



Rapid Rehousing
Transition Plan
2019/20 – 2023/24



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1 Introduction

The Programme for Government announced by the First Minister on 5 September 2017 set out a new commitment to eradicate rough sleeping, transform the use of temporary accommodation in Scotland and end homelessness. Ministers subsequently established the Homelessness and Rough Sleeping Action Group (HARSAG) to make recommendations on how these transformational changes can be achieved.

In June 2018, the HARSAG completed their work, producing a comprehensive set of 70 recommendations aiming to secure strategic changes at both national and local level which would help support delivery on the front-line. Led by best evidence, the cornerstone of the recommendations is a transition to a 'Rapid Rehousing' approach. All 70 recommendations have been translated into the Ending Homelessness Together High Level Action Plan which was published by the Scottish Government and COSLA on 27 November 2018.

1.1 Rapid Rehousing Vision

When homelessness occurs, rapid rehousing should be the default position. 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 recommended that the Housing First model of intensive support should also 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.

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.

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.

1.2 The Rapid Re-housing Transition Plan (2019 -24)

The Rapid Rehousing Transition Plan (RRTP) is a planning framework for Angus Council and its partners to transition to a rapid rehousing approach. Each Local Authority was required to develop their plans in collaboration over a planned and costed phase of 5 years (2019 to 2024) by 31 December 2018. RRTPs are an integral part of the Strategic Housing Investment Plan (SHIP) and will be reviewed annually as part of the SHIP process.

The RRTP 2019-24 will deliver the overall strategic outcome 'Ensure people who experience homelessness reach a settled housing outcome as quickly as possible'. Following extensive consultation with partners, stakeholders and our communities, five strategic priorities have been agreed which benefit the RRTP 2019-24.

PRIORITY 1:

Increase focus on prevention to stop homelessness happening in the first place

PRIORITY 2:

Ensure households get through the homeless system faster

PRIORITY 3:

Ensure homeless households can access existing housing

PRIORITY 4:

Ensure homeless households can access the right type of support

PRIORITY 5:

Increase affordable housing supply to meet needs of homeless households

2 The Strategic Planning Framework in Angus

The RRTP does not exist in isolation; it is part of the wider strategic planning framework in Angus as one of a number of strategies and plans which complement, inform and support each other. This section explains the strategic aims and existing partnerships which influence the RRTP within the context of local outcomes and priorities.



2.1 Local Outcomes Improvement Plan 2017 – 2030

The Angus Community Planning Partnership (ACPP) brings together public bodies and local communities, businesses, charities and voluntary groups. The Local Outcomes Improvement Plan is the Angus Community Planning and Locality Implementation Partnership tool put in place to tackle the things that matter most to people and will make a positive difference to people in Angus.

During the development of this RRTP the Local Outcomes Improvement Plan has led the work of the partnership, with a vision that 'Angus is a great place to live, work and visit'. The four priority areas in support of achievement of that vision are:

- tackling inequalities
- building services around people and communities
- focusing on prevention
- working together effectively

Straddling these four priorities are three cross cutting policy themes:

- economy
- people
- place

There is clear contribution to each of the priorities from the RRTP, demonstrating the strong links between local outcomes and rapid rehousing priorities. The Angus Community Planning Partnership's work is shaped by the Community Empowerment (Scotland) Act 2015, which requires partnerships to focus on where collaborative efforts can add most value for local communities, with particular emphasis on reducing inequalities. A key principle of the Act is community participation and community planning locality arrangements have contributed to the development of the RRTP and will support its implementation.

2.2 Local Housing Strategy

The Local Housing Strategy (LHS) is the overarching strategic document for housing and provides the framework for delivering housing and related services. The LHS 2017-22 sets out a vision for the future of housing in Angus to 'create places people are proud to call home'. It addresses national and local priorities alongside statutory responsibilities to help increase the supply of high quality affordable housing and related services, inclusive of all type and tenures.

The LHS 2017-22 has three strategic outcomes that were developed following extensive consultation with communities and partners, including the health and social care partnership. They are:

- 1 The supply and availability of good quality, affordable housing is improved
- 2 People can access appropriate housing options and related services to meet their needs and enable them to live independently
- 3 The quality and energy efficiency of all housing stock is improved and we contribute towards targets to reduce CO2 emissions in Angus

The LHS outcomes are underpinned by a number of actions and housing commitments that will contribute to delivering the priorities of the RRTP. In particular, the RRTP builds on the actions and priorities identified under Outcome 2: People can access appropriate housing options and related services to meet their needs and enable them to live independently.

In order to ensure people can access a range of housing options and related services to meet their needs the Council and its partners will prevent and address homelessness, improve access to the private rented sector and provide services which enable people to live in their own home as long as possible. Monitoring groups have been established to oversee delivery of the action plan, with a group assigned to each of the three strategic outcomes. Membership of the groups involves a range of partners and stakeholders and

include those responsible for and involved in delivering the actions within the priority area. These groups meet six monthly to review progress and report to the Housing Management Team and Angus Housing Partnership. The Access to Housing Implementation group has been instrumental in influencing the development RRTP and has reviewed the actions identified under Outcome 2 to support the delivery of the actions identified in the RRTP.

2.3 Angus Health and Social Care Partnership

The Angus Health and Social Care Partnership (AHSCP) was established under the provisions of the Public Bodies (Joint Working) Act 2014. The work of the partnership is overseen by the Integration Joint Board (IJB). The partnership directs and plans all adult health and social care services in Angus and includes Angus Council, NHS Tayside, third sector organisations and people responsible for the provision of related services and support.

These organisations are responsible for sharing information and providing more co-ordinated, seamless services to local people, helping improve the quality and consistency of services for patients, service users, carers, families and communities.

The AHSCP Strategic Plan 2019-22 requires an accompanying Housing Contribution Statement (HCS) which has been developed by the Housing, Health and Social Care Strategic Planning Group (see below). The HCS can be seen as the ‘bridge’ between the LHS and provides an overarching strategic statement of how the housing sector and IJB will work in partnership to achieve the outcomes for housing, health and social care.

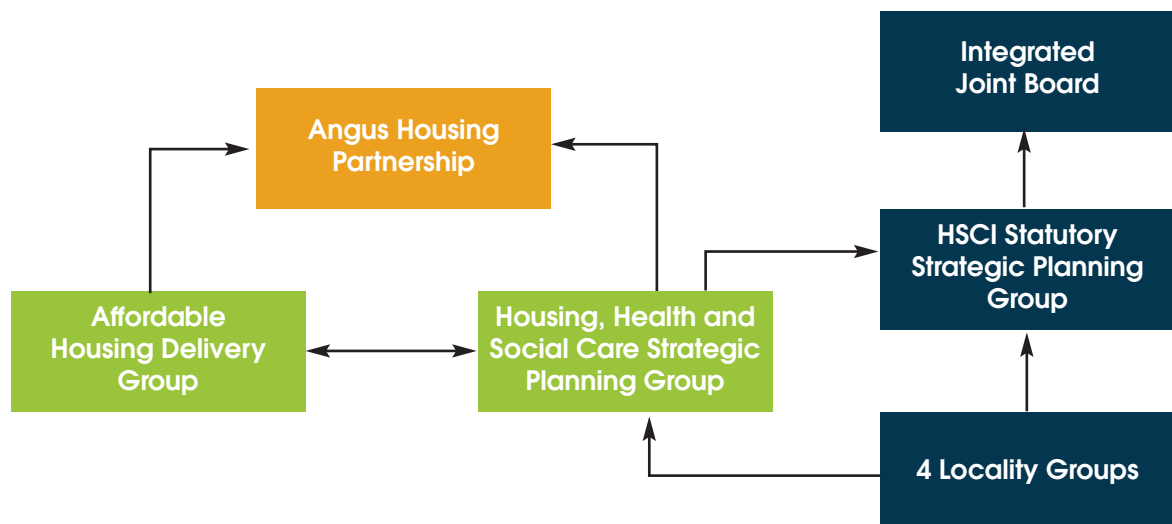
The Angus Health and Social Care Partnership identified four priorities for improvement which were subsequently adopted into the AHSCP Strategic Plan. The priorities remain the same from the previous plan (2016-19), embodying an inclusive approach to deliver improvements within the area.

There will however be greater emphasis on Priority 1, ‘Improving Health Wellbeing and Independence’, to ensure the plan is supporting enablement and prevention, encouraging the individual to take responsibility for their health and wellbeing as much as possible. This will include adaptations and how we utilise them and maximise their use as a housing support function, along with the RRTP and the relationship with homelessness and housing support.

2.4 Angus Housing Partnership

In August 2015 the Angus Housing Partnership was established to ensure good governance arrangements and to engender participation opportunities for stakeholders, community representatives and voluntary sector partners. Membership includes stakeholders who are involved directly and indirectly in the provision of housing and related services.

In addition to the full Partnership, two further groups sit within the partnership structure, the Housing, Health and Social Care Strategic Planning Group and the Affordable Housing Delivery Group.



The Affordable Housing Delivery Group ensures that partners are connected to the decision making and priorities for developing new affordable housing in Angus. The Group includes Angus Council Housing and Planning representatives, RSL partners and the Scottish Government.

The Housing, Health and Social Care Strategic Planning Group is jointly accountable to the Housing Partnership and the Health and Social Care Strategic Planning Group. The Housing Strategy Manager chairs the Group and membership includes representatives from RSLs, services for older people, learning disability and mental health, and occupational therapy. Housing is represented in the governance arrangements for the IJB via the Strategic Planning Group (attended by the Service Manager (Housing)).

Governance for the RRTP sits with the Housing, Health and Social Care Planning Group who have responsibility for the development and delivery of the plan. This ensures participation and accountability of all partners and stakeholders in the transition to rapid rehousing in Angus.

3 Shaping the RRTP through Consultation and Collaboration

The approach to consultation has ensured the views and priorities of partners, stakeholders, tenants and service users shaped development of the plan.

A communication strategy was overseen by the Housing, Health and Social Care Strategic Planning Group and a wide range of methods and platforms were used to maximise consultation with partners and stakeholders, including:

- Workshop sessions
- Local press
- Email and web based forums (including social media)
- Focus/locality groups

The workshop sessions and locality focus groups were well attended with representation from housing staff, RSL partners, community justice partners, health and social care partners, tenants and 3rd sector support providers. These sessions focussed on two key discussion points, “What are the current barriers for moving people on from temporary accommodation or homelessness?” and “How do we achieve Rapid Rehousing in Angus?”

This inclusive approach to consultation ensures the priorities and action plan are based on robust evidence and reflective of a range of views on how best to tackle homelessness in Angus.

The key stakeholders have provided contribution statements to endorse Angus’ Rapid Rehousing Transition Plan and commit their support in the delivery of rapid rehousing in Angus (Appendix 2).

4 The Housing Market in Angus

4.1 Demographic and Tenure Profile

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 16% increase in lone adult households by 2037 and a corresponding decrease in larger 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.



Household Projection by Size	2016	2037	% change
1 person	17,965	20,882	+16%
2 or more adults with children	9916	9379	-5%
3 or more adults	3959	3332	-16%
All households	53,333	57,139	+7%

Source: National Records of Scotland, 2016

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.

The social housing sector accounts for around 11,500 homes or 21% of the total housing stock in Angus. Angus Council owns and manages around 7,500 of these with the remaining owned by Registered Social Landlords (RSLs). There are a number of RSLs currently operating within Angus including Abertay Housing Association, Angus Housing Association, Hillcrest Housing Association, Caledonia Housing Association, Blackwood Homes, Bield Housing Association, Trust Housing Association and Cairn Housing Association.

There are currently 2,376 applicants on the Common Housing Register (CHR). Evidence from the CHR shows significant demand for smaller properties with 64% of waiting list applicants requiring a one-bedroom home. Of the Council's stock of 7,500 properties around 6,133 are either 1 or 2 bedroom size. This equates to 82% of all council stock.

The Council's stock turnover is relatively stable at around 900 new allocations per annum. In 2017 turnover was just over 1,000 as a result of the Council's extensive new build programme which created a chain of allocations. One and two bedroom properties are subject to the greatest turnover (87% of all turnover).

Currently single applicants and couples are generally only eligible to be allocated a property with 1 bedroom. Allowing these applicants to bid on larger properties is envisaged to assist a greater number of CHR applicants to secure suitable housing and mitigate against the impact of increasing the percentage of lets to homeless households.

4.2 Housing Need and Demand

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 HNDA draws primarily on data from 2010/11 and highlighted an estimated 2,508 households in housing need. Of these around 7.9% were identified as homeless.

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
Gross Current Housing Need	2,508	100.0

Source: Adapted from TayPlan HNDA (2014)

The 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.

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
Total	118-124	42-44	63-75	77-85	314

Source: Adapted from TayPlan HNDA (2014)

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.

4.3 Strategic Housing Investment Plan

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.

The proposed SHIP is anticipated to deliver around 608 new affordable units by March 2024. The Housing Supply Target within 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.

	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
Totals	620	121	676	797	129

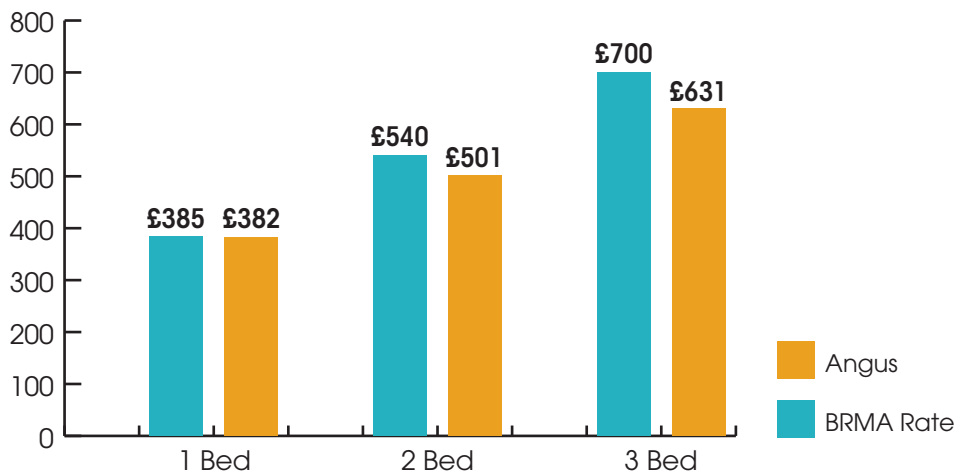
The Council’s Affordable Housing Policy seeks a 25% contribution from new developments which is equivalent to 79 units per annum and represents around half of the need identified in the HNDA. We continue to work closely with developers and RSLs via section 75 agreements to deliver smaller affordable homes that can meet the needs of homeless households. However, 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. 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.

4.4 Private Rented Sector

There are around 7200 registered properties in Angus. This sector has seen a 50% increase since 2010 and a steady 4% increase each year since 2015.

Angus rents are slightly lower than that of the Broad Market Area. Whilst 1 bed rates are similar, 2 beds command 7% less, and 3 beds almost 10% less than the BRMA rates. However there remains affordability issues for those on low incomes. BRMA data highlights that between 2010 and 2017, rent for a median 2 bedroom property has increased around 12.5% (approximately 1.8% per annum), which is comparable to the rates applied to household income annual income estimates.

Angus - BRMA Rents v Advertised Properties



The average 1 bed property (£385pcm) would require an annual income of £18,480, meaning those in the lowest quartile income brackets could not afford to live in the sector.

This creates a challenging scenario for those on lower incomes who are effectively priced out of this alternative housing solution.

Rent(1 bed BRMA)	Income Requirement	Lower Quartile Income	
£385 per month	£18,480 (£385 x 12 x 4)	North Angus	£14,206
		East Angus	£14,223
		South Angus	£18,654
		West Angus	£15,505
		Angus	£15,672

5 Homelessness in Angus

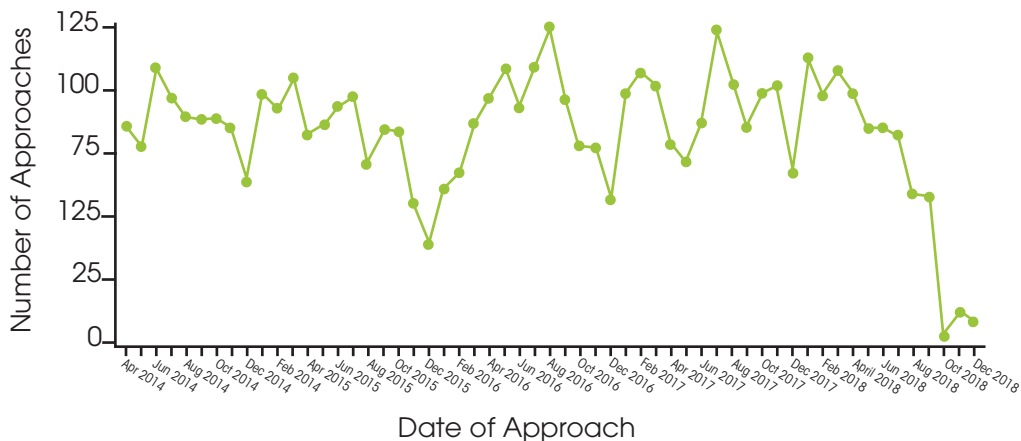
The Housing Options Team, formerly the Assessment Team, was established in Angus in 2011 following the national shift to focus on prevention of homelessness and the recognition that homelessness should not be an administrative process but should focus on the individual and their options and choices in widest sense. This has involved a change in culture in how we approach homeless applications in Angus and took time to embed within the team. As a result of the success of the Young Person’s Housing Options (YPHOS) 2 year pilot, the YPHOS procedures were merged with the wider teams procedures in 2014.

Following a restructure of Angus’s housing services in 2015 the Housing Options service was decentralised and is now based between the three local housing offices, working in partnership with the community housing teams to deliver housing options in Angus. A further review of the roles and processes in the three local housing teams is ongoing and it is envisaged a move to a generic role and smaller patch areas will help ensure earlier intervention to prevent homelessness.

To ensure households get through the homeless system faster we are also reviewing the housing options appointment system to ensure households who are homeless or at risk of homelessness receive necessary assistance at the first point of contact.

5.1 Prevention of Homelessness and Housing Options

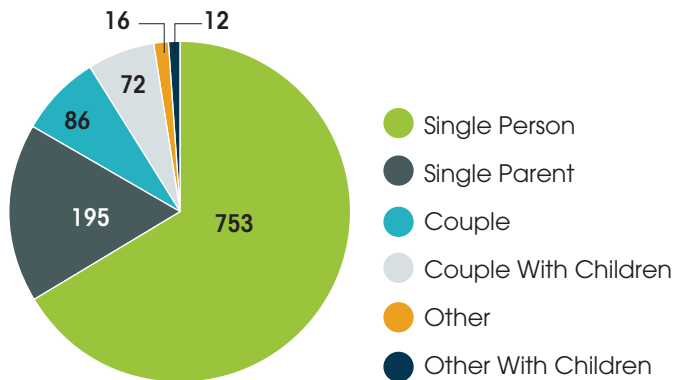
The Scottish Government’s Housing Options (PREVENT1) statistics give an overview of key trends and features of housing options work in Scotland. Data capture commenced in April 2014.



There were 1134 approaches made to housing

The number of approaches to housing options services in Angus has fluctuated over the period between 2014 and 2018 but has seen a significant decline in recent months. It is recognised that there are variations of working practices in data input and recording of PREVENT approaches, across Scotland and within Angus itself and we are supporting the development of PREVENT1 guidance alongside other local authorities and Scotland’s Housing Network.

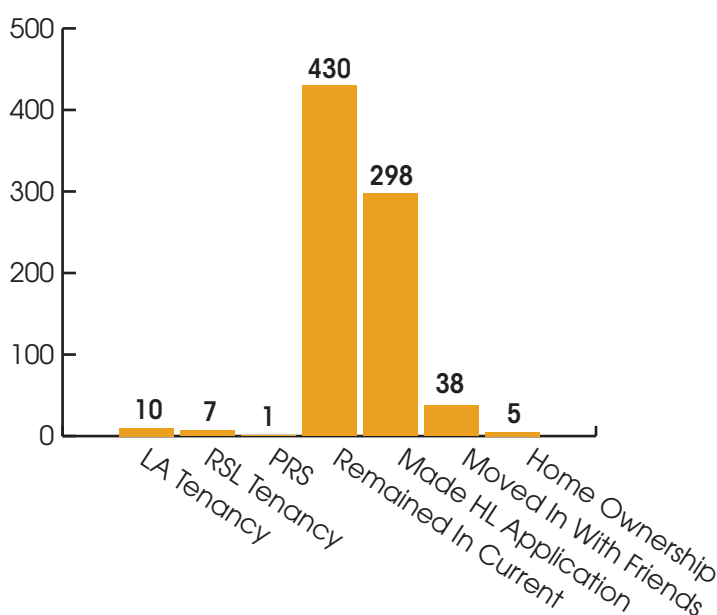
No Of Approaches By Household 2017/18



The majority of approaches (66.4%) were made from single person households

Dispute within household, relationship breakdown and asked to leave continue to be the most common reason for approach (33.3% of all approaches) which correlates with the high proportion of approaches from single person households. General housing options advice accounted for 23.3% of all approaches and action by landlord, including rent and mortgage arrears accounted for 10.6% of all approaches. Accommodation unsuitable – mobility / adaptations was also a common reason for approach to housing options in 2017/18 (10.6%). This can be attributed to the implementation of a joint housing adaptations protocol with Occupational Therapy (OT) where households who require numerous major or complex adaptations across all tenures are considered jointly by OT and housing options to ensure consistent and robust decision making.

Outcomes (Number) 2017/18



The majority of households (37.9%) remained in their current accommodation. 26.3% of households went on to make a homeless application. Only 1 case secured housing in the private rented sector.

The percentage of households remaining in their current accommodation has decreased from 46.9% in 2014/15 to 37.9% in 2017/18. However there has also been a decrease in the percentage of households who go onto make a homeless application, from 30.6% in 2014/15 to 26.3% in 2018/19. This demonstrates the continued success of the housing options approach however there remains difficulties in accessing the private rented sector with only 1 case securing a private rented tenancy in 2017/18. We are committed to addressing barriers for people who want to access the private rented sector. Work is underway to develop a rent deposit guarantee scheme and we intend working with private landlords to extend Choice Based Lettings to advertise private sector accommodation once this is fully implemented in Angus.

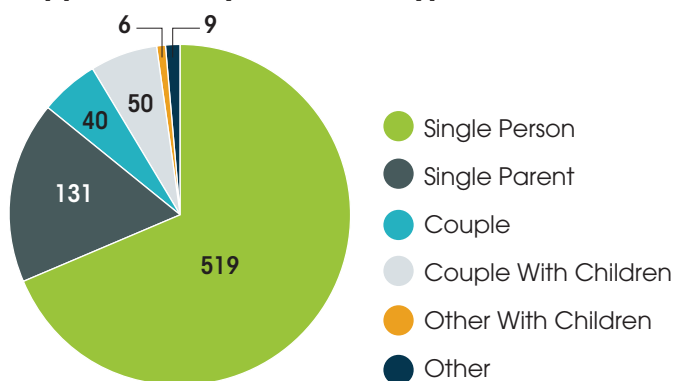
5.2 The Extent and Nature of Homelessness in Angus

Applications And Homeless/Potentially Homeless Assessments



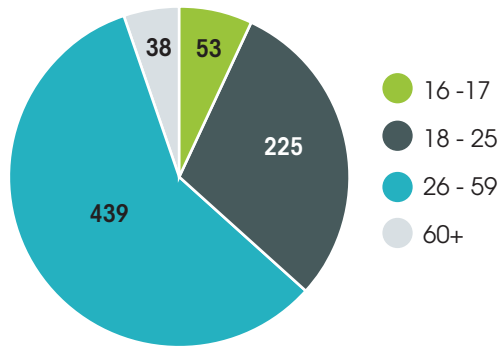
There has been a reduction in the number of homelessness applications from 1,200 in 2012/13 to 741, 557 of which the local authority had a duty to find settled accommodation in 2017/18. While the overall number of homeless applications has changed over the last 5 years, the profile of households has remained largely the same.

Applications By Household Type 2017/18



519 (70%) of applications were from single person households.

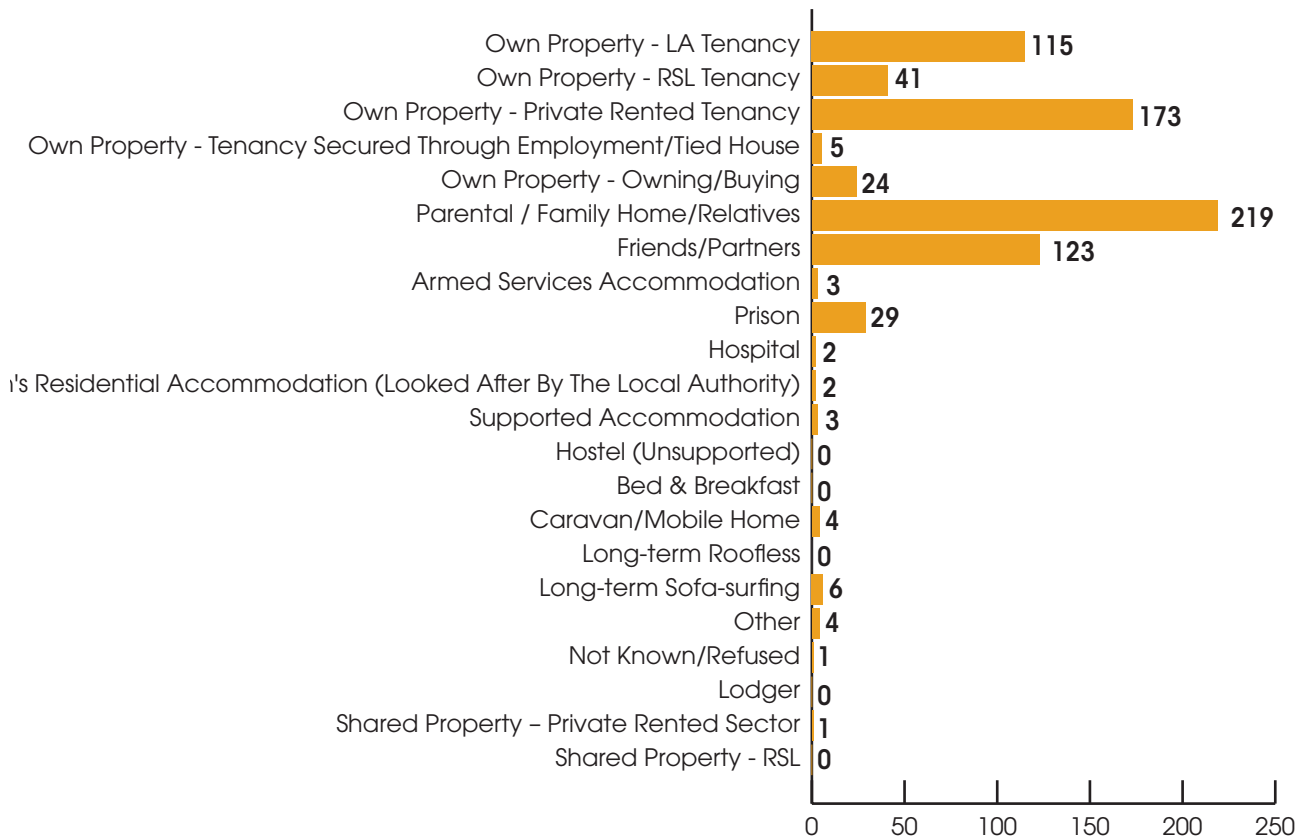
Applications By Banded Age 2017/18



278 (38%) of applicants were under 25.

Although the largest proportion of homeless applications were made from people aged between 26 and 59, over a third of applications were made from young people under the age of 25. Adverse childhood experiences are known to be among the root causes of youth homelessness and further work is required, alongside community planning, health and other partners to develop a shared strategy to address youth homelessness; to consider how, in partnership, we can tackle underlying issues that lead to homelessness and develop a youth work approach to support young people to build positive relationships and resilience preventing homelessness and sustaining future accommodation.

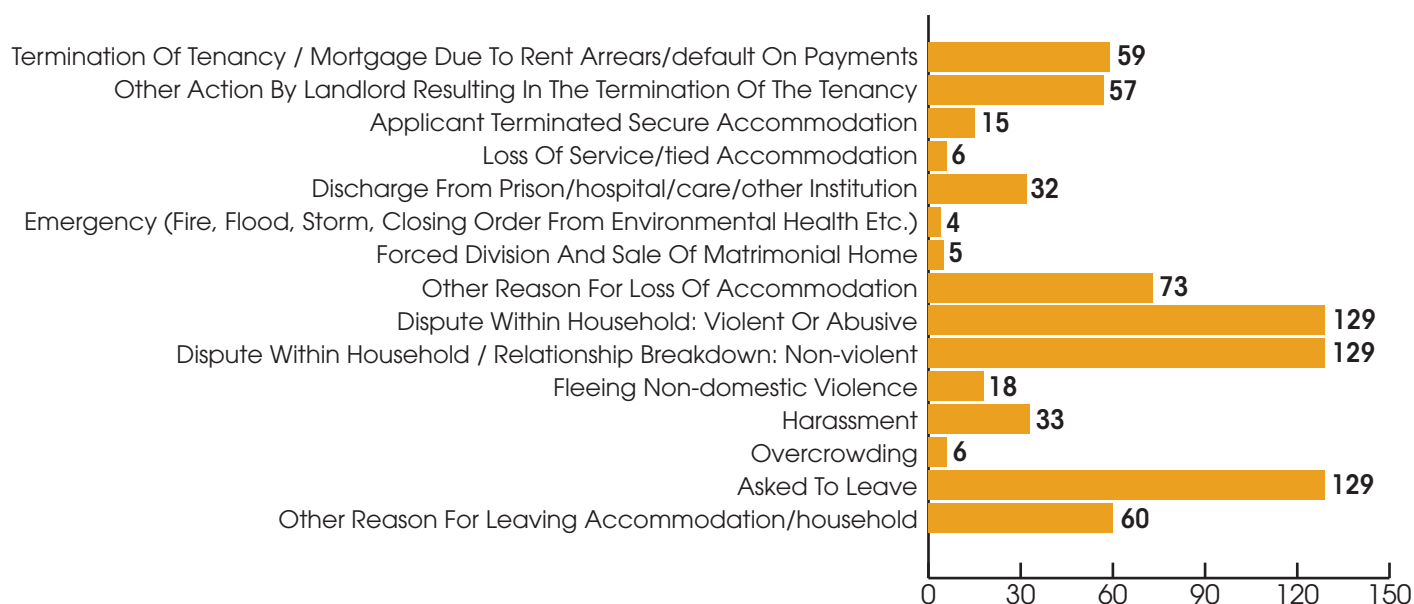
Applications By Property Type 2017/18



Of the 741 homelessness applications in 2017/18, 342 (46%) had been living with friends, relatives and partners, while 366 (49%) had been living in their own accommodation which they either rented or owned.

A review of existing pathways and prevention approaches is required as well as further awareness raising of tenancy rights and existing initiatives, such as the Mortgage to Rent scheme, to ensure that homelessness can be prevented where possible.

Reason For Homeless Application 2017/18



Being asked to leave, dispute within the household (and relationship breakdown) are the key drivers of homelessness in Angus.

Relationship breakdown continues to be the most common reason for homeless applications, 52% of applications in 2017/18 cited the breakdown of a relationship or 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.

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. As well as reviewing existing prevention pathways, actions to increase the focus on prevention activities for current tenants and home owners have been identified.

Work is also underway to review the pathways for people leaving prison and hospital. The existing prison protocol has been reviewed with the Angus Community Justice Partnership in order to implement the SHORE standards in Angus and will be launched on 1 April 2019. A case review is currently being completed by housing, health and social care partners to review the pathways and outcomes for people leaving hospital and mental health facilities in Angus. The findings and recommendations will inform revised hospital discharge protocols and practice going forward.

Although the overall reduction of homeless applications demonstrates the success of the preventative approach in Angus, there remain challenges in meeting the needs of homeless households particularly demonstrated by long stays in temporary accommodation and difficulty meeting the duty to provide temporary accommodation in some cases.

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

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. 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.

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 requirement to provide a deposit is a barrier to those on low incomes wanting to access this sector. Work is underway to address this by developing a rent deposit guarantee scheme in Angus.

The proportion of all social lets to statutory homeless by the LA in 2017/18 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 offer secure accommodation.

Angus operates a Common Housing Register. This is a single housing register application process and allocation policy operating across four social landlords: Angus Council; Hillcrest Housing Association Ltd; Caledonia Housing Association Ltd; and Blackwood Homes. There are existing nomination agreements in place with Angus Housing Association, Sanctuary Scotland, Abertay Housing Association and Trust Housing Association whereby 50% of vacant properties are put forward to the local authority for consideration for a Section 5 referral in the first instance. Where a suitable referral does not exist from the Duty Homeless category, nominations are identified from the remaining applications. To meet the requirements of rapid rehousing, the CHR partners have committed to increasing the proportion of lets to homeless households to 58% in 2018/19 and percentage of all lets to homeless households has been introduced to the CHR performance management framework to ensure this is robustly monitored. The partner RSLs who are not currently signed up to the CHR, have agreed to review the existing nominations agreements to maximise allocations to homeless households.

6 Rapid Rehousing Baseline Position – Temporary Accommodation

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.

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
Total			195	147	50

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

6.1 Dispersed Temporary Homeless Accommodation

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.

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.

6.2 Supported Homeless Accommodation

Angus Council and the AHSCP have a service level agreement in place with Hillcrest Housing Association and Gowrie Care Ltd to provide supported homeless accommodation at Glenmoy Terrace, Forfar and North Grimsby, Arbroath.

Glenmoy Terrace, Forfar provides 7 units of temporary supported homeless accommodation for adults (aged 16 and over) and families who have been assessed as homeless and who require temporary accommodation and planned support. Households are accommodated on an occupancy agreement basis and the accommodation is staffed 24/7. The block was sold to Hillcrest by Angus Council in 2004. A development agreement was put in place between the Council, Hillcrest and the Scottish Government (Communities Scotland) who provided grant funding. It was a requirement of the grant funding that Hillcrest developed the project as Supported Homeless Accommodation. In terms of the agreement, the arrangements must stay in place for 30 years. This is to ensure that the full benefit of the grant funding is received by the funders.

North Grimsby, Arbroath provides 16 units of supported accommodation, one of which is available as direct access accommodation for adults (aged 16 and over) who have been assessed as homeless and who require temporary accommodation and planned support. Households are accommodated on a Short Scottish Secure Tenancy (SSST) basis. This service is staffed 24/7.

In exchange for the housing support services provided by Hillcrest and Gowrie Care, AHSCP provide funding of around £330,000 per annum. The agreements are currently monitored in partnership by Angus Council, AHSCP, Hillcrest Housing Association and Gowrie via regular operational monitoring meetings and annual review meetings. Issues around occupancy rates have been identified and there are currently no mechanisms in place to monitor the long term outcomes of service users who have been placed into supported homeless accommodation in Angus.

A recommendation from the most recent annual review meeting has been made to complete further work to evaluate the effectiveness of the current models of supported homeless accommodation in Angus, considering the current and projected support needs of homeless households; how these needs are being met and outcomes for those who have been placed into supported homeless accommodation.

Led by AHSCP, the review team will consider opportunities to meet the vision for rapid rehousing by ensuring people with multiple needs beyond housing (where housing first is not possible / preferable) have the option of highly specialist provision within small, shared, supported and psychologically informed environments and consider whether this model of shared, short term supported accommodation continues to be part of the local homelessness response.

6.3 Bed & Breakfast

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.

6.4 Accommodation for Care Leavers

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.

6.5 Women's Refuge

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.

6.6 Shared Accommodation Pilot

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 were identified to create shared accommodation across Angus and the outcomes of the pilot are currently being evaluated. The findings will help potential inform the development of shared accommodation initiatives in the private rented sector.

7 Rapid Rehousing 5 year vision – Temporary Accommodation

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. This will be achieved by flipping

temporary accommodation tenancies, where appropriate, to Scottish Secure tenancies and introducing 'just in time' allocations to prevent the requirement for temporary accommodation. We aim to stop using Bed & Breakfast in Angus altogether.

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.

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 Housing First and specialist long term supported accommodation provision.

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

8 Identifying Support Needs

Estimated Current and Future Support Needs of Homeless Applicants 2017/18

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

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).

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.

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 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.

9 Local Initiatives to Prevent and Address Homelessness in Angus

9.1 The Young Person's Housing Options Service (YPHOS)

The YPHOS pilot was established in March 2012 and made significant progress in reducing and preventing youth homelessness in Angus. The team worked with young people to prevent them becoming homeless and to explore various options to enable them to sustain current and /or future accommodation. The key to their success was preventing homelessness via family mediation and negotiating a planned approach to leaving home when remaining in the family home was not feasible.

Over 1,200 young people in Angus used the service. Some of the notable successful outcomes were:

- Less than 1 in 10 (8.6%) of young people who worked with YPHOS entered temporary accommodation;
- 38% fewer temporary tenancies for under 25's started between May 2012 and March 2013 compared to same period in 2011/12;
- 60% fewer temporary tenancies for under 25's started between May 2013 and October 2013 compared to same period in 2011/12;
- 68% fewer referrals for Housing Support were made for under 25's between May 2013 and October 2013 compared with same period in 2011/12;
- Only 5% of closed cases made homeless applications;
- 77% fewer homeless presentations from 18-25 years olds between April – October 2013 compared to 2011/12;
- 47% fewer homeless presentations from 16-17 year olds compared to 2011/12.

In 2014 the posts were established as permanent and the practices and procedures were merged and implemented within the existing Housing Options Service for all age groups.

Although all officers undertaking Housing Options and Homelessness assessments have been trained in conflict resolution, this approach has been difficult to embed within the wider team. Housing Officers are unable to effectively intervene with families while ensuring they meet their statutory requirements under homelessness and it has been concluded that family mediation would be more successful if it was provided by a 3rd party.

It is also recognised that young people have their own specific needs and therefore there is a requirement to refocus on the needs of young people and develop a young person's homeless strategy in Angus.

9.2 Online Self Serve Housing Options Wizard

Angus Council created a bespoke, self-serve localised housing options wizard, which went live to customers in March 2013. It is designed to use conditional logic to take each user down a custom path, providing relevant housing options advice dependant on the information they input.

The Housing Options Wizard provides tailored advice & signposting on a number of issues:

Social Rented Housing -including stock & turnover of preferred locations / house types, and how to apply	Paying Rent & Access to Benefits	Mutual Exchange (inc live link with house exchange service)
Sheltered & Supported Housing	Private Rented Housing Options	Financial Advice Services
Employment Services	Education Services	Low Cost Home Ownership

Housing Options Wizard
2717 applications completed since March 2013
752 applications completed in 2017/18

Work is underway to increase the functionality of the Housing Options Wizard to populate an online Housing Application and a Housing Needs & Homelessness Assessment form to introduce self-serve applications and assessments, maximising the benefits of this existing system and reducing duplication of information entry. This will help homeless households get through the system quicker and ensures that staff resources can be more effectively focussed on customers who need additional support.

9.3 Care Leavers Housing Options Protocol

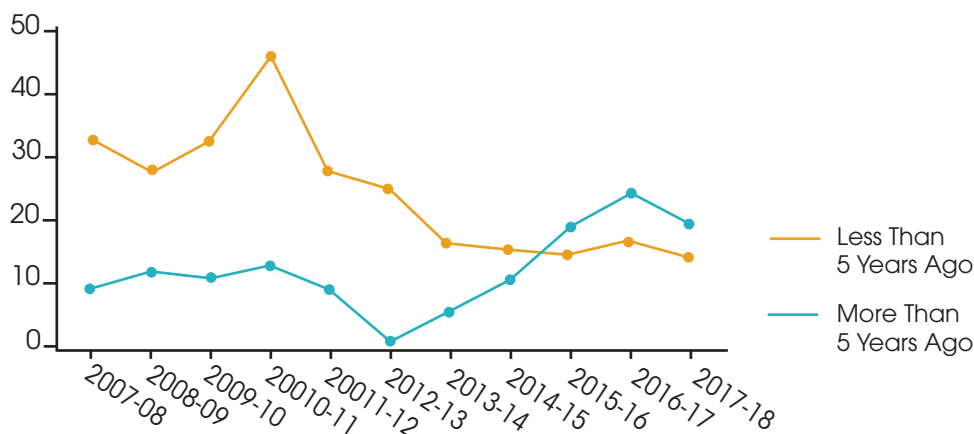
The Housing Options protocol for young people leaving care was agreed between the Children and Families and Housing services in 2013. A joint panel was established and meets to identify solutions and monitor housing and support outcomes for all care leavers in Angus. The panel is multi disciplinary and includes members from Housing (including partner RSLs), Community Safety, Through Care After Care and other agencies.

The objectives of the protocol are:

- To jointly assess and meet the diverse housing and support needs of young people leaving care.
- To jointly ensure staff are aware of the housing needs of young people leaving care and the obligations of each agency to address these needs.

To agree a joint approach to young people assessed as high risk of tenancy failure. The number of homeless applications made by applicants who were looked after by the local authority less than 5 years ago has reduced by 42% from 2012/13 to 2017/18 demonstrating the success of the approach. However in the same period there has been an increase in homeless applications made by people who were looked after as a child by the local authority 5 or more years ago. Work is ongoing under the Corporate Parenting Lead Officers group and Care Leavers Panel to monitor longer term housing outcomes for care leavers in Angus.

Looked After As A Child By The Local Authority?



Homeless applications made by people who were looked after by the local authority less than 5 years ago has reduced by 42% since the establishment of the care leavers protocol

9.4 Homeless Support Service

The homeless support service sits within adult services, alongside community mental health and drug and alcohol services and is funded by the Angus Health and Social Care Partnership.

The service works with individuals and families from age 16 onwards to:

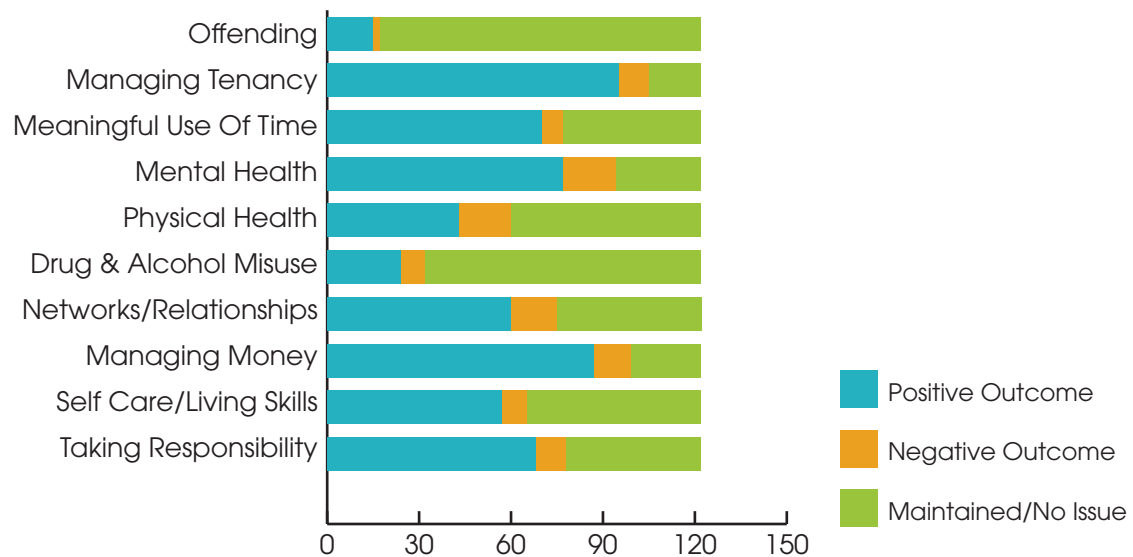
- support people who are homeless to access housing and/or the transition into their own home;
- support those who are struggling to maintain their tenancy to prevent homelessness

This is achieved through an agreed support plan that promotes independent living skills to enable people to live independently in their own home.

A support plan can include:

- advice on welfare benefits, budgeting and debt
- support setting up and sustaining your tenancy
- assistance to access training, education and employment
- support to contact other local authorities, health care and external agencies

Using the outcomes star, data from the 124 service users who exited the service in 2017/18 showed the majority of these individuals experienced positive outcomes or maintained outcomes in all support areas.



Work is ongoing to monitor and evaluate tenancy sustainment outcomes for people who have worked with the service. These findings will help inform any gaps in support that is required to achieve rapid rehousing in Angus.

9.5 Support to Adults with Complex and/or Co-existing Conditions in Angus

Within the last 5 – 10 years there has been an increasing population of adults in Angus who have complex and/or co-existing conditions and who require support. The numbers of adults presenting with complex and/or co-existing conditions is relatively small in comparison to other adult care groups in Angus but effective multi-agency collaborative working is required to ensure that collectively the care team possess the required expertise,

skills, knowledge and resources to effectively support these individuals, due to the complexity of need presented. People with complex and/or co-existing conditions may present varying degrees of risk to themselves or others and effective multi-agency collaborative working can help to minimise these risks. Conversely, a lack of collaborative working may present additional risks or heighten existing risks.

Historically, care and support in health and social work services has been categorised into care groups such as older people, mental health, physical disability, learning disability, homelessness, alcohol, drugs and blood borne viruses. Different care groups have different pathways, criteria and thresholds. Many people with complex and/or co-existing conditions do not 'fit into' these groups or meet the service criteria. They have more than one of these conditions and the nature of their complex needs and co-existing conditions means that they require the collaborative expertise from several service areas. This presents challenges regarding eligibility for services and appropriate care pathways. The team holding the case may have limited expertise to meet the needs of the individual. Sometimes it can result in the individual being unable to access the correct care and treatment to meet their needs. The individual may follow a care pathway dictated by the care group holding the case rather than the most appropriate pathway for their complex conditions. Sometimes people with complex and/or co-existing conditions fall between the gaps in care groups and sometimes they are left vulnerable and at risk whilst negotiations take place about who is responsible for their care and treatment. The current situation fails to put the individual at the centre of their care and treatment.

Angus Council and the AHSCP have a range of legal duties and powers which support the principles of keeping people safe from harm, reducing risk and providing support and care to those in need using a person centred, enablement approach to achieve good outcomes for individuals.

A new approach will be implemented in April 2019 aimed at reducing risk to individuals, providing more person centred care focussed on promoting a collaborative approach to meeting the needs of those individuals with complex and co-existing needs in Angus and ensuring that no individuals are left vulnerable, at risk or unable to access the care and support pathway they require when they need it.

An Angus Complex and Co-existing Conditions Panel (ACCCP) will be established. The panel will be chaired by the Head of Community Health and Care Services and membership of the panel will be multi agency. The role of the panel is to consider the specific service input and resources required and to allow authority for required decision making, risk taking and governance. A clear pathway and criteria has been developed as well as the systems required to support the implementation of the pathway such as referral forms, screening process and support plans.

As well as accessing suitable support, it is envisaged that this new approach will assist people with complex and co-existing conditions to access suitable accommodation and sustain existing accommodation, preventing homelessness. It is also envisaged that the ACCCP could be further developed to coordinate a housing first approach in Angus.

9.6 Prison Protocol

There is a well-evidenced and complex relationship between homelessness and offending. Spending time in prison increases the risk of homelessness and a lack of stable accommodation increases the likelihood of (re)offending.

**Since 2010, Angus Councils Housing Options Service held fortnightly housing advice surgeries within HMP Perth.
29 prison leavers made homeless applications in 2017/18.**

The Prison protocol was first established with HMP Perth in 2010 and focusses on early intervention and partnership working to prevent homelessness and address housing needs upon entry to prison.

The Sustainable Housing On Release for Everyone (SHORE) National Standards were published in December 2017 to ensure that the housing needs of individuals in prison are

handled at an early stage, in a consistent way across Scotland, regardless of where they come from, their housing status and how long they have been in prison or young offenders' institution. Supported by the Angus Community Justice Partnership, the prison protocol has been reviewed and adopts the pathway concept of the SHORE standards setting out how the housing needs of prisoners in Angus should be considered:

- on imprisonment
- during sentence
- prior to and following release.

The revised protocol is currently being implemented with HMP Perth prisoners and other prisoners who make contact requesting assistance and will be fully implemented when the SPS Information Sharing Agreement is in place and the SPS weekly report is implemented.

9.7 The Tayside, Fife and Central Housing Options Hub

Angus has an active role in the Tayside, Fife and Central Housing Options Hub which has been meeting regularly since the end of 2010. It has developed a strong shared focus to take forward various work strands; working in collaboration with local partnering organisations and other Hubs to progress the development of the Housing Options approach, sharing best practice and working together on joint projects, including:

- Procurement of training and guidance on welfare reform, family mediation, homeless law and Adverse Childhood Experiences
- Developing a customer satisfaction survey, created in partnership with service users
- Developing and carrying out Peer Audits of the customer experience in housing options services, involving service users as auditors and assessing performance against the Housing Options Guidance
- Development of a service directory to assist front line staff in providing housing options advice
- Development of the Hub's web site, including a web based staff repository
- Development of the housing options training toolkit
- Development of shared Principles for Supporting Prisoners
- Stakeholder RRTP events

It is important that Angus continues to contribute to the work of the Hub and consider any actions that can be delivered collaboratively to achieve the vision of rapid rehousing.

9.8 Revised Allocations Policy and Implementation of Choice Based Lettings

Angus operates a shared housing register application process and allocation policy operating across four social landlords: Angus Council; Hillcrest Housing Association Ltd; Caledonia Housing Association Ltd; and Blackwood Homes.

Our housing has been allocated using traditional points systems where points are awarded based on the applicants circumstances; applicants are matched with available properties that are deemed suitable by the allocating landlord and faced with the choice to accept or reject the offer of housing.

Choice based Lettings (CBL) systems are intended to open up the letting of social housing and allows housing applicants to view details on, choose between, and bid for available properties.

We must allocate our houses within the legal framework set out in the Housing (Scotland) Act 1987 amended up to and including the recent changes introduced by the Housing (Scotland) Act 2014.

The 2014 Act makes several changes to allocation rules for social landlords and replaces

current reasonable preference categories with three groups:

- Social housing tenants who are under occupying their home;
- Homeless persons with unmet housing needs; and
- Persons who are living in unsatisfactory housing conditions with unmet housing needs.

The revised allocations policy takes account of all these legislative changes as well as setting out a new choice based approach to allocating our properties. To meet our ‘reasonable preference’ obligations, and help us to achieve the aims of rapid rehousing, as well as providing a fair system and continuing to give appropriate priority to people who are in most need of housing, we have reviewed our priority categories and introduced four new priority bandings:

Priority Banding	Who will be considered
1. Platinum	Looked after and accommodated children who are leaving care; People leaving supported housing who no longer need it; People living in adapted housing but no longer need it; People approaching discharge from an institution (e.g. hospital, prison, care facility) who do not have accommodation on discharge; Armed forces personnel approaching leave from full-time regular service; Other exceptional circumstances.
2. Gold	Current housing does not meet mobility needs and cannot be adapted.
3. Silver	*People who are unintentionally homeless or unintentionally threatened with homelessness under Part II of the 1987 Act (as amended). Social housing tenants who are under occupying (i.e. they have more bedrooms than they need).
4. Bronze	People in unsatisfactory housing conditions with unmet housing needs: including overcrowding; or living in a house below tolerable standard. People with a severe and enduring medical need (non mobility) that can’t be met in their current housing or with support needs that cannot be met in their current housing; or People who cannot meet their caring responsibilities for someone with a severe and enduring medical need in their current housing.

We know that our allocation policy can’t cover everyone’s circumstances and that situations may arise that it won’t cover.

Discretion will only be used, and a platinum priority banding awarded, where we determine that housing is needed quickly; and our allocation policy won’t allow the application to be placed highly; and there are good reasons or special circumstances.

As well as significant compassionate grounds, management reasons and community safety issues, our revised allocations policy includes the prevention of homelessness in the definition of ‘good reasons’ and ‘special circumstances’. This will allow us to make just in time allocations where homelessness cannot be prevented, aiming to avoid the requirement for temporary homeless accommodation in some cases.

We continue to experience pressures on single person accommodation and a high turnover of 2 bed properties in Angus therefore the bedroom eligibility criteria has also been revised to allow single people or couples who wish to be considered for two bedrooms to bid or be matched to larger accommodation. This ensures we make the best use of the stock that becomes available, particularly for homeless households.

However, to ensure that families with children continue to be prioritised for a property with 2 bedrooms, we will consider families with 1 child and families with 2 children of the same gender, if both are under at least 10 years of age before we consider single people or couples, regardless of priority banding.

We aim to implement the revised allocations policy and Choice Based Lettings in June 2019. To ensure that the policy achieves what it sets out to do and that applicants are treated fairly, we will have robust performance monitoring arrangements in place and the allocations policy will be subject to continuous review with stakeholder, tenant and applicant involvement.

9.9 Empty Homes Initiatives

Since 2015 Angus Council has been actively working with the Scottish Empty Homes Partnership, funded by the Scottish Government and co-ordinated by Shelter Scotland, to develop services aimed at bringing private sector empty homes back into use. An Empty Homes database, created from council tax records and information from the Housing Strategy Team, has helped inform a more accurate assessment of the extent of private sector empty properties in Angus and co-ordinate action to address the issues.

The most recent report received from Revenues and Benefits in June 2018 suggests that there are 1,070 long term empty private sector homes within the Angus boundary, representing almost 2% of the total residential dwelling stock in Angus.

Since December 2015, 50 properties have been returned to residential use. These results have been encouragingly acknowledged by the Scottish Empty Homes Partnership.

In 2017/18 a total of 31 properties were returned to residential use through interventions and outcomes achieved are 55% higher in comparison to results achieved in 2016/17.

Engagement via the Angus Council Empty Home Owners Survey has helped to develop an understanding of circumstances surrounding long term empty homes in Angus and target advice and assistance to those who need it most. An online survey and reporting tool has recently been launched which is envisaged to increase reporting and encourage more empty home owners to seek advice and assistance.

The Angus Council Property Matchmaker Scheme is developing encouragingly and has helped to sell one unoccupied property that is now in the process of being returned to residential use. In May 2018 there were 29 interested buyers registered with this service.

The Empty Homes Loan Fund was initially established to provide interest-free loans to owners of empty homes who are required to let the homes at an affordable rent for a minimum of five years. The Empty Homes Loan Fund has brought 7 empty homes back into use. The success highlights that there is an appetite for this type of funding in Angus, and work is ongoing to develop a grant funding initiative to provide grant funding to owners of empty homes who will be required to let the homes at an affordable rent to people who are homeless or threatened with homelessness.

10 Resource Plan

The transition to rapid rehousing in Angus will be achieved partly from within existing resources and by savings created through service redesign or refocus. However transition will also require additional resources over and above the existing resource allocated locally in Angus. Appendix 1 sets out the resources required to implement the actions identified to date.

Many of the current actions identified in the transition to rapid rehousing will be met by existing funding and staff resource from within Angus Health & Social Care Partnership, the Council's housing strategy team, operational housing teams and our Registered Social Landlord partners.

The savings identified are projected to be £454,614 per annum however the savings are not expected to be realised until 2021/22.

It is anticipated that over 5 years the delivery of these initiatives will require additional resources of £353,723. Additional resources required from the Ending Homelessness Together fund over and above the existing resource allocated locally are detailed below. The profile of funding reflects the savings profile with funding required to support changes in service delivery which will release savings in later years of the Plan.

The Scottish Government announced on 17 July 2019 that we have been awarded £172,000 to support the beginning of the implementation of the transition plan. This leaves a shortfall of around £25,710. To enable us to deliver the priorities identified in Year 1, we are continuing to explore options to deliver a more cost effective housing first model and anticipate any shortfall in funding will be met by stakeholder contributions.

Projected Resource Requirements 2019/20 – 2023/24					
Year	2019/20	2020/21	2021/22	2022/23	2023/24
Potential Savings realised	-	38,000	£454,614	£454,614	£454,614
Additional resources	£197,710	£156,013	-	-	-

10.1 Savings Identified

While it is difficult to estimate the overall potential savings achieved by a transition to rapid rehousing, it is anticipated that savings will be achieved by reducing the capacity within our dispersed temporary accommodation by more than half from 201 to 91 by March 2021. As well as freeing up existing staff resource to provide a more proactive housing management service to existing tenants, it is anticipated that we will save around £54,439 per annum in council tax payments (not currently charged to occupants) and £32,175 per annum in dispersed rent arrears, both of which are covered by the homeless budget.

We will also achieve savings by reviewing the existing provision of furniture and goods to homeless households. We currently have service level agreements with local recycled goods projects to provide second-hand furniture, white goods and starter packs to homeless households where we have secured permanent accommodation. We are exploring alternative provisions to help all new tenants equip their accommodation, choosing from a wide range of products including sofas, beds, appliances such as washing machines and microwaves, crockery and cutlery. For those who receive a furniture package, a weekly payment will added to their rent as a service charge. If this is adopted we expect to achieve savings of around £38,000 per annum. As well as reviewing the existing provision of furniture and goods to homeless households, 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.

Despite a high demand for temporary accommodation in Angus, we have seen an increase in voids within our supported homeless accommodation. In line with the shift away from a culture of 'tenancy readiness', we aim to review the supported homeless accommodation provision in Angus. It is anticipated that the current funding of £330,000 per annum will be redirected towards the delivery of rapid rehousing.

The savings identified are projected to be £454,614 per annum however the full savings are not expected to be fully realised until March 2021 and in the current climate of budget pressures, it cannot be guaranteed that any savings generated will be reinvested into homeless services.

10.2 Resource Requirements

	Action	Resource Requirement	Dependencies
Year 1	Implement Housing First	£103,100*	
2019/20	Implement a mediation and relationship counselling service in Angus	£94,610	
Year 2	Continue to implement Housing First	£103,100*	Successful delivery of Housing First and Mediation & Relationship Counselling Service
2020/21	Mediation & Relationship Counselling Service	£90,913	
Year 3	Continue to implement Housing First	£ 103,100*	Successful delivery of Housing First and Mediation & Relationship Counselling Service
2021/22	Mediation & Relationship Counselling Service	£ 92,455	Savings achieved from review of supported homeless accommodation and review of furniture provision
	Increase provision of specialist supported housing	£156,000	Additional savings achieved by reducing capacity within dispersed temporary accommodation
Year 4	Continue to provide Housing First in Angus	Mainstreamed	
2022/23	Mediation & Relationship Counselling Service	Mainstreamed	
	Provision of specialist supported housing	Mainstreamed	
Year 5	Continue to provide Housing First in Angus	Mainstreamed	
2023/24	Mediation & Relationship Counselling Service	Mainstreamed	
	Provision of specialist supported housing	Mainstreamed	

* costings subject to full options appraisal

The resource plan has been calculated using existing projections and it is anticipated the resource requirements will change as the plan is reviewed and develops over the transition period.

10.3 Implement Housing First

The number of homeless households 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 15 per annum. 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.

Following consultation with key stakeholders, including housing, mental health, substance misuse, criminal justice and homeless support services a number of potential options were considered for delivering Housing First in Angus. Stakeholders agreed that adopting a partnership approach to identifying suitable accommodation across the council, RSL partners and private sector would ensure people get to choose a home and a location that best suits their circumstances.

Delivering Housing First support within Existing Resources (the base case) was ruled out as existing support services in Angus are not aligned to the principles of housing first – there are not sufficient resources available currently to offer an active engagement approach, support is often time bound and the majority of existing support services have been set up to address 'single issues' following engagement with a self-directed support assessment.

Stakeholders have agreed to put forward 2 options for a full appraisal:

Option 1:- Deliver Housing First support in house by expanding the existing homeless support service

Option 2:- Deliver Housing First support by procuring a third party support provider

The options appraisal is still ongoing to decide the best approach for delivering housing first in Angus however it is anticipated that the cost for 15 housing first tenancies, including support and furnishings would be around £103,100 per annum.

10.4 Implement a mediation and relationship counselling service

In order to assess the resource requirements to implement a mediation and relationship counselling service in Angus, proposals were requested from local organisations that provide this service. Two third sector organisations submitted detailed proposals. One of these initiatives was developed during a 3 year test of change to engage with young people prior to them registering as homeless, supporting them with communication, building relationships, conflict resolution and mediation to remain in the family home.

During the period, 1st April 2014 to 31st March 2017, Scotland seen a 10% reduction in homeless presentations from the 16 – 24 age group. In comparison, during the period April 2014 to 31st March 2017 the area where this service was operating seen a 34% fall in homeless presentations from the 16 – 24 age group.

The resolution service proposed will use the same methodology as this youth options service to address the issue of relationship breakdown. The difference will be that it will tackle the issues from the angle of the family, not only focussing on young adults.

It is proposed that the family resolution service will support families who are indicating that one or more of them have to leave the family home due to a relationship breakdown. The team will consist of 2 full time Resolution Practitioners who will work closely with the Housing and Homeless Support teams throughout Angus.

Based on the recent trends in the number of homeless applications being made in Angus as a result of relationship breakdown or being asked to leave family or friends' homes, the costs for delivering this service are expected to be £94,610 in year 1, £90,913 in year 2 and £92,455 in year 3. It should be noted, however, that the procurement of a mediation and relationship counselling service will be subject to a full tender exercise.

10.5 Increase specialist supported accommodation provision

Angus Health & Social Care Partnership provide a mix of short and long term supported housing for adults with complex and multiple needs who cannot be supported to live safely within the community due to risks to themselves or others. There are currently 2 complexes providing 17 supported tenancies in Angus (14 in Arbroath and 3 in Montrose). 18/19 staff costs for the supported accommodation in Arbroath was £432,000, this includes a unit manager, budget for 5 senior social care officers and 7 support workers. Additional costs for running this complex outwith of property costs and service charges, including supplies and services and fees was £5,000 in 2018/19.

We have identified a requirement to increase specialist supported accommodation provision in Angus for homeless households with complex needs who are unable to live independently in the community. We have projected a requirement for an additional 5 households per annum who will require specialist supported accommodation in Angus. Based on this current supported accommodation model, we anticipate an additional funding requirement of £156,000 per annum and anticipate an increase in supported accommodation from Year 3 of the plan, in line with the review of supported homeless accommodation.

Appendix 1: Rapid Rehousing Transition Plan 2019/20 – 2023/24

Outcome	Priorities	What actions are underway/ planned?	When will this be completed?	Existing strategy/ action plan?	Indicators	Baseline 2017/18	2024 target	Resources Required
People who experience homelessness reach a settled housing outcome as quickly as possible	Increase focus on prevention to stop homelessness happening in the first place	Develop a youth homelessness strategy	1/4/2020	No	No of homeless applications made by 16-25 year olds 278	139	Existing resources: All stakeholders	
		Establish a system to monitor longer term housing outcomes for care leavers in Angus and make recommendations to address findings	31/12/2019	No	No of homeless applications made by people who were looked after by the local authority more than 5 years	22	Reduce	Existing resources: All stakeholders
		Carry out a review of existing pathways and prevention and early intervention approaches, focussing on households who become homeless from existing accommodation. 31/7/2019	Angus Local Housing Strategy	No of homeless applications % tenancies sustained for 12 months	741 89.30%	435 95%	Existing resources: • AHSCP • Housing Strategy	Review hospital & mental health facility discharge protocols and practice in line with findings from ongoing case reviews.
		31/7/2019	Angus Local Housing Strategy	% of homeless applications from those leaving prison/ hospital/ care or some other institution	4%	0%	Existing resources: • AHSCP • Housing Strategy	
		Implement a mediation and relationship counselling service in Angus	31/3/2020	No	% of homeless assessments where reason for homelessness is relationship breakdown / asked to leave (no violence /abuse)	35% (260)	-30% (182)	AHSCP Housing Strategy +Year 1 £94,610 +Year 2 £90,913 +Year 3 £92,455

Outcome	Priorities	What actions are underway/ planned?	When will this be completed?	Existing strategy/ action plan?	Indicators	Baseline 2017/18	2024 target	Resources Required
		Review and implement a revised protocol for Angus prisoners in line with the SHORE standards	31/3/2019	Angus Community Justice Outcomes Improvement Plan	No of homeless assessments where previous accommodation was prison	28	0	Existing resources: <ul style="list-style-type: none"> • Housing Strategy • AHSCP • Community Justice Partnership • CHTs & RSLs
		Review 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 31/9/2019	Angus ASB & Community Safety Strategy	% of homeless assessments where reason for homelessness is relationship breakdown (violence / abuse)	17% (126)	-40% (76)	Existing resources: <ul style="list-style-type: none"> • Housing Strategy • CHTs & RSLs 	Evaluate the effectiveness of enhanced security measures in social housing for women and their children
		31/9/2019	Angus ASB & Community Safety Strategy	% of homeless assessments where reason for homelessness is relationship breakdown (violence / abuse)	17% (126)	-40% (76)	Existing resources: <ul style="list-style-type: none"> • Housing Strategy 	Develop information and guidance materials for private tenants
		31/3/2020	Angus Local Housing Strategy	% of homeless assessments where reason for homelessness is action by landlord / lender	15% (113)	-40% (68)	Existing resources: <ul style="list-style-type: none"> • Housing Strategy 	Provide training and awareness raising on new tenancy regime and tenancy rights for Housing staff
		31/3/2020	Angus Local Housing Strategy	% of homeless assessments where reason for homelessness is action by landlord / lender	15% (113)	-40% (68)	Existing resources: <ul style="list-style-type: none"> • Housing Strategy 	

Outcome	Priorities	What actions are underway/ planned?	When will this be completed?	Existing strategy/ action plan?	Indicators	Baseline 2017/18	2024 target	Resources Required
		Create awareness of and make appropriate use of First-tier Tribunal referral powers, monitoring Angus cases considered by the First-tier tribunal	31/3/2020	Angus Local Housing Strategy	% of homeless assessments where reason for homelessness is action by landlord / lender	15% (113)	-40% (68)	Existing resources: • Housing Strategy
		Raise awareness of Mortgage to Rent scheme	31/3/2019	No	% of homeless assessments where reason for homelessness is action by landlord / lender	15% (113)	-40% (68)	Existing resources: • Housing Strategy
		Renew focus on housing options advice as part of housing application and needs assessment and implement PREVENT 1 guidance	31/3/2020	No	Number of homeless applications % of prevent cases where outcome is made homeless application	741 53% (612)	435 -50% (306)	Existing resources: • All stakeholders
		Review roles and processes in housing teams in order to ensure early intervention to prevent homelessness	31/3/2019	No	Number of homeless applications % of prevent cases where outcome is made homeless application	741 53% (612)	435 -50% (306)	Existing resources: • CHT – will be met within service redesign
	Ensure households get through the homeless system faster	Review appointment system to ensure households who are homeless / at risk of homelessness receive necessary assistance at first point of contact	31/3/2019	No	Case duration Number of homeless applications Length of stay in temporary accommodation	164 days 741 132 days	80 days 435 60 days	Existing resources: • CHT – will be met within service redesign

Outcome	Priorities	What actions are underway/ planned?	When will this be completed?	Existing strategy/ action plan?	Indicators	Baseline 2017/18	2024 target	Resources Required
		Implement online housing need and homeless assessment case management system	31/3/2020	No	Case duration Length of stay in temporary accommodation	164 days 132 days	80 days 60 days	Existing resources: Housing Strategy +£75,000
		Review roles and processes in housing teams in order to ensure early intervention and streamline services (from application through to re-housing) focusing responsibility on getting homeless households through the system quicker	31/10/2019	No	Case duration Length of stay in temporary accommodation	164 days 132 days	80 days 60 days	Existing resources: • CHT – will be met within service redesign
		Review households currently occupying temporary accommodation and convert to SST where appropriate	31/3/2021	No	No of households in temp accommodation Total capacity of temporary accommodation Length of stay in temporary accommodation	127 194 132 days	80 93 60 days	Existing resources: • CHT -£86,668
		Work with other social housing providers to review rehousing processes to ensure homeless households, or those in greatest housing need are being housed as quickly as possible	31/3/2021	No	Case duration Length of stay in temporary accommodation	164 days 132 days	80 days 60 days	Existing resources: • Housing Strategy • RSLs
		Work with revenues and benefits to review existing processes to ensure applications for DHP and SWF are streamlined in line with rapid rehousing objectives	1/12/2019	No	Case duration Length of stay in temporary accommodation	164 days 132 days	80 days 60 days Existing Resources:	• Housing Strategy • Revs & Bens

Outcome	Priorities	What actions are underway/ planned?	When will this be completed?	Existing strategy/ action plan?	Indicators	Baseline 2017/18	2024 target	Resources Required
		Review the existing processes for the provision of furniture and goods to homeless households 31/3/2020	No	Case duration Length of stay in temporary accommodation	164 days 132 days	80 days 60 days	Housing Strategy - £38,000	Implement the revised common allocations policy
	Ensure homeless households can access existing housing	31/3/2020	Angus Local Housing Strategy	% of lets to homeless households	LA 37% RSL 24%	Annual target 58% 2018/19	Existing Resources: • Housing Strategy • CHTs • RSLs	Review nominations agreements with RSL partners
		31/3/2021	No	% lets to homeless households	LA 37% RSL 24%	Annual target 58% 2018/19	Existing Resources: • Housing Strategy • RSLs	Develop a Rent Deposit Scheme
		31/3/2020	Angus Local Housing Strategy	Total lets to statutory homeless in the private rented sector	26	50	Existing Resources: • Housing Strategy • CHTs +£5,000	p/a
		31/3/2020	Angus Local Housing Strategy	Total lets to statutory homeless in the private rented sector	26	50	Existing Resources: • Housing Strategy	
		31/3/2022	No	Total lets to statutory homeless in the private rented sector	26	50	Existing Resources: • Housing Strategy	
		Review empty homes initiatives to increase PRS lets to homeless households	31/3/2022	No	Total lets to statutory homeless in the private rented sector	26	50	Existing resources • Housing Strategy • Affordable Housing Account +£100,000

Outcome	Priorities	What actions are underway/ planned?	When will this be completed?	Existing strategy/ action plan?	Indicators	Baseline 2017/18	2024 target	Resources Required
	Ensure homeless households can access the right type of support	Review outcomes from support provision and where appropriate make recommendations to address the findings	31/3/2021	Angus Local Housing Strategy	% tenancies sustained for 12 months	89.30%	95%	Existing resources • AHSCP
		Review supported accommodation provision in Angus progressing towards smaller, specialist units within a psychologically informed environment	31/3/2022	No	Capacity of Supported temporary homeless accommodation No of household allocated specialist supported accommodation	23	6 5 households per annum	AHSCP Housing Strategy -£330,000 AHSCP +£156,000 p/a
		Implement Housing First initiative in Angus	31/3/2020	No	Total current housing first provision % tenancies sustained for 12 months Case Duration No of households in temporary accommodation	89.30% 164 days 127	15 per annum 95% 80 days 80	AHSCP Housing Strategy +£103,100 p/a
	Increase affordable housing supply to meet needs of homeless households	Deliver 120 new affordable homes per annum through the Affordable Housing Supply Programme and other non-grant funded initiatives	31/3/2021	Angus Local Housing Strategy	No of affordable homes delivered	95	120 per annum	Housing Strategy RSLs Met by existing Resource Planning Assumptions
		Include analysis of current and projected homeless need in HMA profiles	31/3/2020	No	% lets to homeless households	LA 37% RSL 24%	Annual target 58% 2018/19	Existing Resources: • Housing Strategy
		Set supply targets in LHS/ SHIP to meet identified homeless need	30/9/2019	No	% lets to homeless households Target met	LA 37% RSL 24%	Annual target 58% 2018/19 TBC	Housing Strategy RSLs Met by existing Resource Planning Assumptions

Appendix 2: Stakeholder Contribution Statements

“ The Angus Community Justice Partnership oversees the delivery of the objectives defined in the Community Justice (Scotland) Act 2016 and has the responsibility for the development, delivery, monitoring and evaluation and reporting on the Angus Community Justice Outcomes Improvement Plan (ACJOIP).

The aims of the ACJOIP are reflected in the vision of rapid rehousing and the partnership is committed to supporting the priorities and actions identified in the Angus Rapid Rehousing Transition Plan. We recognise that settled housing with the right support is paramount in preventing and reducing further offending and a rapid rehousing approach ensures safe and effective reintegration into local communities.

Chair - Angus Community Justice Partnership

“ The Angus Health and Social Care Partnership directs and plans all adult health and social care services in Angus. Our vision is to place individuals and communities at the centre of our service planning and delivery in order to provide person-centred outcomes.

Our 2019–2022 Strategic Commissioning Plan outlines the vision and priorities for health and social care, as well as how services can develop to respond to the changing needs of individuals, families and communities. Priority 1 within our plan 'Improving Health Wellbeing and Independence', supports enablement and prevention and aligns closely with the objectives of rapid rehousing.

The introduction of rapid rehousing will require change in the health and social care landscape, and how current services can support the RRTP response to clients with complex or multiple needs being supported to reach and sustain settled housing outcomes. We recognise that close partnership working is fundamental to the successful implementation of rapid rehousing in Angus.

Service Manager - Angus Health & Social Care Partnership

“ Angus Housing Association aims to contribute to providing high quality, affordable housing for all those individuals, families and communities in Angus and Dundee who are in need of the fundamental human right of a decent, secure home to call their own. At present we have over 1,300 houses of various types and sizes in our management throughout Angus.

We are committed to increasing affordable housing supply to meet needs of homeless households in Angus and have delivered around 95 units since 2013. Funding for a further 156 units is allocated within the Angus SHIP.

As well as working in partnership to support our tenants and increase the focus on prevention of homelessness, we work closely with Angus Council to ensure homeless households can access housing via our Section 5 agreement and will continue to meet the needs of homeless households in Angus through robust monitoring and review of the agreement.

Director - Angus Housing Association

“ *Caledonia Housing Association is one of Scotland’s leading providers of high quality affordable homes for people in housing need. We own and manage around 500 homes across Angus and a further 5000 homes across Scotland. We are a registered Scottish Charity and provide homes for rent and also low cost home ownership. We cater for many diverse needs, offering mainstream housing for families, couples and single people, as well as supported accommodation, sheltered and amenity housing, residential care and other specially adapted properties, including those specifically designed for wheelchair users.*

As a member of Angus’ Housing, Health and Social Care Strategic Planning Group we strive to support our tenants to sustain accommodation and prevent homelessness. We have been a partner on the Angus Common Housing Register since 2015 and are committed to ensuring homeless households can access settled and suitable housing outcomes as quickly as possible. We are continuing to explore sites with varied capacity and are considering developments across Angus to increase affordable housing supply that will help to meet the needs of homeless households.

Director – Caledonia Housing Association

“ *Established in 1967, Hillcrest Housing Association is one of Scotland’s largest housing associations. We have 1498 good quality homes at affordable rents across Angus. We aim to foster positive communities and improve the lives of our tenants and customers and as a member of Angus’ Common Housing Register we are committed to ensuring people who experience homelessness reach a settled housing outcome as quickly as possible. As well as continuing to work in partnership with the council and others to prevent homelessness, we are committed to meeting the needs of homeless households in Angus, increasing access to housing for homeless households and increasing affordable housing supply in Angus.*

Director – Hillcrest Housing Association