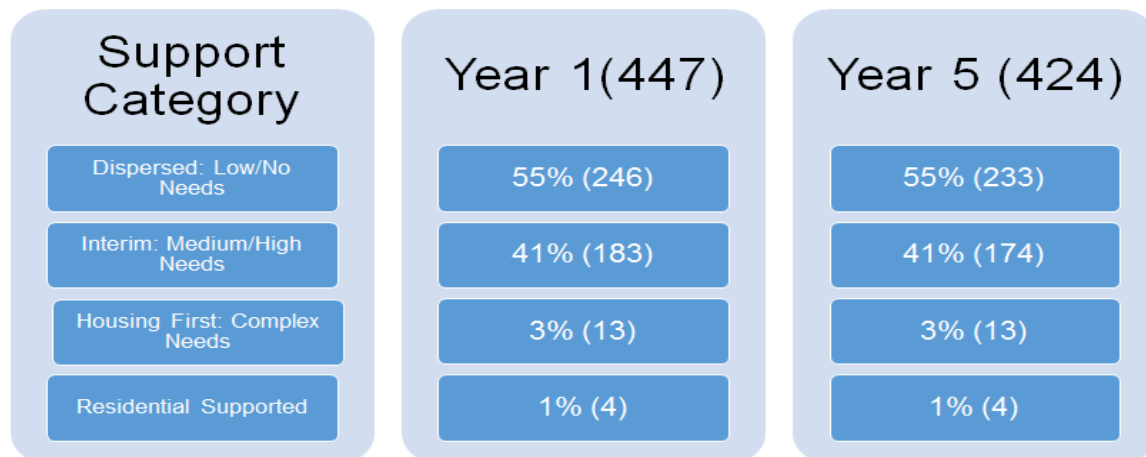
Analysis of Housing Support and repeat homelessness data – presented in more detail earlier in this document - allowed us to estimate current need and new demand for different models of housing and support against the Scottish Government’s criteria. Assuming a backlog of 239 households as at 31 March 2018, the following profile of current need was developed.

HOUSING	SUPPORT		%		No
Mainstream housing	None/low (housing management based)	Proportion of current homeless cases	55%	Estimated current need	131
Mainstream housing	Medium (individual housing support/wrap around multi service)		29%		69
Mainstream housing – Housing First	High level wrap around support		15%		36
Supported accommodation	Residential support		1%		2

Assuming that the backlog need for Housing First could be met over the five year period, it was assumed that the need profile would change to the following:

Model inputs: Newly arising need

Profile of need starts to change as Housing First meets the complex housing needs and reduces repeat homelessness



Low and Medium Support Needs

Given the high proportion of homeless households anticipated to have low and medium support needs that can be effectively managed through Housing Support in mainstream accommodation, we have assumed that we would continue to utilise the full spend of our current Housing Support budgets for this purpose, albeit with a focus on reconfiguring services to maximise their effectiveness for these groups. The continued availability of this budget is dependent on a number of factors, as outlined in more depth in our Resource Plan.

Housing First

At present, South Ayrshire Council is in the process of introducing a Housing First programme with funding and resources to deliver intensive support for 8 households. The pilot's projected costs are as follows:

Housing First Pilot - Projected Costs	
Senior Support Worker (Level 6)	£32,319.00
Non-Core Hour Allowance – 10%	£3,231.90
Peer Support Worker (Level 5)	£28,576.00
Non-Core Hour Allowance – 10%	£2,857.60
Employee Transport Costs	£1,500.00
Decoration costs - 8 properties	£20,000.00
Furnishing costs - 8 properties	£20,000.00
General Supplies/Admin	£500.00
Staff Training	£2,000.00
Annual Leave/ Sickness Absence cover (20.2%)	£13,530.87
Total	£124,515.37

These costs will be funded by £75,000 of non-recurring Homelessness Prevention funding carried over from the 2017/18 budget for this purpose, and supplemented by non-recurring funding from

this year's Homelessness Strategy budget. In order to continue delivery and expand this scheme by the projected 20 placements per year, additional funding will need to be identified to support the scheme from December 2019 onwards.

We also intend to consider employing an additional Public Health nurse with a specific focus on meeting the needs of Housing First clients and those with the most complex needs. This is again subject to additional funding being available to support this. If successful in seeking funding we will look to introduce the post within the context of a review of the role and remit of existing health and homelessness staffing.

Residential Supported Accommodation

For the small number of households for whom independent living within the community is not possible or preferable, we will work with Health and Social Care Partners to identify possible solutions to these issues.

Housing Support Summary

In summary, then, it is our aim to ensure a range of housing and support options are in place to meet a variety of needs, and have set out a number of actions to achieve this. These are again contingent on adequate budget being available, and include:

- Commissioning a full review of housing support services to ensure that future Housing Support meets a variety of needs.
- Expanding our existing Housing First project over the coming years to meet complex needs. The plan suggests 20 placements per year will address the backlog and new need.
- Collaborating with Health and Social Care to ensure prompt access to mental health and addictions support services
- Reviewing the role of Health and Homelessness nurse and consider employing an additional Public Health nurse to support the delivery of Rapid Rehousing and Housing First
- Improving partnership working between Social Work and Housing Services, and increase understanding of how Social Work can contribute to achieving the aims of Rapid Rehousing
- Work with the Health and Social Care Partnership to develop a strategy and process for the provision of Residential Support for the small number of households where independent living within the community is not possible or preferable
- Develop accommodation models to meet the need of Care Experienced Young People transitioning to interdependence

These actions support the objective of re-shaping housing support to better reflect people's needs as a means of improving tenancy sustainment.

RRTP3: We will ensure stays in temporary accommodation are minimised while supporting sustainable rehousing

While South Ayrshire's average length of stay in temporary accommodation – both in terms of individual placements and duration in all temporary accommodation – is less than the Scottish average, we nevertheless recognise that a minority of households spend far longer periods of time in temporary accommodation. This can be for a variety of reasons, but the most common amongst

these is the lack of available accommodation that would effectively meet the needs of the individual. This can be due to a lack of social support in areas where vacancies are coming up, or the desire to avoid particular areas.

We have taken these issues into account in setting a maximum period of time that homeless households will live in temporary accommodation, to be achieved over the duration of the plan.

Maximum Length of Stay Target	
Year 1	26 weeks
Year 2	25 weeks
Year 3	23 weeks
Year 4	22 weeks
Year 5	20 weeks

In order to achieve these targets, we have agreed a number of actions, including:

- Reviewing homelessness and allocations policies and procedures to support the objectives of Rapid Rehousing
- Ensuring offers of housing are person-centred and promote sustainable tenancies, within the context of available stock
- Where households have settled well in mainstream temporary accommodation, considering ‘flipping’ the property
- Reviewing the long-term role of the different models of temporary accommodation currently used in South Ayrshire, giving due consideration to projected need, Scottish Government and client preferences, and financial viability
- Increasing the intensity of support in dispersed accommodation to negate the need for additional hostel accommodation
- Introducing a Rapid Rehousing Service Users’ Working Group to inform the delivery of this new approach

RRTP4: We will improve access to various accommodation options for statutorily homeless people, and as a means of preventing homelessness

Rehousing targets – social rented sector

The tool developed by our consultants estimated a gap between the number of lets required to meet both backlog need and new demand, and the total number of lets from all sources to homeless households in 2017/18. Over the five year period this gap ranges from 134 additional lets being required in year 1 through to only 50 additional lets in year 4.

	Year 1	Year 2	Year 3	Year 4	Year 5
Lets required	529	518	441	445	484
Difference from 2017/18 lets (395 lets)	+134	+123	+46	+50	+89

If the 2019/20 need, for example, was to be met solely by the local authority this would mean that 64% of all lets would be made to statutory homeless households in that year. At the present time, this is around 47% - an already sizeable contribution. Increasing this to 64% – assuming the 134 additional lets to statutory homeless households would be met by reducing the number of lets to the Transfer List and the Housing List equally (67 from each) - this would mean a 37% reduction in the number of lets from the Transfer List and a 30% reduction in the number of lets from the Housing List.

	Actual 2017/18		Gap addressed fully 2019/20		Difference
Number of General Needs lets	688		688		
Number of Supported Housing lets	62		62		
Number of lets to existing tenants	179	24%	112	15%	-37%
Number of lets to housing list applicants	222	30%	155	21%	-30%
Number of mutual exchanges	51		51		
Number of lets from other sources	0	0%	0	0%	
Number of lets to homeless applicants	349	47%	483	64%	+38%
TOTAL	750	100%	750	100%	

This shift could result in unbalanced communities and would make it considerably more difficult for people in other forms of housing need to be appropriately accommodated. This would also make it more difficult for some groups to access housing. For example, about a third of lets to people on the Housing List and Transfer Lists are to people over the age of 60, while people over the age of 60 only account for about 5% of those accommodated through the Homeless List.

We have instead set a more realistic target of 51% of all local authority lets to Statutory Homeless households on average over 5 years.

To address this gap – in addition to previous actions aimed at increasing our focus on homelessness prevention – we will work with local partners to ensure a range of accommodation options are available for people experiencing or threatened with homelessness. Actions to achieve this goal include:

- Setting an average target of 51% of local authority lets to statutory homeless households over 5 years
- Setting an initial target of 25% of RSL lets to statutory homeless households, with this target to be reviewed annually as Rapid Rehousing progresses
- Working with RSLs to improve the functioning of Section 5 and Nomination arrangements locally

- Conducting an in-depth review of Rural Housing needs to inform future strategic approaches to housing and homelessness

New build affordable housing will also continue to play a role in accommodating statutorily homeless households. In calculating the relative contributions of the Local Authority and RSLs, we have assumed that the projects detailed in the SHIP for the first two years – the pre-SHIP period of 2018/19 and 2019/20 - will be completed in full.

Rehousing solutions in the Private Rented Sector

The PRS has been acknowledged to offer a number of advantages for individuals with experience of homelessness, and these can include improved choice, access to desirable areas, and proximity to amenities. While the social rented sector is often preferable as an option for households in housing need, recent policy changes have sought to improve the security and quality of accommodation in the PRS, making it a more viable option going forward. Despite this, there remain considerable barriers to access for many households, including affordability, credit checks, the need for a deposit and landlord preferences. In order to make greater use of the PRS, we will need to think creatively about how to overcome these barriers.

Current use of the PRS

As highlighted previously, South Ayrshire Council already makes considerable use of the local Private Rented Sector (PRS). This includes providing temporary accommodation for homeless households through our PSL scheme, as well as supporting access to the sector as a settled housing solution through a Rent Deposit Guarantee scheme.

Social Letting Service

Within the context of Rapid Rehousing, it is our intention to undertake a feasibility study and develop a business case for the creation, operation and management of a Social Letting Service, with the goal of making the Private Rented Sector a more realistic housing option for clients on low incomes or benefits, or those with experience of homelessness.

This Social Letting Service (SLS) would offer the same services as a commercial letting agency, including tenant finder services, and full management services. If approved by elected members, the Social Letting Service will carry out additional activity such as helping vulnerable people to access housing and support services. A Guaranteed Rent option would also be available to landlords at an additional cost, offering an additional benefit to property management.

The key objective of the service is to prioritise offering long-term housing solutions to client groups who may otherwise struggle to access private renting, predominately:

- People on low incomes
- People in receipt of benefits
- People with additional support needs
- People who are homeless or threatened with homelessness

The service would provide a supportive element to the clients from before taking up a tenancy, through the sign up and settling in phase and then ongoing visitation and communication throughout the tenancy itself. The hope is that through this tenant-focused rather than landlord-

focused approach, the likelihood of tenancies being sustained will be increased, making this model a real tool in the prevention of homelessness and giving people more choice on where they want to stay.

It is anticipated that around 50% of the Social Lettings Agency's lets would go to statutorily homeless households, while the remainder would be used to prevent homelessness. The Social Lettings Agency's Business Plan has set out targets for stock numbers to rise as follows over 5 years:

- 10 units in 2019/20
- 20 units in 2020/21
- 40 units in 2021/22
- 60 units in 2022/23
- 80 units in 2023/24

The proportion of allocations to homeless people would be agreed with stakeholders as the detailed Business Plan is developed, but the current assumption is that around 50% of allocations would be to statutorily homeless people, with the remaining lets being used to support homelessness prevention.

In the coming months, we will continue consultation with existing PSL landlords on the Social Lettings Agency concept and their interest in 'flipping' their property where the property meets tenants' needs, and interest thus far from PRS landlords and other partners has been very encouraging.

Rent Deposit Guarantee Scheme

An independent Rent Deposit Guarantee scheme has operated locally for a number of years, supporting people to access accommodation in the PRS that meets their needs. It is anticipated that this scheme will continue over the next five years and we have assumed that this will result in 10 lets per year to statutorily homeless households.

Overall Rehousing Targets – 2019/20 to 2023/24

In summary, then, we have set the following initial targets for lets in the social and private rented sectors. Over the next five years we will continue to keep these targets under review, and these will be subject to change depending on the impacts of implementing the Rapid Rehousing. We will work closely with our local partners to ensure existing and emerging needs can be met as fully as possible.

	Year 1		Year 2		Year 3		Year 4		Year 5	
	No.	%	No.	%	No.	%	No.	%	No.	%
LA lets	449	54%	418	51%	373	50%	368	49%	396	53%
RSL lets	64	25%	81	25%	38	25%	38	25%	38	25%
PRS lets	15	-	20	-	30	-	40	-	50	-

Note: RSL lets are based on data provided by Ayrshire Housing, West of Scotland Housing Association and Trust Housing Association. Data for Years 1 and 2 factor in for new build completions as set out in the SHIP.

RRTP5: We will ensure Rapid Rehousing is considered as part of strategic planning, including the development of the HNDA, LHS and SHIP

Given the priority required to make this approach a success, Rapid Rehousing will be at the forefront of our strategic planning and decision-making in the years to come. This will include the development of our Housing Need and Demand Assessment (commencing 2019/20), our Local Housing Strategy (2021/22) and our annual Strategic Housing Investment Plans. Our Housing Contribution Statement was completed in early 2018, but Rapid Rehousing will be emphasised as a priority in future Contribution Statements as well as in partnership working with the Health & Social Care Partnership. We will:

- Establish a RRTP Monitoring Group to review the implementation and delivery of this approach
- Review the RRTP on an annual basis, ensuring Rapid Rehousing is considered as part of all strategic planning, including future LHS, HNDA, Housing Contribution Statements and SHIP.
- Develop a homelessness monitoring tool to support the RRTP monitoring group in reviewing trends in homelessness, the use of temporary accommodation, tenancy sustainment, and prevention activities

6. Resource Plan

This resource plan sets out the resources we anticipate needing over the next five years in order to deliver Rapid Rehousing in South Ayrshire. [Appendix 3](#) provides a full summary of our RRTP resource request to the Scottish Government's Ending Homelessness Together Fund.

Overarching requirement

We recognise that implementing Rapid Rehousing locally will require additional management resources. In order to support delivery of the overall Rapid Rehousing approach, we wish to seek funding for staffing over the first 3 years of the Rapid Rehousing journey at Level 10 on the Council's paycales and would require funding of £148,345 over 3 years. This would support the Council to:

- Co-ordinate engagement with partners, particularly RSLs, Social Work, and Health and Social Care Partnership
- Co-ordinate the overall transition to a Rapid Rehousing approach
- Oversee the implementation of the training toolkit and training plan
- Ensure Rapid Rehousing is considered as part of all strategic planning going forward
- Co-ordinate research supporting RRTP objectives
- Co-ordinate and deliver the RRTP Service Users Working Group and engagement with current and former service users
- Co-ordinate and facilitate RRTP Monitoring Group
- Conduct an annual review of progress against the RRTP action plan and produce an annual report based on this

RRTP1: We will increase our focus on preventing homelessness

The Government's Rapid Rehousing approach places a considerable emphasis on increasing the focus on homelessness prevention activity. We believe that in order to achieve this successfully, further resources will be required, given that our Housing Options team is currently working at capacity to manage existing demand.

We believe additional staffing resources as well as funding to support retraining of staff will be required to fully support the aims of this approach. We wish to request funding to employ a further Housing Options Officer to enable the team to better meet the needs of our client base going forward and have more capacity to support people to prevent their homelessness. We also wish to request funding to employ additional frontline clerical staff to work in close partnership with Housing Options Officers, and to focus on proactively making contact with people on our waiting lists who are in groups considered to be most at risk of experience homelessness.

As relationship breakdown is the single biggest reason for people presenting as homeless in South Ayrshire, we also wish to seek funding to develop and implement a training plan that would ensure all Housing Options staff receive training in mediation and can apply these skills in their existing role.

We also wish to request funding to support a full review of current homelessness prevention activity and good practice to identify successes and areas for improvement.

Homelessness Prevention Resources Required	Year 1	Year 2	Year 3	Year 4	Year5
Additional Housing Options Officer (Level 7)	£35,692	£36,762	£37,865	£39,001	£40,171
2 x Additional Housing Assistants (Level 5)	£56,532	£58,228	£59,975	£61,774	£63,627
Training budget to develop mediation approach within Housing Options team - £1,500 x 13 members of staff	£19,500				
Prevention Research Budget	£20,000				

RRTP2: We will ensure appropriate housing and support options are available to meet people's needs and support tenancy sustainment

A full review of housing support services will be commissioned in year 1 using the remaining £33,000 of the fund provided by the Government to support the development of Rapid Rehousing Transition Plans.

The Council's General Fund currently provides funding in the region of £1.1 million for contracts that focus on housing support services, tenancy sustainment and homelessness prevention within the local area. In addition, temporary accommodation income funds housing support services within the three Council owned hostels.

This funding was reduced as part of General Services efficiency savings during 2017/18 and there are no save guards in place to protect the budget from future reduction. Risks include reduced Local Government funding from the Scottish Government, the introduction of the LHA rate as an upper limit for temporary accommodation rents and the reduction in the number of temporary accommodation units, as projected within this plan, from 250 to 175 over 5 years.

The existing budget for housing support will be used to provide services to those with low and medium support needs and those with complex needs who present within the first four years of the plan where there are no resources available to offer a Housing First placement. A review of housing support services will inform the future direction of resources in relation to homelessness prevention and tenancy sustainment.

All Housing First support costs have been included within the Rapid Rehousing Transition Plan to ensure that funding is secure for the delivery and expansion over the 5 years. This will allow the Council to confidently offer tenants open ended support, one of the main principals of Housing First

Scaling up of Housing First

At present, South Ayrshire Council is in the process of introducing a Housing First programme with funding and resources to deliver intensive support for 8 households. The pilot's projected costs are:

Housing First Pilot - Projected Costs	
Senior Support Worker (Level 6)	£32,319.00
Non-Core Hour Allowance – 10%	£3,231.90
Peer Support Worker (Level 5)	£28,576.00
Non-Core Hour Allowance – 10%	£2,857.60
Employee Transport Costs	£1,500.00
Decoration costs - 8 properties	£20,000.00
Furnishing costs - 8 properties	£20,000.00
General Supplies/Admin	£500.00
Staff Training	£2,000.00
Annual Leave/ Sickness Absence cover (20.2%)	£13,530.87
Total	£124,515.37

These costs have been initially funded by £75,000 of non-recurring homelessness prevention funding carried over from the 2017/18 budget for this purpose, and supplemented by non-recurring funding from this year's Homelessness Strategy budget. In order to continue delivery and expand this scheme, additional funding will need to be identified to support the scheme from April 2019 onwards.

Within our support analysis we have identified 36 households currently living in temporary accommodation with needs that would be best met by Housing First. Based on our analysis, it is anticipated that an additional 13 new cases per year will require this level of support.

The costs detailed below are based on the provision of a service that will expand year on year to accommodate 20 new cases per annum. The model takes into account that clients' need for intensive support will change over time, and as such assumes that households further into the programme will require less engagement, while those who are new to the programme will require more. Using these assumptions, the model sketches out client-to-worker ratios as the scheme progresses, and uses these to identify the projected costs shown below.

	Year 1	Year 2	Year 3	Year 4	Year 5
New Housing First Cases	20	20	20	20	20
Housing Support Worker (L5)	3	5	5	6	7
Senior Support Workers (L6)	1	1	2	2	2
Peer Support Workers (L5)	2	2	2	2	2
Total Staff Costs	£214,500	284,500	324,000	359,000	394,000
Furniture Set-Up Costs	£100,000	100,000	100,000	100,000	100,000
Total Housing First Cost	£314,500	£384,500	£424,000	£459,000	£494,000

We have also assumed that scaling up Housing First will also require additional investment in terms of transport costs and investment in technology to support peripatetic working. We have estimated these costs below.

	Year 1	Year 2	Year 3	Year 4	Year 5
Housing First - Transport and technology costs	-	16,929	26,500	25,000	25,000

Residential accommodation

For the small number of households for whom independent living within the community is not possible or preferable, we will work with Health and Social Care Partners to identify possible solutions to these issues.

Additional public health nurse

We currently employ a public health nurse with responsibility for delivering health services and providing access to specialist services for the homeless population. It is our intention to review the role and remit of this post to ensure this fully supports the Rapid Rehousing agenda.

In addition to this existing role, it is our intention to consider employing an additional Public Health nurse with a specific focus on meeting the needs of Housing First clients and those with the most complex needs. This is subject to additional funding being available to support this, and estimated indicative costs are detailed below.

	<i>Salary</i>	<i>On Costs</i>	<i>Sickness cover</i>	<i>Total</i>
Year 1	£29,905.00	£8,971.50	£1,345.73	£40,222
Year 2	£30,802.15	£9,240.65	£1,386.10	£41,429
Year 3	£31,726.21	£9,517.86	£1,427.68	£42,672
Year 4	£32,678.00	£9,803.40	£1,470.51	£43,952
Year 5	£33,658.34	£10,097.50	£1,514.63	£45,270
			TOTAL	£213,545

RRTP3: We will ensure stays in temporary accommodation are minimised while supporting sustainable rehousing

Working with our consultants we have estimated that the need for temporary accommodation with intensive support is likely to increase over the five years covered by the plan, despite the need for an overall reduction in supply. In order to meet this need without procuring additional hostel accommodation, one solution would be to increase the intensity of support in dispersed accommodation in the community.

We have assumed that this level of support would be provided to 25 dispersed units by the end of year 3, and we have assumed staffing or delivery costs on this basis.

	Year 1	Year 2	Year 3	Year 4	Year 5
Supported dispersed temporary accommodation units	-	15	25	25	25
Support required - 3 hours per week	-	2,340	3,900	3,900	3,900
Number of workers per annum	-	1	2	2	2
Annual cost	-	£45,000	£75,000	£75,000	£75,000

In order to resource this, we would require funding of £270,000. This is comprised of costs estimated at £45,000 in Year 2 and £75,000 for each year thereafter.

RRTP4: We will improve access to various accommodation options for statutorily homeless people, and as a means of preventing homelessness

Social lettings agency

Costs have been scoped for delivering the Social Lettings Agency over a period of 5 years with the landlord receiving a below market rent for their property, guaranteed to them; income generation is anticipated through charging a management fee for the provision of this service, as well as charging a one off cost for setting up a tenancy. Finally offering a tenant finder service could assist with generating income for the service.

To fully provide the service, income on its own will not be sufficient, and other pockets of funding will be required. We anticipate that some tenants will be able to afford full rent, meaning there wouldn't be a shortfall between a LHA rate and the rental, and the assumption is that as we increase number of properties on the scheme from initial 10 to a target of 80, the income will increase. We also hope to utilise any surplus from Landlord Registration fees should there be any at close of a financial year. Finally as the service becomes embedded, the hope is that with a reduction on the requirement for Temporary Accommodation, efficiencies can be factored in from those services.

However, to ensure that the service has best chance of success, funding is required to aid with Start-up costs, ongoing development with contingency and also to offer opportunity to provide innovative approaches to making the sector more affordable. Whilst the funding request being suggested is static per year, its use will be for the initial set up costs in the early years, to providing more to the subsidy and guarantee in later years as the service becomes operationally more self-sufficient. A breakdown of operational and other costs is provided below:

Operational costs					
	Year 1	Year 2	Year 3	Year 4	Year 5
Subsidy on Below threshold tenants	£2,197.44	£4,080.96	£8,475.84	£12,556.80	£16,951.68
Legal action/advice/First tier tribunal	£1,000.00	£1,000.00	£1,000.00	£1,000.00	£1,000.00
Set up costs/Development	£39,216.00	£36,921.00	£22,693.00	£23,488.00	£28,091.00
guarantee 1st month rent	£3,150.00	£5,850.00	£12,150.00	£18,000.00	£24,300.00
Total	£45,563.44	£47,851.96	£44,318.84	£55,044.80	£70,342.68

This represents an average per annum funding request of £52,634 which would be used to provide primarily the start-up/development and running cost of the service in years 1 and 2. As the service becomes sufficient in years 3, 4 and 5 the funding would be used to offset the rental shortfall between the rent and the LHA amount should the tenant be on low incomes/Universal Credit.

A detailed breakdown of the set-up and running costs for the scheme mentioned above is provided at [Appendix 2](#).

The guarantee of the 1st month rent will allow for those on U/C the comfort of knowing that they won't be starting off in an arrear, and similar to a deposit guarantee, the tenant will agree to re-pay over a period of time. The amount required will increase in line with properties onto scheme.

Contribution from the Strategic Housing Investment Plan (SHIP)

South Ayrshire Council's SHIP has identified that 1,270 units of accommodation will potentially be delivered over the period 2019/20 to 2023/24.

The Scottish Government has allocated £11.883m for 2019/20 and £12,678,000 for 2020/21 to South Ayrshire to support additional affordable housing delivered both by the Council and Registered Social Landlords (RSL's). The SHIP subsidy allocations beyond 2020/21 have been set at the same level until official subsidy levels are announced, although it is anticipated that funding levels will be substantially reduced going forward.

The full subsidy levels assumed for the period of the SHIP are detailed below:

Period	Units	Subsidy Allocation
2019/20	245	£11,883,000
2020/21	332	£12,678,000
2021/22	294	£12,678,000
2022/23	215	£12,678,000
2023/24	184	£12,678,000
Totals	1270	£62,595,000

The subsidy figures above include the construction of new build developments by both the Council and local RSL's, and buying back of ex-local authority properties.

It is anticipated that new build properties in both Local Authority and RSL's will contribute to housing a proportion of homeless household through direct allocation and subsequent voids. It is nevertheless important to recognise that any projected completions are contingent on a variety of other factors, including the availability of sufficient funding to support new build development.

Appendix 1

Need and Supply for mainstream tenancies in the Social and Private Sectors – Years 1 to 5

Mainstream (exc. Housing First)	Year 1	Year 2	Year 3	Year 4	Year 5
Backlog	201	161	120	80	40
Backlog Addressed	40	40	40	40	40
Net Backlog	161	120	80	40	-
Annual Flow	429	429	429	407	407
Annual Demand	469	469	469	448	448
Dispersed Supply	234	220	168	163	163
Settled Tenancies Required	0	0	0	0	0
(Supply * length of stay)	468	458	380	385	424
Annual Lets to Homeless Required	508	498	420	425	464
(Backlog + Settled Tenancies)	0	0	0	0	0
Annual Shortfall Surplus	39	29	- 49	- 22	16
Cumulative Annual Shortfall/Surplus	39	68	19	- 3	13
Cumulative Backlog	- 121	- 52	- 61	- 43	13

Need and Supply for Housing First tenancies – Years 1 to 5

Housing First	Year 1	Year 2	Year 3	Year 4	Year 5
Backlog	36	29	22	14	7
Backlog Addressed	7	7	7	7	7
Net Backlog	29	22	14	7	-
Annual Flow	13	13	13	13	13
Annual Demand	21	21	21	20	20
Cumulative Demand	21	41	62	82	102

Appendix 2

Social Lettings Agency – Set-up, Development and Running Costs

Set-Up/ Development/Running costs					
	10 properties	20 properties	40 properties	60 properties	80 properties
	Year 1	Year 2	Year 3	Year 4	Year 5
Marketing	£2,000.00	£1,000.00	£500.00	£500.00	£500.00
Website	£500.00	£500.00	£500.00	£500.00	£500.00
SLS development Officer (Lv10)	£19,126.00	£19,126.00	£0.00	£0.00	£0.00
SLS worker (Lv5)	£10,795.00	£10,795.00	£16,193.00	£16,193.00	£21,591.00
IT	£1,000.00	£1,000.00	£1,000.00	£1,000.00	£1,000.00
Training	£2,000.00	£1,500.00	£1,500.00	£1,500.00	£1,500.00
registration	£795.00	£0.00	£0.00	£795.00	£0.00
other contingences	£3,000.00	£3,000.00	£3,000.00	£3,000.00	£3,000.00
Total	£39,216.00	£36,921.00	£22,693.00	£23,488.00	£28,091.00

Appendix 3

Rapid Rehousing Transition Plan - Resource Request

Projected Costs	Year 1	Year 2	Year 3	Year 4	Year 5	
Rapid Rehousing staffing - level 10	£49,434	£50,917	£52,444			£152,795
Prevention Support /Tenancy sustainment research budget	£20,000					£20,000
Housing support - Dispersed temporary accommodation units	-	£45,000	£75,000	£75,000	£75,000	£270,000
Staff training - Mediation @ £1,500 per unit - 13	£19,500					£19,500
Additional Housing Options Officer – Level 7	£35,692	£36,762	£37,865	£39,001	£40,171	£189,491
2 x Additional Housing Assistants – Level 5	£56,532	£58,228	£59,975	£61,774	£63,627	£300,136
Additional Public Health Nurse – Housing First	£40,222	£41,429	£42,672	£43,952	£45,270	£213,545
Social Letting Agency – operational costs	£52,634	£52,634	£52,634	£52,634	£52,634	£263,170
Housing First resources	£314,500	£384,500	£424,000	£459,000	£494,000	£2,076,000
Housing First staff - technology investment, transport	-	£16,929	£26,500	£25,000	£25,000	£93,429
	£588,514	£686,399	£771,090	£756,361	£795,702	£3,598,066

Appendix 4

Action Plan

PRIORITY	ACTION NO.	ACTION	TIMESCALES
RRTP1: We will increase our focus on preventing homelessness	1.1	Review the effectiveness of existing prevention activities and implement changes as required	Year 1
	1.2	Ensure the Housing Options training toolkit is successfully implemented within our service	Year 1
	1.3	Develop and deliver a mediation training plan for Housing Options team which will enable staff to respond to relationship breakdown as a source of homelessness	Year 1
	1.4	Employ an additional Housing Options Officer and two additional Housing Assistants to increase our focus on Homelessness Prevention	Year 1-2
	1.5	Increase pro-active contact with waiting list applicants as a means of preventing homelessness	Year 2
	1.6	Identify all tenants' support needs at point of sign-up to improve tenancy sustainment	Year 3
	1.7	Provide good quality advice about rights and responsibilities to private tenants and landlords	Year 1
	1.8	Support our partners - including PRS landlords and RSLs - to become more trauma-informed	Year 3
	1.9	Work with Health and Social Care partners to identify opportunities to prevent homelessness through partnership working and early intervention	Year 1-5
	1.10	Work in partnership with NHS Community Link Workers to ensure prevention activity is available as quickly as possible	Year 1
	1.11	Support other public bodies with their duty to prevent discharge into homelessness under 'no wrong door' approach	Year 4
	1.12	Implement our Anti-Social Behaviour Strategy to ensure our Communities are safe and tenancy failure is prevented through intervention where possible	Year 5
	1.13	Provide good quality Housing Options advice to prisoners prior to liberation	Year 2

PRIORITY	ACTION NO.	ACTION	TIMESCALES
RRTP1: We will increase our focus on preventing homelessness (continued)	1.14	Train relevant staff to deliver the SHORE standard, and support agencies communicate effectively in relation to liberation of prisoners	Year 2
	1.15	Develop internal process for ensuring SHORE standards are implemented effectively and all partners are aware of their responsibilities	Year 2
	1.16	Reduce the number of lost contacts both before and after assessment	Year 3
	1.17	Support young people with experience of care to access appropriate accommodation that meets their needs	Year 3
	1.18	Continue to deliver and monitor the effectiveness of life skills and capacity building programmes	Years 1-5
	1.19	Consider a pilot of decoration to an agreed standard for a proportion of properties as a means of supporting tenancy sustainment	Year 3
	1.20	Undertake specific research into reasons for repeat homelessness with a view to reducing future levels of presentations through advice and support activities	Year 3
	1.21	Undertake specific research into reasons for tenancy failure with a view to increasing tenancy sustainment and reducing levels of repeat homelessness	Year 3
RRTP2: We will ensure appropriate housing and support options are available to meet people's needs and support tenancy sustainment	2.1	Commission a full review of housing support services to ensure that future Housing Support meets a variety of needs.	Year 2
	2.2	Scale up our existing Housing First project over the coming years to meet complex needs. The plan suggests 20 placements per year will address the backlog and new need.	Years 1-5
	2.3	Collaborate with Health and Social Care partners to ensure prompt access to mental health and addictions support where required	Years 1-5
	2.4	Review role of Health and Homelessness Nurse to ensure this supports the objectives of Rapid Rehousing and Housing First and investigate feasibility of offering certain health-related services in-house	Year 2
	2.5	Employ an additional Public Health Nurse to ensure adequate resources are available for Housing First clients and those with complex needs	Year 2
	2.6	Raise awareness across both services of how Social Work can contribute to achieving the aims of Rapid Rehousing and Housing First.	Year 3

PRIORITY	ACTION NO.	ACTION	TIMESCALES
RRTP2: We will ensure appropriate housing and support options are available to meet people's needs and support tenancy sustainment (continued)	2.7	Work with the Health and Social Care Partnership to develop a strategy and process for the provision of residential support for the small number of households where independent living within the community is not possible or preferable	Year 3
	2.8	Deliver new build housing - or reconfigure existing buildings - to offer residential accommodation for the small number of households for whom mainstream accommodation is not suitable in the long-term	Year 5
	2.9	Develop accommodation models to meet the needs of Care Experienced Young People transitioning to interdependence	Year 1
RRTP3: We will ensure stays in temporary accommodation are minimised while supporting sustainable rehousing	3.1	Review homelessness and allocations policies and procedures to support the objectives of Rapid Rehousing	Year 2
	3.2	Ensure offers of housing are person-centred and promote sustainability within the context of available stock	Year 1
	3.3	Reduce the maximum length of stay in temporary accommodation to 20 weeks by the end of five years	Year 5
	3.4	Where households have settled well in Council/RSL-owned temporary accommodation and the property meets their long-term needs, 'flip' the property, giving due regard to allocations policies	Ongoing
	3.5	Review the long-term role of different models of temporary accommodation giving due consideration to projected need, Scottish Government and client preferences, and financial viability	Year 5
	3.6	Increase the intensity of support in dispersed accommodation to negate the need for additional hostel accommodation	Years 2-5
	3.7	Introduce a Rapid Rehousing Service Users working group to inform the delivery of the new approaches to homelessness.	Year 1
	3.8	Ensure current and former service users are given the opportunity to inform the types of temporary and longer-term housing solutions that would best meet their needs	Year 1

PRIORITY	ACTION NO.	ACTION	TIMESCALES
RRTP4: We will improve access to various accommodation options for statutorily homeless people, and as a means of preventing homelessness	4.1	Aim to achieve an average of 51% of Council lets to statutorily homeless households over 5 years	Year 5
	4.2	Aim to achieve an annual initial target of 25% of RSL lets to statutorily homeless households	Year 1
	4.3	Work with RSLs to improve the functioning of Section 5 and nominations agreements locally	Year 1
	4.4	Conduct an in-depth review of Rural Housing Needs to inform future strategic approaches to housing and homelessness	Year 3
	4.5	Establish a Social Lettings Agency to support access to the Private Rented Sector, both as a means of preventing homelessness and as a permanent housing solution	Year 1
	4.6	Consult with existing PSL landlords on their interest in the development of and involvement in a Social Lettings agency	Years 1-2
	4.7	Utilise the Rent Deposit Guarantee Scheme to support access to the Private Rented Sector	Ongoing
	4.8	Where households have settled well in privately-owned temporary accommodation through the PSL scheme and the property meets their long-term needs, consider discussing 'flipping' the property with the landlord, either by private arrangement or through social lettings	Ongoing
RRTP5: We will ensure Rapid Rehousing is considered as part of strategic planning, including development of the HNDA, LHS and SHIP	5.1	Establish a RRTP Monitoring Group to review the implementation and delivery of this approach	Year 1
	5.2	Review the Rapid Rehousing Transition Plan on an annual basis, ensuring Rapid Rehousing is considered as part of all strategic planning	Years 1-5
	5.3	Develop a homelessness monitoring tool to support the RRTP monitoring group in reviewing trends in homelessness, use of temporary accommodation, tenancy sustainment and prevention activities	Year 1

Annex 2 - Equality Impact Assessment Scoping

1. Proposal details

Proposal Title Rapid Rehousing Transition Plan 2019-2024	Lead Officer Ross Morris, Co-ordinator
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2. Which communities, groups of people, employees or thematic groups do you think will be, or potentially could be, impacted upon by the implementation of this proposal? Please indicate whether these would be positive or negative impacts

Community, Groups of People or Themes	Negative Impacts	Positive impacts
The whole community of South Ayrshire	X	X
People from different racial groups, ethnic or national origin.		X
Women and/or men (boys and girls)		X
People with disabilities		X
People from particular age groups for example Older people, children and young people	X	X
Lesbian, gay, bisexual and heterosexual people		X
People who are proposing to undergo, are undergoing or have undergone a process to change sex		X
Pregnant women and new mothers		X
People who are married or in a civil partnership		X
People who share a particular religion or belief		X
Thematic Groups: Health, Human Rights, Rurality and Deprivation.		X

3. Do you have evidence or reason to believe that the proposal will support the Council to:

General Duty and other Equality Themes	Level of Negative and/or Positive Impact (high, medium or low)
Eliminate discrimination and harassment faced by particular communities or groups	High positive
Promote equality of opportunity between particular communities or groups	Medium positive
Foster good relations between particular communities or groups	Medium positive
Promote positive attitudes towards different communities or groups	Medium positive
Increase participation of particular communities or groups in public life	Medium positive
Improve the health and wellbeing of particular communities or groups	High positive
Promote the human rights of particular communities or groups	Medium positive
Tackle deprivation faced by particular communities or groups	High positive

4. Summary Assessment

Is a full Equality Impact Assessment required? (A full EIA must be carried out on all high and medium impact proposals)		YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>
Rationale for decision: The Rapid Rehousing Transition Plan is likely to have impacts on homeless people's access to housing in South Ayrshire, and as such is likely to have a related impact on access to housing for non-homeless households, including those applying through the Housing List and existing tenants (Transfer applicants).			
Signed :Head of Service			
Date:	Copy to equalities@south-ayrshire.gov.uk		

SOUTH AYRSHIRE COUNCIL EQUALITY IMPACT ASSESSMENT

Section One: Proposal Details*

Name of Proposal	Rapid Rehousing Transition Plan 2019-2024
Lead Officer (Name/Position)	Ross Morris, Co-ordinator
Proposal Development Team (Names/Positions)	Michael Alexander, Service Lead Kevin Anderson, Service Lead Pauline Draper, Co-ordinator Arlene Goodwin, Co-ordinator Tom McFadyean, Policy Officer Ross Morris, Co-ordinator Laura Thomson, Policy Officer Lynne Wilson, Co-ordinator
Critical friend (s)	Tom McFadyean, Policy Officer

*This could include strategy, project or application: see guidance attached.

What are the main aims of the proposal?	The Rapid Rehousing Transition Plan 2019-2024 sets out how the Council and our partners will work together to prevent homelessness and improve outcomes for people with experience of homelessness.
What are the intended outcomes of the proposal	<ul style="list-style-type: none"> • To increase the Council's focus on preventing homelessness • To ensure appropriate housing and support options are available to meet people's needs and support tenancy sustainment • To ensure stays in temporary accommodation are minimised while supporting sustainable rehousing • To improve access to various accommodation options for statutorily homeless people

Section Two: What are the Likely Impacts of the Proposal?

Will the proposal impact upon the whole population of South Ayrshire <i>or</i> particular groups within the population (please specify)	Potential impacts on both specific groups and whole population
---	--

Considering the following Protected Characteristics and themes, what likely impacts or issues does the proposal have for the group or community.

List any likely positive and/or negative impacts

Protected Characteristics	Positive and/or Negative Impacts
Race: Issues relating to people of any racial group, ethnic or national origin, including gypsy travellers and migrant workers	This proposal has no positive or negative effects on this protected characteristic.
Sex: Issues specific to women or men	<p>As additional lets to homeless households may require a reduction in lets to Housing List and/or Transfer List applicants, this proposal may result in a reduction of lets to each protected characteristic group dependant on the demographic profile of homeless applicants.</p> <p>Our allocations policy will continue to award priority to people in housing need, and as such the needs of Housing List and Transfer List applicants will be balanced against those of Homeless List applicants</p> <p>Additional lets will also be achieved by facilitating access to RSL stock and the PRS.</p>
Disability: Issues relating to disabled people	About an eighth of homeless applicants identified physical health reasons as being one of the reasons they failed to maintain their previous accommodation, while more than a third identified mental health issues as being a factor. As such, improving homeless households' access to good quality accommodation may have a positive impact on people with disabilities.
Age: Issues relating to a particular age group e.g. older people or children and young people	<p>As additional lets to homeless households may require a reduction in lets to Housing List and/or Transfer List applicants, this proposal may result in a reduction of lets to each protected characteristic group dependant on the demographic profile of homeless applicants..</p> <p>Our allocations policy will continue to award priority to people in housing need, and as such the needs of Housing List and Transfer List applicants will be balanced against those of Homeless List applicants</p> <p>Additional lets will also be achieved by facilitating access to RSL stock and the PRS.</p>

<p>Religion or Belief: issues relating to a person's religion or belief (including non-belief)</p>	<p>This proposal has no positive or negative effects on this protected characteristic.</p>
<p>Sexual Orientation: Issues relating to a person's sexual orientation i.e. lesbian, gay, bi-sexual, heterosexual</p>	<p>This proposal has no positive or negative effects on this protected characteristic.</p>
<p>Marriage and Civil Partnership: Issues relating to people who are married or are in a civil partnership.</p>	<p>As additional lets to homeless households may require a reduction in lets to Housing List and/or Transfer List applicants, this proposal may result in a reduction of lets to each protected characteristic group dependant on the demographic profile of homeless applicants..</p> <p>Our allocations policy will continue to award priority to people in housing need, and as such the needs of Housing List and Transfer List applicants will be balanced against those of Homeless List applicants</p> <p>Additional lets will also be achieved by facilitating access to RSL stock and the PRS.</p>
<p>Gender Reassignment: Issues relating to people who have proposed, started or completed a process to change his or her sex.</p>	<p>This proposal has no positive or negative effects on this protected characteristic.</p>
<p>Pregnancy and Maternity: Issues relating to the condition of being pregnant or expecting a baby and the period after the birth.</p>	<p>This proposal has no positive or negative effects on this protected characteristic.</p>
<p>Multiple / Cross Cutting Equality Issues Issues relating to multiple protected characteristics.</p>	<p>As additional lets to homeless households may require a reduction in lets to Housing List and/or Transfer List applicants, this proposal may result in a reduction of lets to each protected characteristic group dependant on the demographic profile of homeless applicants..</p> <p>Our allocations policy will continue to award priority to people in housing need, and as such the needs of Housing List and Transfer List applicants will be balanced against those of Homeless List applicants</p> <p>Additional lets will also be achieved by facilitating access to RSL stock and the PRS.</p>

Equality and Diversity Themes Particularly Relevant to South Ayrshire Council	
<p>Health Issues and impacts affecting people's health</p>	<p>Given the links between homelessness and poor health, efforts to improve outcomes for people with experience of homelessness are likely to also have a positive impact on their health outcomes.</p>
<p>Human Rights: Issues and impacts affecting people's human rights such as being treated with dignity and respect, the right to education, the right to respect for private and family life, and the right to free elections.</p>	<p>Supporting people's access to good quality accommodation and support that meets their needs will improve their ability to achieve their human rights to private and family life, and improve dignity and respect.</p>
<p>Rurality Impacts relating to living and working in a rural community</p>	<p>N/A</p>
<p>Deprivation Issues relating to poverty and social exclusion, and the disadvantage that results from it.</p>	<p>Providing people with good quality accommodation in their community coupled with appropriate Housing Support will have a positive impact on reducing the incidence of homelessness, and may in turn reduce poverty and deprivation, and support people's wider social inclusion</p>

Section Three: Evidence Used in Developing the Proposal

<p>Involvement and Consultation In assessing the impact(s) set out above what evidence has been collected from involvement, engagement or consultation? Who did you involve, when and how?</p>	<p>Consultation on the potential impacts of this RRTP took place with a range of partners between August and November 2018 including:</p> <ul style="list-style-type: none"> • Engagement with local RSLs • Engagement with other Council departments • Engagement with Health & Social Care Partnership • Briefing note delivered to Council Leadership Team
<p>Data and Research In assessing the impact set out above what evidence has been collected from research or other data. Please specify <i>what</i> research was carried out or data collected, <i>when</i> and <i>how</i> this was done.</p>	<ul style="list-style-type: none"> • Research into potential impact of increasing lets to homeless households on demographics of lets by age of applicant • Data on Housing Support needs from in-house 'Better Futures' system for period 2016-2018 • Repeat homelessness data from Northgate system
<p>Partners data and research In assessing the impact set out above what evidence has been provided by partners. Please specify partners</p>	<ul style="list-style-type: none"> • Scottish Government 'Rapid Rehousing Transition Plan' tool (2018) • Scottish Government Homelessness Statistics 2017/18 (2018) • Scottish Government 'Health and Homelessness in Scotland' report (2018) • Data on Housing Support needs from SeAscape's 'Better Futures' system for period 2016-2018
<p>Gaps and Uncertainties Have you identified any gaps or uncertainties in your understanding of the issues or impacts that need to be explored further?</p>	

Section Four: Detailed Action Plan to address identified gaps in:

- a) evidence and**
- b) to mitigate negative impacts**

No	Action	Lead Officer(s)	Timescale
1	Review allocations policy to ensure needs of Housing List and Transfer list applicants are balanced with those of homeless households.	Michael Alexander	
2	Ensure suitable models of housing and support are available to meet the needs of people with a wide variety of different needs.	Kevin Anderson	
3	Facilitate access to RSL accommodation for homeless households by improving Section 5 and Nomination arrangements	Michael Alexander	
4	Facilitate access to PRS accommodation for homeless households by developing and/or expanding access schemes	Kevin Anderson	
5			

Note: Please add more rows as required.

Section Five - Performance monitoring and reporting

Considering the proposal as a whole, including its equality and diversity implications:

When is the proposal intended to come into effect?	April 2019
When will the proposal be reviewed?	April 2020
Which Scrutiny Panel will have oversight of the proposal?	Leadership Panel

Summary Equality Impact Assessment Implications & Mitigating Actions

Name of Proposal:Rapid Rehousing Transition Plan 2019-24.....

This proposal will assist or inhibit the Council's ability to eliminate discrimination; advance equality of opportunity; and foster good relations as follows:

<p>Eliminate discrimination</p> <p>The Rapid Rehousing Transition Plan should assist homeless households in accessing accommodation across a range of tenures in South Ayrshire. Homeless households have particularly struggled to access accommodation in the Private Rented Sector, and the measures set out in the RRTP aim to address these issues.</p>
<p>Advance equality of opportunity</p> <p>The RRTP aims to support access to good quality housing with appropriate levels of support. This will have a positive impact on individuals' equality of opportunity by helping people overcome barriers and improve their longer-term outcomes.</p>
<p>Foster good relations</p> <p>The overarching approach to homelessness set out here will foster good relations by helping to include people with experience of homelessness and combating social exclusion.</p>

Summary of Action Plan to Mitigate Negative Impacts	
Actions	Timescale
Review allocations policy	
Ensure various models of housing and support are available to meet people's needs	
Facilitate access to RSL accommodation	
Facilitate access to PRS accommodation	

<p>Signed:Head of Service</p> <p>Date:</p>
