

Angus Council

Rapid Rehousing Transition Plan 2019/20 – 2023/24 (Draft)

**1. Introduction**

- 1.1. The Homelessness & Rough Sleeping Action Group (HARSAG) was set up by the Scottish Government in October 2017 to produce short and long term solutions to end homelessness and rough sleeping. Four sets of recommendations were made in December 2017 and in February, May and June 2018. The context for the 70 detailed recommendations is a vision of a whole-system approach whereby prevention of homelessness is paramount and the responsibility lies not just with local authorities but with all parts of the public sector.
- 1.2. When homelessness occurs, rapid rehousing should be the default position, as that will avoid the need for time in temporary accommodation. Recognising that some people need more than just a house and have multiple complex needs that must be addressed alongside their homelessness, the action group has made it clear that the Housing First model of intensive support should be available. For people who require the emergency safety net of temporary accommodation, their time there should be as short as possible. It should be spent in accommodation that is of a high standard and in a location that minimises disruption to their daily lives.
- 1.3. Where homelessness cannot be prevented, Rapid Rehousing means:
- 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;
  - When temporary accommodation is needed, the optimum type is mainstream, furnished and within a community.

And for people with multiple complex support needs beyond housing:

- Housing First is the first response for people with complex needs and facing multiple disadvantages;
  - Housing First provides ordinary, settled housing as a first response for people with complex needs;
  - It recognises a safe and secure home as the best base for recovery and offers personalised, open-ended, flexible support for people to end their experience of homelessness and address wider needs;
  - The model separates the provision of housing and support, offers choice and control to tenants and works to the principles of harm reduction.
- 1.4. A rapid rehousing approach sees a shift away from a culture of 'tenancy readiness'. The majority of households experiencing homelessness have no, or low support needs. Some households may have higher support requirements, and for them rapid rehousing means supporting people in their own settled home rather than in temporary or supported accommodation for prolonged periods of time. Where independent living within the community is not possible or preferable for whatever reason (safety, risk to self or others, choice) and for whom residential or supported accommodation is the preferred housing option, this should be small, highly specialist supported provision commissioned by the HSCP.

- 1.5. The Rapid Rehousing Transition Plan (RRTP) is a new planning framework for local authorities and their partners to transition to a rapid rehousing approach. Each Local Authority is required to develop their plans in collaboration over a planned and costed phase of 5 years (2019/20 to 2023/24) by 31 December 2018. RRTPs will then be an integral part of the Strategic Housing Investment Plan (SHIP) and be reviewed annually as part of the SHIP process. RRTPs will sit within the Community Planning Partners wider strategic planning framework of the Local Outcome Improvement Framework and the Local Housing Strategy.
- 1.5. Angus' RRTP has been developed closely with Angus Health & Social Care Partnership (AHSCP), Registered Social Landlords (RSLs) and any other relevant partners. Feedback from engagement sessions held across the 4 locality areas and involving all stakeholders have helped to shape the plan.
- 1.6. The Rapid Rehousing Transition Plan is designed to be a working tool which:
  - Sets out the local housing market and homelessness context in Angus;
  - Provides the baseline position of temporary accommodation supply;
  - Sets out Angus Council' and partners' 5-year vision for temporary accommodation supply;
  - Identifies support needs to enable rapid rehousing;
  - Details the actions required to achieve our vision for temporary accommodation supply and settled housing options for homeless households; and
  - Provides a rapid rehousing resource plan required to deliver the plan and evidence the co-ownership and resourcing of the Plan with wider partners, particularly Health & Social Care Partnerships and Registered Social Landlords (RSLs).

## **2. The Housing Market and Homeless Context in Angus**

- 2.1. There are an estimated 52,500 households in Angus. There is expected to be a 6% increase in the number of households from 2012 to 2037, rising to just over 55,000. An expected 15% increase in lone adult and lone adult with children households by 2037 and a corresponding decrease in 2 adult with children households will contribute to an overall reduction in household size from an average of 2.20 to 2.05 by 2037. This has an impact on the housing stock required to accommodate smaller households.
- 2.2. The composition of housing tenure in Angus is comparable to the rest of Scotland where there has been a substantial shift in the number of homes moving from owner-occupied to private rented sector (PRS) status, the private rented sector has increased by 50% since 2010 representing around 13% of total housing supply, whilst nationally there has been an increase of 30%, to around 15% of total supply. This increase is influenced by a range of factors and has seen the sector play an increasingly important role in providing accommodation. While the role of the private rented sector in providing a housing option in Angus has increased, there continues to be barriers experienced by homeless households accessing the sector.
- 2.3. The most recent TayPlan Housing Need and Demand Assessment (HNDA) was assessed as robust and credible by the Centre for Housing Market Analysis in February 2014. This is a crucial evidence base to inform strategic planning for housing in Angus, with a primary purpose to estimate the future number of additional homes to meet existing and future housing need and demand. It also captures information on the operation of the housing

system to assist local authorities to develop policies on new housing supply, management of existing stock and the provision of housing-related services. The Housing Need and Demand Assessment (HNDA) estimated a need for an additional 314 market and affordable homes per annum in Angus from 2012 to 2032. This figure is an average across all years and is calculated by taking into account the number of people with a current housing need and the requirement to accommodate newly arising households. The HNDA estimated the need and demand for new build homes by tenure and in each housing market area as shown in the table below.

#### Estimated Housing Need Per Annum by Tenure and Housing Market Area

Market Area	Social Rented	Mid-market Rented	Private Rented	Owner Occupation	Total
North Angus	30-32	11	13-16	18-20	75
South Angus	21-22	8-9	24-29	13-17	71
East Angus	39-40	12-13	6-7	28	86
West Angus	29-31	11-12	20-23	18-20	82
<b>Total</b>	<b>118-124</b>	<b>42-44</b>	<b>63-75</b>	<b>77-85</b>	<b>314</b>

Source: TayPlan HNDA (2014)

The HNDA draws primarily on data from 2010/11 and highlighted an estimated 2,508 households in housing need, of those around 8% (197) were identified as homeless.

#### Gross Current Housing Need (31 March 2013)

Need Category	Number of Households	Proportion Housing Need
Homeless	197	7.9
Concealed	1,430	57.0
Overcrowded	171	6.8
Adaptations / specialist housing	395	15.7
Poor quality	246	9.8
Other categories	69	2.8
<b>Gross Current Housing Need</b>	<b>2,508</b>	<b>100.0</b>

Source: Adapted from TayPlan HNDA (2014)

- 2.4. The Housing, Health and Social Care Strategic Planning group, improved joint working and data sharing and analysis has enabled us to identify local need and demand issues at a Housing Market Area level. We recognise there is a requirement to include further analysis of homeless need and demand at a local level. We also recognise that the HNDA (2014) data is somewhat historical and lacks a degree of reliability therefore we have initiated plans to prepare an up-to-date HNDA in 2019 where the findings will further improve our strategic planning.
  
- 2.5. The core purpose of the Strategic Housing Investment Plan (SHIP) is to set out the investment priorities for affordable housing over a five year period which are consistent with and achieve the outcomes set out in the Angus Local Housing Strategy (LHS) 2017-22. It is developed in partnership with Registered Social Landlords (RSLs), the Angus Health and Social Care Partnership, planning and property services.

2.6. The proposed SHIP is anticipated to deliver around 578 new affordable units, 513 of these by March 2022. The Housing Supply Target within

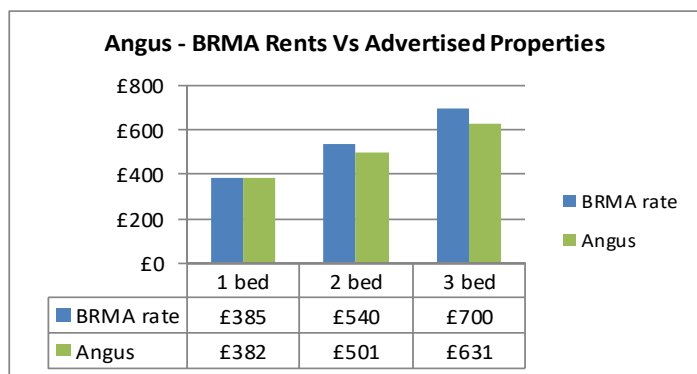
	5 Year HST	Completed to Jul 2018	Onsite/ Proposed	Total	% of HST
North	150	10	170	180	120
East	170	4	301	305	179
South	140	67	84	151	108
West	160	40	121	161	101
<b>Totals</b>	<b>620</b>	<b>121</b>	<b>676</b>	<b>797</b>	<b>129</b>

the LHS 2017-22 requires delivery of around 120 units per annum to March 2022 which is achievable based on the current programme. The table below outlines current progress towards the Housing Supply Target in each Housing Market Area (HMA). It should be noted that the oversupply in the East HMA is reflective of the large scale regeneration project planned in Timmergreens, Arbroath.

2.7. The Council's Affordable Housing Policy seeks a 25% contribution from new developments which is equivalent to 79 units per annum and represents around half of the need identified in the HNDA. We continue to work closely with developers and RSLs via section 75 agreements to deliver smaller affordable homes that can meet the needs of homeless households. Around 60% of planned affordable housing in the current Strategic Housing Investment Plan will be delivered out-with the Affordable Housing Policy. This means that Council and RSL led development will make a significant contribution to the delivery of affordable housing, albeit the level of this development is constrained by the availability of opportunities and the reluctance of developers and some registered social landlords to develop smaller homes.

2.8. From the charts you can see that Angus rents are slightly lower than that of the Broad Market Area. However there remains affordability issues for those on low incomes. The average rent for a private rented one bed property is £385 per month; this would require an annual income of around £18,480 meaning that those on a low income could not afford to live in this sector. In comparison the cost of a one bed property rented from Angus Council is around £235 per month. This creates challenges for those on lower income and increases demand for social housing, particularly from single households under 35 years old.

Size of Accommodation	LHA Allowance per week
1 bed shared facilities	£57.69
1 bedroom	£79.24
2 bedroom	£103.85
3 bedroom	£128.19
4 bedroom	£189.07



The Local Housing Allowance for a one bed property is £350 this would result in a shortfall of around £35 per month for anyone on a low income living

in a private rented property. For families requiring larger properties the cost of housing in the PRS is considerably higher than that of social housing and for those who depend on the LHA it is simply unaffordable as a result of wider welfare reform challenges.

- 2.9. There has been a reduction in the number of homelessness applications from 1,200 in 2012/13 to 741, 557 of which the local authority had a duty to find settled accommodation in 2017/18. Although this demonstrates the success of the preventative approach, there remain challenges in meeting the needs of homeless households particularly demonstrated by long stays in temporary accommodation and difficulty meeting the duty
- | Type of Temporary Accommodation   | Length of Stay (days) 2017/18 |
|-----------------------------------|-------------------------------|
| Local Authority ordinary dwelling | 149                           |
| Housing Association/RSL           | 151.3                         |
| Bed and Breakfast                 | 25.5                          |

to provide temporary accommodation in some cases. While rough sleeping in Angus is not as visible as it is perhaps in the five cities, in 2017/18 44 households advised at the time of assessment that they had slept rough for at least one night over the previous three months.

- 2.10. Relationship breakdown continues to be the most common reason for homeless applications, 52% of applications in 2017/18 cited the breakdown of a relationship / being asked to leave family or friends' homes, supporting a need for the introduction of mediation or conflict resolution intervention. Of these applications, 33% reported violence or abuse as a contributing factor. We are committed to reviewing the delivery of services aimed at preventing homelessness for women and children experiencing domestic or sexual abuse in line with the recommendations from the Change, Justice, Fairness Report.
- 2.11. Action by landlord or lender (including arrears) was the second most common reason for homeless applications in Angus, 15% of all applications in 2017/18. Actions to increase the focus on prevention activities for current tenants and home owners have been identified in the RRTP.
- 2.12. In 2016/17 lets to homeless households represented around 75% of new annual homeless demand, increasing to 81% in 2017/18. A total of 423 lets to statutory homeless were to the social rented sector with only 26 to the private rented sector. It is anticipated that lets to the PRS will increase as a result of the new Private Rented Tenancies giving more security and allowing Local Authorities to discharge duty however the cost as well as the requirement to provide a deposit are likely to continue to provide barriers to those on low incomes wanting to access this sector. Actions identified in the RRTP aim to address these barriers.
- 2.13. The proportion of all social lets to statutory homeless by the LA was 37% compared to that of RSLs which was 24%. The current backlog (current homeless cases where there is a duty to house) plus projected new demand (taken as an average from the last three years of homeless cases with duty to house), is considered alongside rehousing history to statutory homeless households to show the gap between demand and supply. In Angus, based on recent rehousing outcomes there is a backlog of around 108 homeless cases per annum where there is a duty to house.
- 2.14. We recognise a commitment is required from the local authority and our RSL partners to increase lets to meet the needs of homeless households. The average time to close a statutory homeless case was around 164 days in 2017/18, almost 6 months for an outcome to be identified for a homeless household. It is essential that we minimise the impact of homelessness and ensure those experiencing homelessness can reach a settled housing option as quickly as possible.

### 3. Rapid Rehousing Baseline Position

- 3.1. At 31 March 2018, there were 147 households living in temporary accommodation in Angus. The majority of temporary accommodation in Angus is provided by the local authority in mainstream, furnished properties based within the community. There are currently 152 dispersed furnished homeless units provided by the local authority and 13 flats, across 3 homeless person's units provided and managed by Hillcrest Housing Association. Hillcrest also provide 15 interim supported accommodation units.
- 3.2. Most of the temporary accommodation is within the town of Arbroath (86 units) with the remainder spread across the other main towns in Angus. There is no hostel type accommodation in Angus. To encourage stability and social inclusion, the Council's policy has been to maximise the use of dispersed homeless accommodation. To date, there is no Housing First provision in Angus.

Temporary Accommodation Provision and Voids in Angus at 31 March 2018

Accommodation	Provider	Capacity	Occupied	Vacant
Local Authority Dispersed Accommodation	Angus Council	152	111	41
Millgate/Weavers Close Arbroath	Hillcrest Housing Association	6	5	1
North Grimsby, Arbroath	Hillcrest Housing Association	15	11	4
Direct Access, North Grimsby	Hillcrest Housing Association	1	1	-
Glenmoy Terrace, Forfar	Hillcrest Housing Association	7	7	-
B&B*	B&B	1	3	
Millgate Loan, Arbroath	AC	6	4	2
Women's Refuge	Woman's Aid	7	5	2
<b>Total</b>		<b>195</b>	<b>147</b>	<b>50</b>

\*B&B only one provider, number of rooms available for use at any given time unknown.

- 3.3. Angus Council's dispersed properties vary in type and size and are a mix of flatted and cottage type accommodation. Properties are fully furnished and are located within the community with good access to shops, schools, GP practices and support providers. These properties provide temporary accommodation to single applicants, couples and families. The support provision in this type of accommodation is none to low housing management based. The average stay in this type of accommodation in 2017/18 was 149 days at an average cost of £96.36 per week.
- 3.4. Hillcrest Housing Association provide 6 fully furnished self-contained properties in Arbroath, one of which is fully adapted. These properties are suitable only for single applicants or couples. The support provided is none to low housing management based. The average stay in this accommodation in 2017/28 was 260 days at a cost of £150.78 per week,

significantly higher than Angus Council's dispersed accommodation, despite there being no concierge service.

- 3.5. North Grimsby, Arbroath is made up of 15 self-contained flats, provided by Hillcrest Housing Association. The accommodation provides onsite high level intensive support tailored to the individual, and is let on a mix of Occupancy Agreements (OA) and Short Scottish Secure Tenancies (SSST). The average stay in 2017/18 was 510 days at a cost of £218 per week. Despite a high demand for temporary accommodation there has been an increase in voids as well as refused referrals due to the high concentration of households with complex needs within the project at the time of referral. A review of this particular model is required.
- 3.6. In addition to the 15 supported units at North Grimsby there is one Direct Access flat which is used as an emergency or assessment flat to determine a household's suitability for North Grimsby. The average stay in 2017/18 was 60 days at a cost of £218 per week.
- 3.7. Glenmoy Terrace, Forfar, also provided by Hillcrest Housing Association is made up of 7 self-contained flats one of which is a three bed property and suitable for a family, others are suitable for single applicants or couples. This accommodation is provided to households with medium level support needs with a 24 hour concierge service and onsite housing support provided during working hours. The average stay last year was 84 days at a cost of £316.62 per week.
- 3.8. There is currently one Bed & Breakfast provider working with Angus Council, located in Kirriemuir. This is an established B&B used on an emergency basis only. This accommodation can be used for single applicants, couples or families with little or no support needs. The average stay last year was 25 days at a cost of £323.89 per week on a room only basis.
- 3.9. The specialist supported accommodation at Millgate Loan, provides 4 self-contained flats, a training flat and office accommodation for Angus Council's Throughcare Aftercare team and has been operational since July 2015. The allocation of flats is agreed through a multi-disciplinary panel which was established as part of Angus' Care Leavers joint working protocol. High level intense support tailored to the individual is provided by the Throughcare Aftercare team. The average stay last year was 291 days at a cost of £71.83 per week.
- 3.10. Women's Aid provides seven dispersed refuge properties for single women or families fleeing or at risk of domestic violence. This is emergency accommodation with visiting support from Angus Women's Aid. The cost per week is £180.76, the average stay in 2017/18 was 140 days.
- 3.11. A shared temporary accommodation pilot is currently underway to help make the best use temporary accommodation resources and address affordability issues for students and single person households on a low income. 6 x 2 bed properties have been identified to create shared accommodation across Angus and the outcomes of the pilot will be evaluated after 1 year (Jan 2019).

#### **4. Rapid Rehousing 5 year vision / projections**

4.1. By default, a settled housing outcome will be the first and preferred outcome by 2024 in Angus. When homelessness cannot be prevented time spent in temporary accommodation will be limited to a maximum of 60 days and the type of temporary accommodation provision will continue to be mainstream, fully furnished accommodation within the community. It is anticipated the capacity within our dispersed temporary accommodation will be able to decrease by more than half from 201 to 91 by March 2023. We aim to stop using Bed & Breakfast in Angus altogether.

4.2. As the cost of the six properties at Millgate/Weavers Close, Arbroath are on average £150.78 per week, significantly higher than the Council's dispersed accommodation, we aim to reduce these over the transition period to 3, retaining the fully adapted property and two others.

4.3. A review of supported accommodation provision will be undertaken and it is anticipated that funding of the current supported homeless accommodation provision at Glenmoy Terrace and North Grimsby will be redirected towards a Housing First initiative.

Temporary Accommodation	Current weekly cost	Projected weekly cost in year 5
Local Authority Dispersed Accommodation	£96.36	£110.81
Millgate / Weavers Close, Arbroath	£150.78	£173.40
North Grimsby, Arbroath	£218.00	£0
Direct Access, North Grimsby	£218.00	£0
Glenmoy Terrace, Forfar	£316.62	£0
B&B	£323.89	£0
Millgate Loan, Arbroath	£71.83	£82.60
Women's Aid	£180.76	£207.87

## 5. Identifying Support Needs

5.1. In moving to a position of rapid rehousing, a critical part of the shift will be to remove the "tenancy readiness" culture and language. The majority of households experiencing homelessness have no, or low support needs and will easily move into mainstream housing with day to day housing management advice and assistance (around 52% in Angus).

5.2. Around 40% of households experiencing homelessness in Angus require a level of housing support through our existing mainstream homeless support and other referral services, projected to increase by 5% in the next financial year. The impact of existing support services on homeless households is not well understood in Angus and we recognise there is a requirement to review outcomes from current support provision to ensure homeless households can access the right type of support.

5.3. The proportion of homeless cases with severe and multiple disadvantages (SMD) or complex support needs who would benefit from a Housing First approach to rehousing is expected to be around 6% with only around 2% of cases identified as requiring residential or supported accommodation. Currently there is no Housing First provision in Angus. Introducing this model of intensive support in Angus will ensure households with complex needs can access personalised, open-ended, flexible support to end their experience of repeat homelessness and address their wider needs. In line with the shift away from a culture of 'tenancy



readiness', we aim to review the supported homeless accommodation provision in Angus. Where independent living within the community is not possible or preferable for whatever reason (safety, risk to self or others, choice) and for whom residential or supported accommodation is the preferred housing option, this should be small, highly specialist provision in a psychologically informed environment and commissioned by AHSCP.

Estimated Current and Future Support Needs of Homeless Applicants

Estimated current and future support needs	Estimated % of current homeless cases	Estimated number	Projected % increase/decrease next financial year	Projected number
No or low support needs	52%	132	-6%	124
Medium support needs	40%	102	5%	107
SMD/Complex support needs	6%	15	1%	15
Residential/Supported Accommodation	2%	5	1%	5

## 6. Rapid Rehousing Plan

6.1. Using the analysis undertaken for section 1-4, the plan sets out how Angus Council and partners are going to move from the current position to the future vision of rapid rehousing. The action plan (*appendix 1*) identifies 5 high level actions with sub actions detailed against each:

1. Increase focus on prevention to stop homelessness happening in the first place
2. Ensure households get through the homeless system faster
3. Ensure homeless households can access existing housing
4. Ensure homeless households can access the right type of support
5. Increase affordable housing supply to meet needs of homeless households

6.2. We will carry out a full evaluation of prevention and early intervention activities by March 2020 to improve tenancy sustainment and reduce homelessness, renewing the focus on housing options advice. The roles and processes in our housing team are also under review to ensure early intervention to prevent homelessness as part on an ongoing service review. In 2017/18 of 741 homeless applications 260 (35%) were as a result of relationship breakdown. Aiming to reduce this number by 30% Angus Council will implement a mediation and relationship counselling service. In 2017/18 28 homeless households cited prison as their previous accommodation. Angus Council will review and implement a revised protocol for Angus prisoners in line with the SHORE (Sustainable Housing on Release for Everyone) standards, aiming to reduce the number of prisoners presenting as homeless from 28 to 0 by 2024. Women and children presenting as homeless as a result of fleeing domestic violence/abuse totalled 17% of all homeless applications in 2017/18, which equates to 126 households. In order to address this Angus Council will review services aimed at preventing homelessness for women and children experiencing domestic or sexual abuse in line with the recommendations from the Change, Justice, Fairness Report. Action by landlord/lender was the second most common reason for homeless applications (15%). In order to raise awareness and make appropriate use of the First –tier Tribunal referral powers Angus

Council will develop information and guidance for private rented tenants and deliver training for staff on the new tenancy regime and tenancy rights. We will also raise awareness of the Mortgage to Rent scheme to help prevent repossessions, where possible.

- 6.3. To ensure households get through the homeless system faster we will review the appointment system to ensure households who are homeless or at risk of homelessness receive necessary assistance at the first point of contact. We will implement an online housing need and homeless assessment and review the roles and processes within the housing teams to ensure a more streamlined approach, focusing responsibility on getting homeless households through the system quicker. We will identify households currently occupying and settled in suitable temporary accommodation and convert these occupancies to a Scottish Secure Tenancy where appropriate. In addition we will work with other housing providers to review their rehousing processes to ensure that homeless households are being housed as quickly as possible. We will work with our revenues and benefits team to review existing processes to ensure applications for Discretionary Housing Payments and the Social Welfare Fund are streamlined in line with the objectives of rapid rehousing and review the existing processes for the provision of furniture and goods to homeless households. By ensuring households can get through the homeless system faster we aim to reduce homeless case duration from 164 days in 2017/18 to no more than 80 days by 2023/24 and reduce the length of stay in temporary accommodation from 132 days in 2017/18 to no more than 60 days by 2023/24.
- 6.4. To ensure that homeless households can access existing housing we will implement our revised common allocation policy and agree an annual target of % lets to homeless households. To meet the needs of existing cases and new cases, it is envisaged that Angus Council and its RSL partners will need increase lets to homeless households to 58% of all lets in 2018/19. In order to achieve this with our RSL partners who are not part of our Common Housing Register, we will review existing nomination agreements. We will also increase lets to homeless households from the private rented sector by developing a rent deposit scheme. We will also examine the need and demand for a flat sharing project to assist private owners with renting a room; developing & implementing initiative where appropriate and extend our Choice Based Lettings advertising to PRS lets. We will also review empty homes initiatives to increase PRS lets to homeless households.
- 6.5. Alongside the review of supported homeless accommodation provision and the implementation of a Housing First initiative, we will review outcomes from current support provision and where appropriate make recommendations to address the findings to ensure homeless households can access the right type of support.
- 6.6. Angus Council is committed to delivering 120 new affordable homes per annum through the Affordable Housing Supply Programme and other non-grant funded initiatives. To ensure this housing supply meets the needs of homeless households we will include an analysis of current and projected homeless need in our Housing Market Area profiles to help inform supply targets to meet identified homeless need.
- 6.7. Our RRTP has been designed to be a working tool and it is anticipated that this plan will continue to evolve over the transition period.