



# Fife's Rapid Rehousing Transition Plan 2019-24

December 2018



It is a pleasure to present Fife's first Rapid Rehousing Transition Plan (RRTP) which represents our strategic approach to addressing the needs of households that are homeless and in vulnerable housing circumstances. The Plan is part of our strategic planning framework and a component of the Local Housing Strategy as the leading strategic plan for housing and related services across all tenures.

The proposals set out a commitment to transformational change in homelessness services over the coming five years which are heavily influenced by the work of the Homelessness and Rough Sleeping Action Group (HARSAG) and apply a local interpretation of the Scottish Government's High Level Homelessness Action Plan. As part of the Local Housing Strategy, the RRTP is linked to the Plan for Fife and a range of other partnership plans, reflecting the importance of good quality housing to improving quality of life.

In the time-scale available, we have engaged organisations, communities and individuals to assist our understanding of the priorities and actions to re-wire the homelessness system in Fife. At a time of continuing public sector financial restraint, we recognise the significant challenges the Plan presents and the external government and partnership support that will be required to achieve the scope, nature and extent of change required.

I look forward to working with you to meet these challenges and thank you for your support in delivering Fife's ambitious Rapid Rehousing Transition Plan.



**Cllr Judy Hamilton**  
**Chair of the Fife Housing Partnership**

## Fife's Rapid Rehousing Transition Plan Context Statement

The Scottish Government's *Programme for Government* commits to ending rough sleeping in Scotland and transforming the use of temporary accommodation, backed up by a 5-year fund of £50m to "end homelessness together". To take this commitment forward, the First Minister called together the short-life Homelessness and Rough Sleeping Action Group (HARSAG) which met between October 2017 and June 2018.

Four key questions were set by the Scottish Government:

1. How do we reduce rough sleeping this Winter?
2. How do we end rough sleeping in Scotland?
3. How do we transform temporary accommodation?
4. How do we end homelessness?

HARSAG produced a series of 70 recommendations which have been accepted by the Local Government & Housing Minister to form the high-level action plan to end homelessness in Scotland. Six recommendations all relate to the financing of temporary accommodation. A major element of finance is housing benefit which is a reserved power for the UK Government. Work is ongoing to size the total housing benefit support for temporary accommodation to begin discussions with the UK Government to devolve housing benefit funding for temporary accommodation to Scotland. Given this lack of clarity, it must be recognised that Rapid Rehousing Transition Plans will need reviewed and updated on an ongoing, annual basis.

The production of the high-level national action plan has been led by the Scottish Government/CoSLA Homelessness Prevention Strategy Group (HPSG) and Rapid Rehousing Transition Plans will be the vehicle to drive significant change required to end homelessness at a local level based on the premise that:

*A safe and secure home is the best base to build and live our lives. Reducing the time people spend homeless and in temporary accommodation also reduces the damage to people's health and wellbeing that being homeless causes.*

*Where homelessness cannot be prevented, 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.*

Fife's Rapid Rehousing Transition Plan sets out the 5-year direction of travel for housing access, homelessness and associated services to transform housing and support options for those that are homeless, or living in vulnerable housing situations, over the next five years. The development of the Plan has been supported by an extensive consultation process involving delivery partners within the Local Housing Strategy framework, Short Term Housing Support and Homelessness PSP, Fife Housing Register Partners as well as the Health and Social Care Partnership amongst other key strategic partners.

The Plan is submitted on behalf of the Fife Housing Partnership in recognition of the wider strategic and sector interest in improving access to housing. The Partnership welcomes the opportunity to define the housing and homelessness context within Fife and set out a strategic, coherent and resourced Plan in response to the HARSAG recommendations which covers;

- The Local Housing Market and homelessness context
- A baseline of temporary accommodation supply and 5-year vision for temporary accommodation and actions to achieve this
- Analysis and identification of social and support needs to enable rapid rehousing and potentially Housing First approaches where appropriate
- Actions to increase the supply of settled housing and support options for households who are homeless or potentially homeless
- A fully developed and costed resource plan

The production of the Plan is a significant step forward in meeting the needs of those in poverty and living in vulnerable housing situations, but also as a platform to promote health equality and improved life chances for Fife residents linked to the outcomes set out within the Plan for Fife and the wider strategic planning framework. The following shows the links that improving outcomes for homeless households will make to the Plan for Fife Ambitions.

## Ambitions for Fife



The RRTP development and implementation process is supported by a developing Project Management structure as set out below in Figure 1:



Figure 1

The Plan is based on promoting a rapid re-housing approach as a default position, however, improvements in services will rely on cross-government commitment to;

- Long term investment in new affordable housing supply beyond 2021
- Improve standards, security and affordability within the private rented sector where this is an appropriate housing option
- Improve outcomes for households in all forms of poverty, exclusion and disadvantage
- Respond to the needs of those households adversely affected by welfare reform, economic austerity and other forms of financial hardship
- Close the gap for households with complex and challenging support and care needs that fall between housing support and wider statutory service provision

Given the dynamic and complex demographic health, social, economic and environmental issues which can lead to homelessness, the RRTP will be subject to continuous monitoring and review as it becomes embedded within Fife's strategic planning framework, providing a focus and priority for housing access and related services. As part of this process, the need for re-development linked to Local Housing Strategy and Investment priorities will be an ongoing annual process.

# 1. Local Market Context

## 1.1 Housing Market Context

Two separate housing need and demand assessments (HNDAs) have recently been carried out to inform the current LHS and SHIP:

- TAYplan HNDA – assesses housing need and demand for North East Fife, Angus, Dundee and Perth and Kinross
- SESplan HNDA – assesses housing need and demand for Central and West Fife, Edinburgh, the Lothians and Scottish Borders

These assessments are expected to be refreshed by 2020 incorporating updated national guidance for housing need and demand assessments to embed a focus on RRTPs. The HNDAs estimate total housing need by including the number of homeless households, concealed households, overcrowded households, households requiring adaptations, households requiring specialist forms of housing and households living in poor quality housing. The methodology assumes a proportion of those households will be able to afford to resolve their housing needs based on a comparison of local household incomes against housing costs. After netting off these households, a combined total of **19,361 households** in Fife were assessed as being in housing need through the HNDAs. These households will require some form of housing assistance, although not necessarily through the provision of a new home.

The combined HNDAs show a requirement for 1,146 homes in Fife per annum based on an assumption of steady economic improvement.

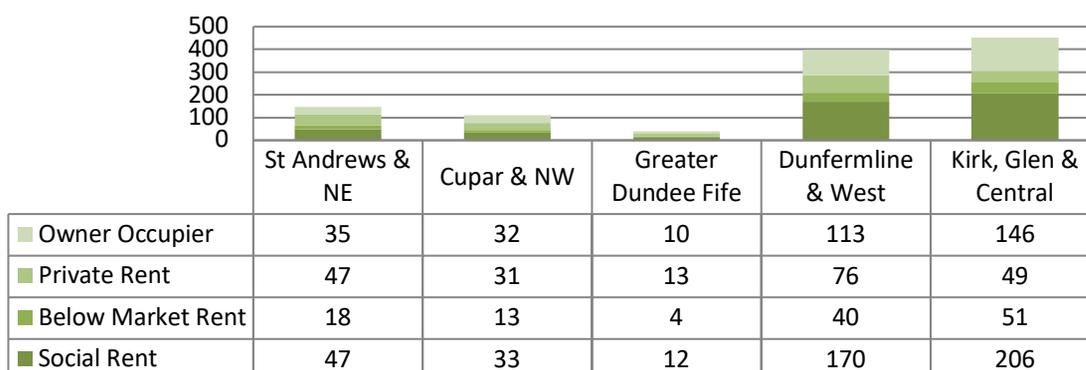
### Annual Housing Need and Demand 2018-2030

Area	Social Rented	Below Market Rent	Private Rented	Owner Occupied	Total
TAYplan	92	35	91	77	295
SESplan	376	91	125	259	851
<b>Fife</b>	<b>468</b>	<b>126</b>	<b>216</b>	<b>336</b>	<b>1,146</b>

Source: TAYplan HNDA (2014) and SESplan HNDA (2015) / Averaged across years

The combined HNDAs assess a need for 594 affordable homes per annum from 2018-30 (468 social rented plus 126 Below Market Rented homes). The demand for market housing is assessed at 552 homes per annum from 2018-30.

### Annual Housing Requirement by HMA / Estimates from Combined HNDAs (2018-2030)



Source: TAYplan HNDA (2014) and SESplan HNDA (2015) / Based on assumptions of steady economic growth and including analysis for Fife's proportion of the Greater Dundee HMA

Household projections show Fife's average household size is reducing; the proportion of single adult and single parent households is increasing against a reducing proportion of family households containing three or more adults, or two or more adults with children. This results in a general requirement for smaller-sized homes, a trend identified within previous LHS.

## PROPOSED HOUSING SUPPLY TARGET

The outputs do not automatically translate into housing supply targets as a broad range of factors are taken into account in determining the level of new housing required. The respective TAYplan and SESplan authorities in 2015 worked through statutory processes to provide housing supply targets for 2018-30:

	Proposed Affordable Housing Supply Target / Per Annum
TAYplan	74
SESplan	262
Total	336

## Future Delivery

The LHS 2015-2020 has outlined priorities for affordable housing tenure by Housing Market Area detailed above (approximately 87% social rent and 13% mid-market rent). The high proportion of social rented properties currently reflected within the SHIP is indicative and every site will be subject to further design work and refinement.

## Tenure Mix of Proposed AHSP Funded SHIP Developments

LHS Area	Social Rent Units		MMR Units		Total in LHS Area
	FC	RSLs	FC	RSLs	
Fife Wide (Open Market Transactions)	25	0	0	0	25
Cowdenbeath	99	207	0	0	306
Cupar & HOF	53	122	0	56	231
Dunfermline & Coast	380	334	0	74	788
Glenrothes	394	32	0	0	426
Kirkcaldy	148	290	0	115	553
Largo & East Neuk	12	113	0	4	129
Levenmouth	80	36	0	20	136
St Andrews	150	90	0	24	264
Tay Coast	81	133	0	23	237
West Fife Villages	141	167	0	0	308
Totals	1563	1524	0	316	3403

The estimated units that could be delivered based on the funding available is shown below;

### Units Deliverable through Funding Available

	RPAs & 2HCT*	SR units**	MMR Units**	Total Units***
FC	£75.284m	1276		1276
RSLs	£100.480	1139	245	1392
Totals	£175.764	2415	253	2688

\*Based on a proportionate split of the funding (4/7 – RSLs; 3/7- FC)

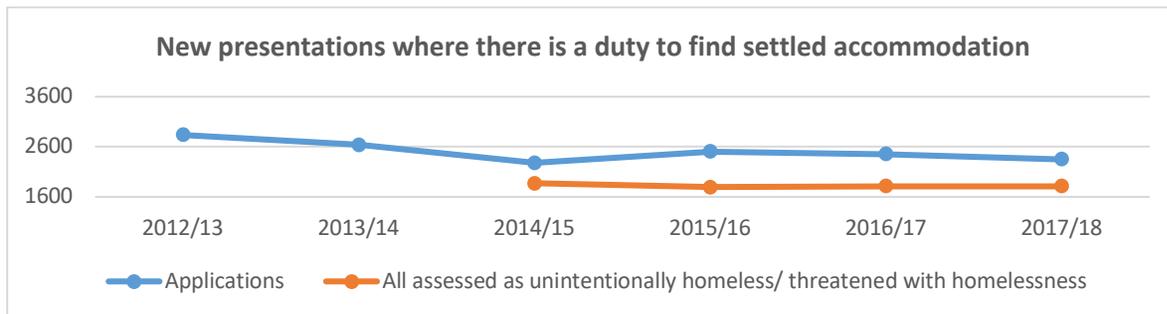
\*\*Based on 4p equivalent for RSLs

\*\*\*Assumes 9% of all units as MMR

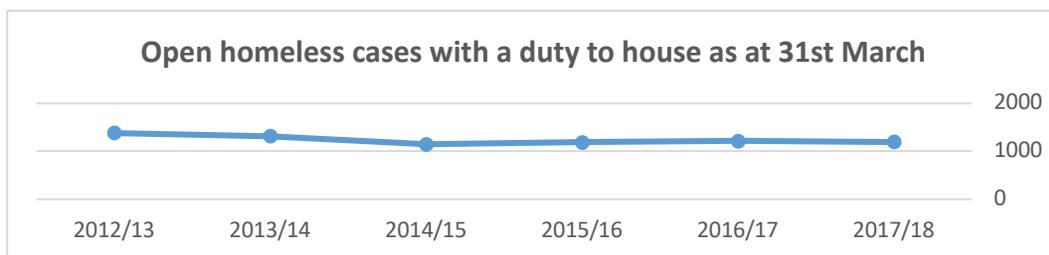
While the SHIP provides a target for meeting housing need, further analysis is required to agree the exact housing mix for size and tenure. This will be based on information from the combined HNDAs, analysis of housing lists and consultation with a range of partners to ensure the best strategic and local solutions to Fife's housing needs are delivered.

## 1.2 Housing demands and homelessness context

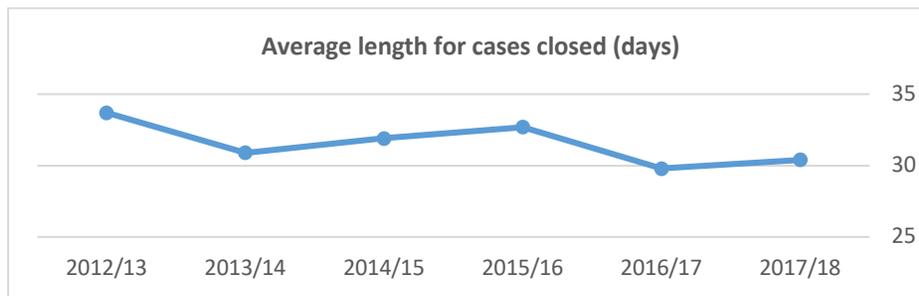
Within this strategic context, there is a need to apply a specific focus on trends within homelessness. Given significant changes in legislation affecting homelessness, the baseline is set at 2012 to profile homelessness trends over an extended period. The chart below shows there has been an overall reduction in homelessness presentations in Fife which is attributed to the national and local focus on housing options and prevention approaches. The presentation rate in Fife consistently remains over 2000 households per year, suggesting that housing options are only part of the package of services needed to prevent homelessness. While presentations have reduced, the level of acceptances has remained consistent and, without significant intervention, is not expected to change. In April, 2017 Fife Council re-focussed Housing Options and Prevention Services and has further plans to consolidate housing access services over the next two years within a Housing Access Hub service delivery approach to support further early intervention and prevention work aimed at reducing statutory homelessness in Fife.



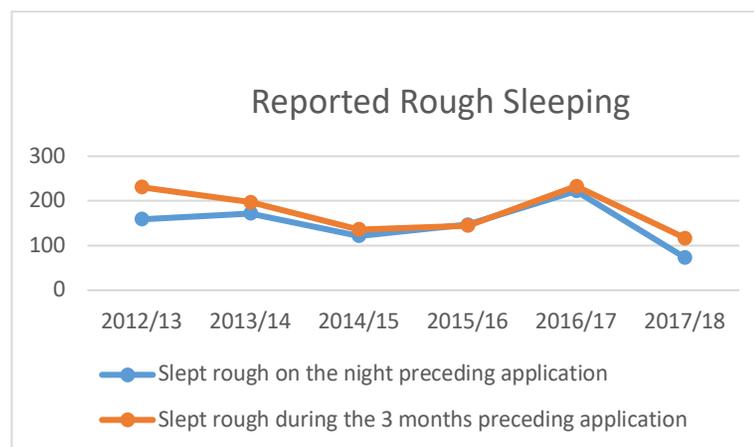
The number of households waiting for an offer of housing has also remained consistent, highlighting a 'backlog' of need. Analysis of cases highlights themes which relate to the need for particular types of housing and links to specific areas for social, tenancy support, educational, employment or other reasons. This shows a particular pressure in terms of the need for accommodation for single person households and those requiring larger properties.



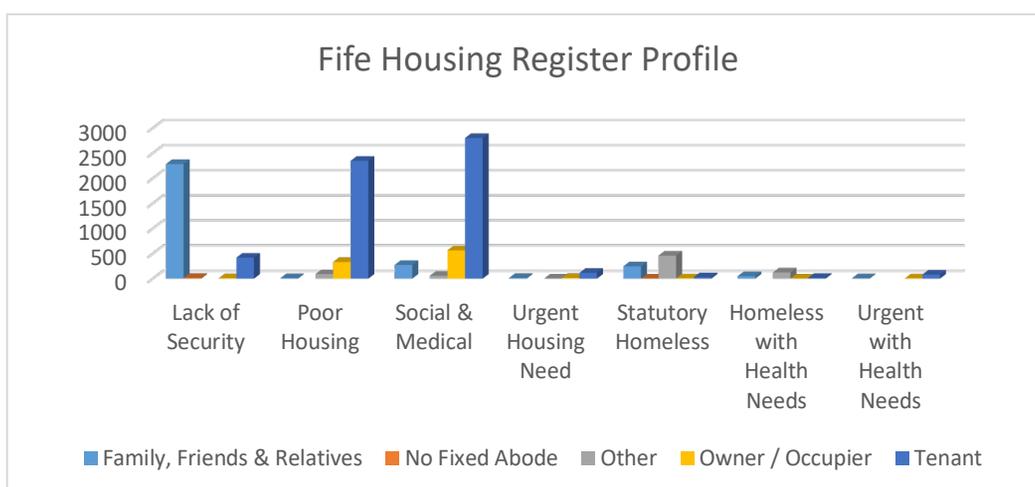
This area dynamic is also reflected within the average time to discharge duty to statutory homeless households. The average time to discharge duty is generally lower in areas of higher turnover within the Kirkcaldy and Levenmouth areas and longer in Fife's rural North East and South West Fife Areas. Waiting times are longer in the Dunfermline area due to high demand and low turnover within the city. The position is more variable in the Cowdenbeath area due to the nature of supply and demand within the former coalmining communities. While the average time for case closure is reducing, it is expected to increase in the short term due to the Council's corporate commitment to families with children in temporary accommodation and allocations quotas are increased to promote rapid rehousing. There is an added area of pressure where particular types of property are required to meet the needs of households with particular needs due to disability or other household circumstances which requires a more pro-active case management approach.



Long-term rough sleeping is not considered to be a significant issue within Fife. The following shows the number of households that report to have slept rough at the point of homelessness presentation, however, it is recognised nationally this is not necessarily a reliable indicator. Equally, this does not account for individuals who may not make themselves known to the local authority for a variety of reasons. Fife Council and partners have a positive record of responding to incidents of rough sleeping where this is identified and has a firm commitment to providing outreach services to engage and assist households where required.

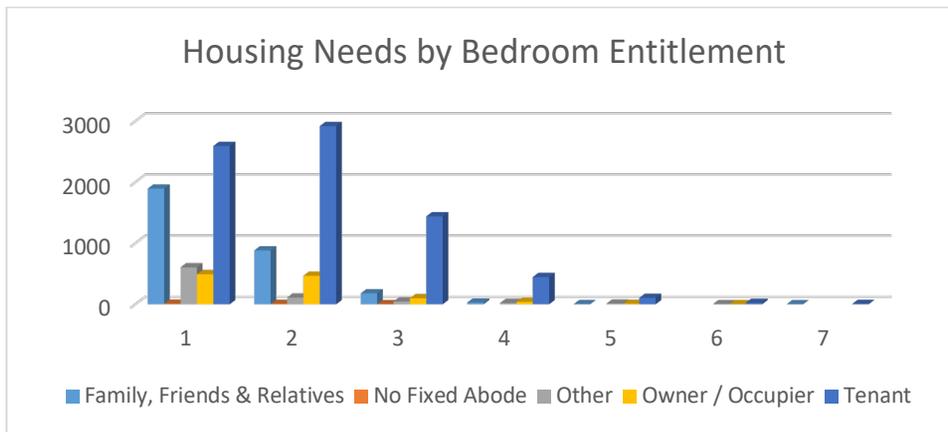


While the incidence of rough sleeping is considered to be low in comparison to other parts of the country, there is a wider, more discrete issue of households living in insecure, vulnerable housing circumstances including a level of 'sofa surfing' and transient living circumstances. This is evidenced by the fact that around half of those assessed as homeless and waiting for housing are occupying temporary accommodation and the balance are considered as 'homeless at home'. This is also evident from analysis from Fife Housing Register's Lack of Security category which reflects the prevalence of these housing needs which are outwith the statutory homelessness system.



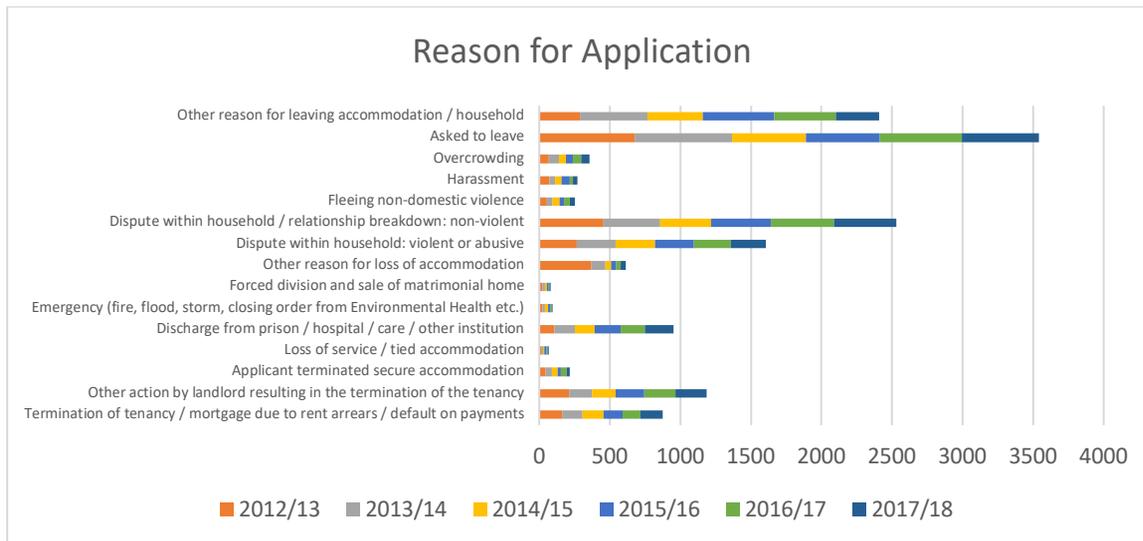
Fife Housing Register: November 2018

The analysis of housing needs for particular property sizes further emphasises the need for smaller property sizes as articulated through the SHIP. Levels of need for larger family sized housing, and housing for households with particular due to disability or supported housing needs are less prominent but equally challenging to respond to given shortages in supply.



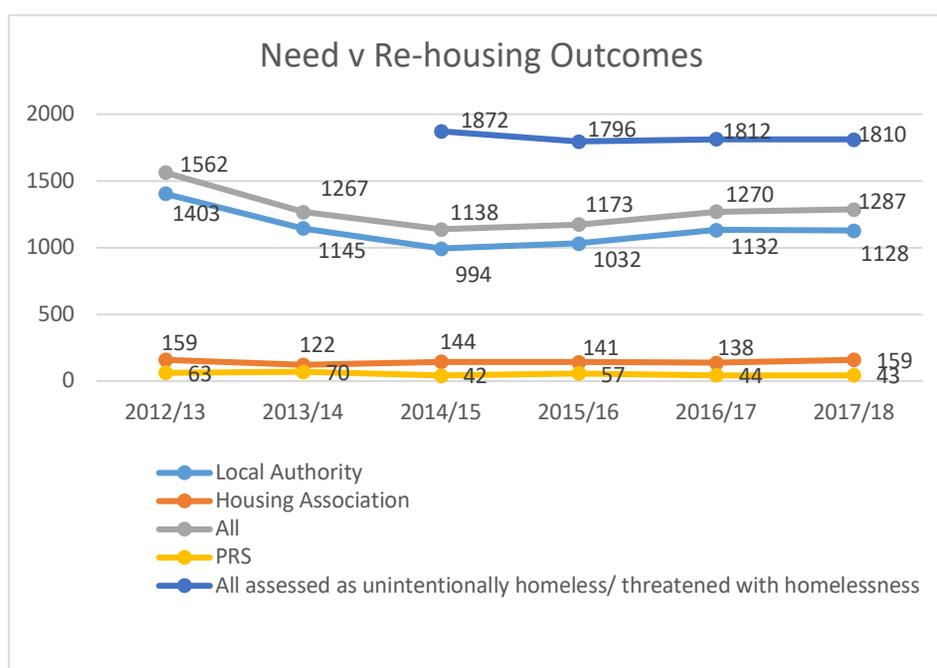
Fife Housing Register: November 2018

The following graph highlights the circumstances from which households become homeless. This shows relationship breakdown (violent and non-violent) as the main reasons for homelessness. However, there is a growth in the number of households losing their home due to financial reasons and landlord action which is linked to impacts of the current economic climate and welfare benefit reform. The number of households being asked to leave is representative of the insecure housing situations a number of households live in which is reflected in FHR applications.



Fife has one of the largest and most comprehensive Common Housing Registers in the UK and is supported by a strong management framework. Fife Housing Register provides a single point of access to housing and all housing, social and support needs, including homelessness, are managed through the Common Assessment of Need.

While Fife Council does have Nomination and Referral Agreements with all partner RSLs, allocations to statutory homeless households are largely managed through Fife Housing Register. The following graph shows that Fife Council are rehousing the vast majority of homeless households with contributions from the Housing Association partners and the Private Rented Sector.



This analysis highlights a crude shortfall in housing opportunity for statutory homeless households but this misrepresents the operation of the Council’s Transfer Led Allocations Policy and partner transfer activity. These figures also include allocations to specific needs and specialist allocations which cannot be discounted, but are disproportionately represented against the profile of the statutory homeless population. While the overall housing shortage and housing needs is evidenced through the HNDA and SHIP, the housing supply position in Fife is changing and in net growth due to the Council and Fife Housing Association Alliance’s commitment to the Affordable Housing Programme. This has positively impacted housing opportunity linked to the LHS and SHIP priorities and demonstrates a crude partnership allocations capacity exceeding 3,000 allocations per year.

Analysis of net need against current allocations outcomes highlights a gap in need which equates to around 400 households per year but also confirms that there is potential to close the gap through increased allocations activity. This commitment has been accepted by the FHR Partnership as part of a range of prevention, intervention and pro-active measures which have been built into the LHS Reporting Framework;

- Continuing the commitment to new build affordable housing by building 3,500 new affordable homes by 2022
- Increasing Council Allocations Quotas from 42% up to 50% of allocations
- Increasing Housing Association commitment to achieve 40% allocations from a baseline of 27%
- Increasing Housing Options and Housing Advice based prevention activity by a further 10% per annum
- Increasing referrals to the Private Rented Sector through Fife Key Fund and structured links to Private Sector Housing opportunities
- Establishing a Specific Housing Needs Commissioning Framework to facilitate a clearer housing pathway for households with particular needs

Throughout the period of the Plan this will be enhanced and embedded within the operational planning arrangements to recognise the diversity and dynamics of local housing markets by;

- Establishing 7 Council Area Based Lettings Plans with quotas to reflect commitments to statutory homeless households and prevention targets for those at risk of homelessness
- Increasing housing opportunities for single people by enhancing allocations quotas and working within the PSP to enhance shared tenancy schemes
- Developing Personal Housing Planning Approaches for those most 'at risk' of becoming homeless in partnership with Health and Social Care, Education, Criminal Justice and other key services to prevent statutory homelessness presentations
- Developing integrated Housing Access Hubs in key locations across Fife to promote a 'no wrong door' approach to service delivery for those in vulnerable housing circumstances
- Establishing early warning trigger systems through Health and Social Care Partnership activity building on developing Projects and other managed housing pathways
- Ensuring structured links are maintained between the housing access system and the Affordable Housing Programme, Fife Council's Acquisition Policy and the Council's Transfer Incentive Scheme

*Fife's commitment to Ending Homelessness Together*

## 2. Temporary Accommodation Baseline

Fife has a well-established network of temporary accommodation provision which is largely independent flats within the community. Some are supported accommodation provided through the Homelessness and Housing Support Public Social Partnership (PSP) but the majority are mainstream, furnished scatter flats managed by the Council. There is no integral support within the Council managed scatter flats but this may be provided in a variety of ways through housing management tenancy assistance, commissioned short term housing support and / or other forms of health and social care or specialist services.

There is cohort of accommodation unit-based accommodation with the Council providing, generally, emergency accommodation and PSP partners providing accommodation with support. Accommodation units are generally smaller scale with independent bedrooms and shared facilities as opposed to the traditional hostel concept of shared living. This accommodation is predominantly based in the central Fife area, focussed within the Kirkcaldy and Glenrothes areas specifically.

### 2.1 Capacity

Temporary accommodation capacity has increased considerably with a significant growth in temporary accommodation in the lead up to 2012 linked to a changing legislative requirement. Since then, the profile of accommodation has been dynamic with changes largely related to:

- Increasing specialist provision to minimise the use of B&B
- Re-provisioning Private Sector Leasing accommodation
- The Council de-registering Fife Council housing support services
- The creation of a consortium approach to the commissioning and delivery of homelessness and short-term housing support services through the PSP

The following table sets out the position in September 2018, but this is dynamic due to ongoing re-provisioning of PSL accommodation. In addition, there are a number of non-statutory accommodation resources providing self-referral access through RSL Group structures.

### 2.2 Statutory Provision

B&B Diversion	Westbridge Mill	6	Link Living
	James Bank	3	Kingdom Support & Care
Accommodation Unit	East Burnside, Cupar	6	Fife Council
	Tarvit Mill, Cupar	8	Fife Council
	Farmhouse, Glenrothes	9	Glenrothes YM
	Gilven House, Glenrothes	9	Fife Council
	Hyndhead, Buckhaven	11	Fife Council
	Trust in Fife, Kirkcaldy	27	Trust in Fife
	Victoria House, Kirkcaldy	8	Fife Council
	Rosslyn Street, Kirkcaldy	4	Fife Council
	Segal House, Dunfermline	13	Fife Council
Furnished Flats	Mainstream Scatter Flats	465	Fife Council / FHG
	Mainstream Scatter Flats	82	PSL
	Supported Scatter Flats	26	Glenrothes YM
	Supported Scatter Flats	17	Frontline Fife
	Shared Accommodation	83	
	Refuge Accommodation	35	Fife Women's Aid
	Enhanced Temporary Accommodation	3	

Changes within temporary accommodation provision have had a related impact on temporary accommodation occupancy, demand and usage over the years. The HARSAG call for an enhanced focus on the use of community based, furnished accommodation (as shown in the table below) is a direction of travel which is consistent with Fife's existing model of homelessness services. This needs to be balanced with the recognition that contributions from mainstream stock are finite and potentially contrary to the rapid re-housing ambition.

On this basis, Fife's vision for temporary accommodation aims to ensure that there is an effective balance between maintaining an adequate resource of temporary accommodation and enabling housing opportunities to other housing needs groups.

### Number of placements in temporary accommodation by type

	13/14	14/15	15/16	16/17	17/18
LA ordinary dwelling	526	707	878	952	1058
Housing association / RSL dwelling	17	9	2	0	0
Hostel - local authority owned	614	649	951	1131	873
Hostel – RSL	2	12	0	0	0
Hostel – other	282	678	472	622	516
Bed and breakfast	1256	1232	1190	28	100
Women's refuge accommodation	25	34	66	73	75
Private sector lease	153	250	332	254	167
Other placed by authority	13	14	3	0	1
Total (ALL)	2888	3585	3894	3060	2790

The majority of temporary accommodation provision operates as emergency accommodation and is managed in accordance with the Fife wide Temporary Allocations Policy. The aim of the plan is to continue to enhance mainstream services but, recognising the needs of a particularly vulnerable and diverse community, develop specific and supportive resources and responses to enable a more person-centred housing, support and care response to identified needs. This will be achieved by converting a number of existing emergency accommodation hostels to supported accommodation and, linking to the Affordable Housing Development Programme, developing new innovative models of provision in order to;

- Mitigate incidence of repeat / revolving door homelessness
- Stabilise occupancy within temporary accommodation and support structured transitions to permanent accommodation based on a Personal Housing Planning Approach
- Reduce the need for temporary accommodation through more effective preventative measures and rapid rehousing approaches through case managed pathways
- Develop specialist, tolerant and flexible approaches to housing, support and care provision in partnership with Health and Social Care Services for those with complex needs

## 2.3 Accommodation Breakdown

### Bed and Breakfast

Over the last three years there has been significant reduction in the use of Bed and Breakfast. A specific focus on B&B diversion activity has reduced capacity to a single B&B which is only utilised for single person households and relatively short stays. Fife continues to adopt a B&B Diversion Policy and aim to eradicate B&B use over the period of the Plan.

## **Scatter Flat Provision**

The provision of temporary furnished flats largely operates through Fife Council's HRA stock and the vast majority is mainstream stock converted to provide homelessness temporary accommodation. Small scale contributions are made through Fife Housing Register partners and it is anticipated this is an area that may develop as part of RSLs contribution to the RRTP.

There is a small cohort of stock leased from Private Sector Landlords which was necessary to respond to significant changes in legislation dating back to 2012. However, given changes within the financial model for temporary accommodation, and a number of practical issues affecting PSL accommodation, there is an ongoing programme to re-provision PSL accommodation with mainstream scatter flats across the Fife by the end of 2018/19.

## **Accommodation Units**

There are nine accommodation units within Fife and these are operated on the basis that Fife Council provides mainstream, emergency response type accommodation with the units it manages and PSP Partners manage Registered, Supported Accommodation. All of the units are relatively small scale based on individual bedrooms and shared communal facilities.

## **Refuge Provision**

Refuge provision is managed by Fife Women's Aid as part of the PSP Consortium arrangements underpinning accommodation management and support arrangements within Fife. There are no plans to reduce the provision of refuge accommodation services as part of the RRTP but further recommendations will arise through the implementation of the WHIR Improving the Way We Work Project to enable a more flexible approach to respite accommodation. Above all, we aim to achieve faster flow out of refuge into permanent homes.

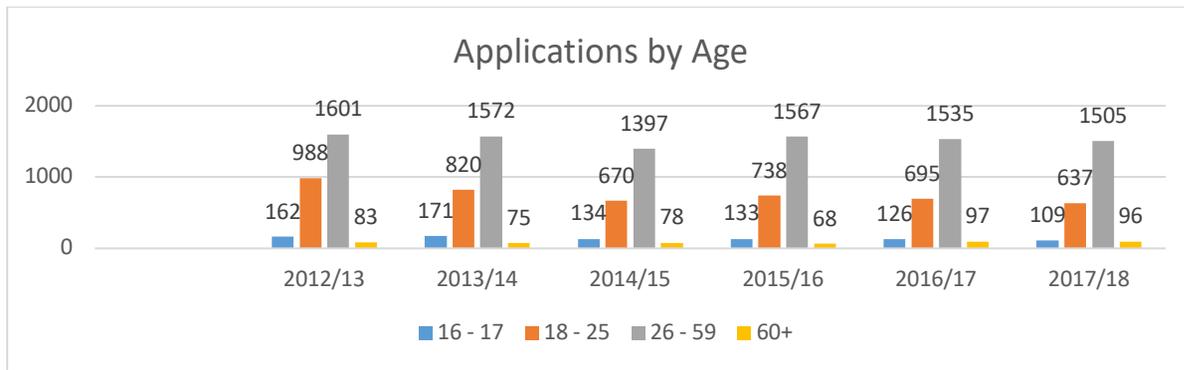
## **Enhanced Temporary Accommodation – Core and Cluster / Shared Accommodation**

In response to the closure of night shelter accommodation some years ago, and wider changes with homelessness legislation, different models of temporary accommodation were created in association with PSP Partners. This represents a small minority of temporary accommodation but has been recognised by the Temporary Accommodation Strategy Group as a basis for future development to meet the needs of particular customer groups.

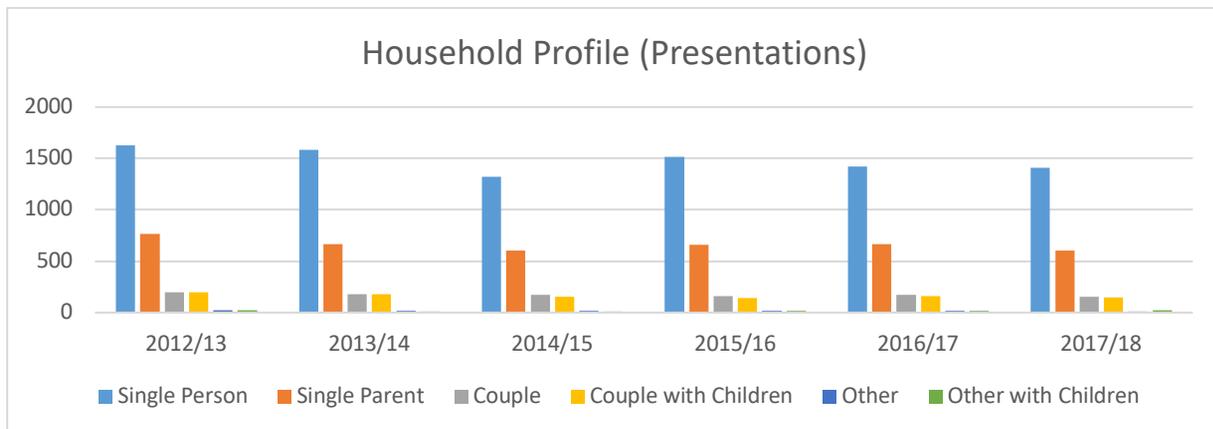
### **2.4 Potential Accommodation Usage**

The following graph represents the profile of households approaching the Local Authority for homelessness assistance on the grounds of homelessness or potential homelessness. The figures are based on presentations to demonstrate the potential demand for temporary accommodation - although recognises not all households require temporary accommodation and chose to remain 'homeless at home'. The following graphs show the pattern of demand and household profile have remained proportionately consistent over a number of years.

### 2.4.1 Type of households

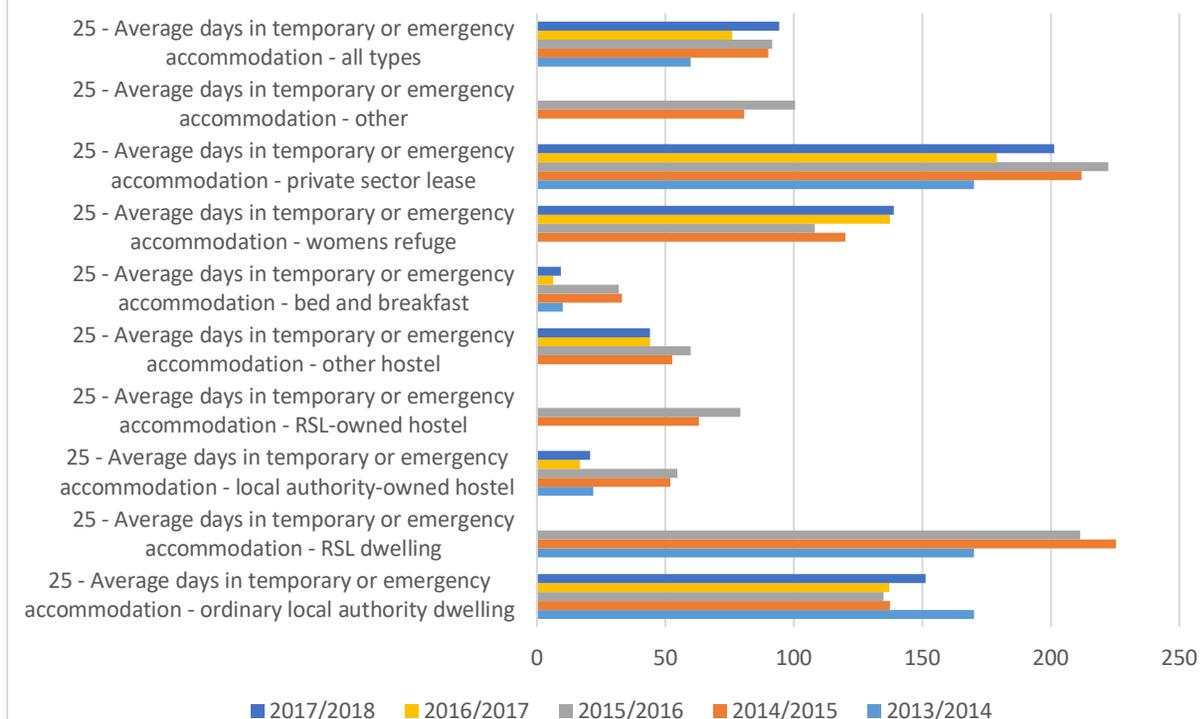


This shows the level of homelessness amongst the very young and more mature households are disproportionate to the needs of those within the other age categories. In combination with the graph below, this confirms the predominant demand for homelessness services comes from more mature single people. This presents a housing management challenge in terms of the profile of both temporary and permanent accommodation due to supply issues. While the numbers are proportionately lower, there is a similar mis-match in terms of households requiring larger family sized accommodation.



The following graph provides an indication of the numbers of households using temporary accommodation and shows a fluctuating trend across the years. This is partly due to the strategic growth, and subsequent redesign, of temporary accommodation but a consistent, high level of usage across all types. The average length of stay is expected to increase in the short term but subside as rapid rehousing actions are implemented.

## Average stay in Temporary Accommodation



### Key Issues

- Fife's temporary accommodation is disproportionately based in Central Fife, particularly emergency supported accommodation options. Through a re-provisioning strategy, this needs to be re-balanced with more resources established in East and West Fife to support the aim of maintaining families close to educational, health and support networks
- There is a lack of recognised support and diversity of accommodation provision, particularly for households with complex or challenging needs
- Mismatches in supply and demand need for single person households will be addressed through innovative approaches to shared accommodation, structured housing pathways and different models of interim accommodation
- Increasing supply of larger family sized permanent housing will be met through pro-active use of the Council's Transfer Incentive Scheme to free up larger family sized accommodation, the Council's Acquisition Policy and through the on-going growth within the Affordable Housing Programme

## 2.5 Level of support provided

Temporary accommodation is largely classified as emergency accommodation with support provided through commissioned Short-Term Housing Support (STHS) or tenancy assistance managed by the Council. Due to the way STHS is commissioned and managed, it is impossible to dis-aggregate support provided to occupants of temporary accommodation and those in other forms of secure or supported tenancy.

## **2.6 Housing First capacity**

While there is no programme of Housing First activity in Fife specifically focussed around homelessness prevention, Fife intends to adopt the national model, building on experience from the Pathfinder City Authorities as part of a commitment to meeting the needs of those with particular housing, health and support needs. In Fife, while there is not a high prevalence of long-term rough sleeping, there is a high incidence of revolving door homelessness which provides a focus for programmed activity to establish 75 Housing First tenancies per year.

This group includes;

- households that regularly lose temporary accommodation and move around different accommodation resources, potentially with short term gaps.
- Households that occupy temporary accommodation but regularly vacate due to short periods of imprisonment, hospitalisation or other reason
- Households that take up a tenancy or other more secure accommodation for a short term but represent as homeless within the year

It is estimated there are around 35-40 households in temporary accommodation with this background at any time. The PSP has carried out a research project to evaluate the needs of this distinct community and recommended two particular approaches. The first is an appropriately resourced Housing First Model, the second is a more flexible outreach support service. The PSP Governance Group has committed to funding a 'Test of Change' by recruiting specialist officers as part of a Transformational Change agenda. The PSP have also agreed to develop an academy model to embed Psychologically / Trauma informed practice across the Consortium and wider Housing Access Service delivery framework.

In addition, Housing Services are committed to working in Partnership with Services in a range of homelessness prevention activity. A summary of the programme work is set out below:

### **Homelessness and re-offending**

- Fife is also working closely with CoSLA and ALACHO to take forward a national initiative to adopt SHORE standards across all of the Prison estate. This will ensure consistency in approach and measuring the impact of SHORE as one consortium. The Public Protection Teams in Fife are working together as part of the Reducing Offending and Re-offending (ROAR) Group. The intention is to set up a Housing First model within a limited number of properties and is intended to support the ongoing development and implementation of the SHORE standards. This process would be subject to evaluation, including the potential for up-scaling the project subject to resource availability. Other initiatives are in the planning stages and are intended to support transitions, these include initiatives such as creating home leave flats as part of liberation planning arrangements.

### **Homelessness, Health and Social Care**

- The Hospital Intervention Project, based at Victoria Hospital in Kirkcaldy was launched earlier this year following an extensive period of development. Managed by SHELTER Scotland, the project is developing around Accident and Emergency Services and extending to other parts of the hospital discharge process. Housing, Health and Social Care Partnership Services are supporting the pilot project and it is being formally evaluated by Health Improvement Scotland.

## **Homelessness, alcohol and substance misuse**

- The Alcohol and Drugs Partnership has set up a sub group to develop the ‘Seek, Keep and Treat’ agenda in Fife. The aim is to establish a specialist outreach and community based team to respond to the needs of those with addiction, substance misuse and other related issues at the point of contact. The intention is to target individuals that may otherwise not report to statutory services and build up confidence within the community to improve housing, health and social care outcomes. The links between SK&T and the Ending Homelessness Together agenda have been recognised and national level and the developing proposal aims to consolidate these linkages at a local level.

## **Homelessness and violent relationship breakdown**

- Within Fife there is an established project around women experiencing domestic abuse – this is called the “Improving the way we work” project. The project is based on the Women’s Health Improvement Research produced by a group of women who have experienced domestic abuse and Scottish Women’s Aid. The aim of the project is to promote a full range of housing options and support to retain settled accommodation. The project will achieve this in the following ways –
  - A revised Housing Options pathway to be led by a consistent case manager. This will highlight all accommodation choices to women.
  - Legal options to have a perpetrator removed from accommodation through the application of the Housing (Scotland) Act 2001 and the Matrimonial Homes Act.
  - Better support to retain settled accommodation through the development of a flexible Prevention of Homelessness fund and increased access to housing support.

## **Homelessness and Care Experienced young people**

- Care experienced young people require assistance to access permanent accommodation and support. Working with colleagues in Children’s Services we would look to –
  - Establish targets within local Lettings Plans to house Young Care Leavers
  - Explore alternative accommodation solutions for Young Care Leavers e.g. Supported accommodation, Shared Living
  - Provide smoother transitions by developing further “Test Flats”
  - Provide additional housing support to ensure settled accommodation is retained

On this basis, the commitment to a small number of Housing First Tenancies is included within the Rapid Rehousing Transition Action Plan, not specifically as a response to long term rough sleeping but as part of a housing, health and care planning system designed to prevent repeated use of emergency response and reactive services arising from these initiatives

## **2.7 Affordability of Temporary Accommodation**

While the Fife partners are committed to rapid rehousing, there will be an enduring need for temporary and interim forms of accommodation. Where temporary accommodation is unavoidable the Partners are committed to a position where temporary accommodation feels like a mainstream, affordable option. Temporary accommodation rents are enhanced to fund the range of costs associated with the ownership, management, furnishing and other linked management factors. As part of Fife Council’s commitment to address poverty and increase opportunities for vulnerable households there is an intention to re-model rent structures to align with LHA rates for general needs accommodation and appropriate rates for supported accommodation based on the following Policy principles:

- Those in temporary accommodation should not be financially disadvantaged and should have equal opportunity to work and / or study in a normal housing setting
- No household should be in a position of debt due to accessing temporary accommodation
- The rent structure must comply with the diversity of accommodation and cover the costs associated with the management and delivery of temporary accommodation services

Initial rent modelling was carried out in 2017 as part of the preparation for proposed changes arising through Welfare Benefit Reform programme. This highlighted a potential budget deficit of around £2.8M p.a. across scatter flat accommodation which would have a significant and negative impact on homelessness services. In addition, hostels are currently deficit funded through the HRA by around £500K. Changes to the Temporary Accommodation Rent Structure need to be carefully considered as part of the maturing RRTP process.

### 3. Vision for Temporary Accommodation

While Fife has a significant resource of temporary accommodation this is largely provided on an emergency basis and the majority of provision is in central Fife. This represents a geographical mismatch in supply and demand, perpetuating a single service response to a range of complex housing, social and economic circumstances homeless, and potentially homeless households experience. The Vision is based on the following aims;

- The need for B&B type accommodation is eradicated
- Where the need for temporary accommodation is unavoidable, the primary response is community-based accommodation with associated housing support, health and social care services where appropriate
- Ensuring the provision of a range of accommodation options which balance the need for emergency responses with supported Psychologically / Trauma Informed Environments
- Enhancing housing with support options to provide a more person-centred approach to housing, health and social care support
- Time spent in temporary accommodation should be minimised, particularly as part of the Council's commitment to families with children

The vision will be delivered through five main workstreams which will be implemented incrementally throughout the period of the plan. This recognises the ability, capacity and financial viability to re-develop and configure services within current resources, and the lead in time for the development of new service models and the affordable housing programme:

- Decommissioning PSL Leased Properties due to lack of financial viability
- Decommissioning selected Local Authority hostel type accommodation based on assessed need, demand and locational / environmental factors
- Re-provisioning selected Local Authority hostels as supported, interim accommodation developed to meet the needs of homeless households
- Re-balancing the provision of temporary scatter flats in response to enhanced homeless prevention services, rapid re-housing approaches and a targeted Housing First model for those households most at risk of homelessness
- Enhancing the provision of supported / enabling accommodation based on a person centred personal housing plan
- Develop models existing models of shared accommodation which is effectively co-ordinated to provide benefits to those at risk of social isolation, exclusion or exploitation in a mainstream environment
- Establish new models of service provision which meet the needs of households with more complex needs and / or challenging behaviours.

### Key Actions to achieve the vision

- Enhance Prevention and Housing Options activity to reduce homelessness statutory presentations by 10% per year
- Develop a model to 'flip and replace' 20% (100 per year) of furnished flats to permanent accommodation creating the capacity to re-distribute temporary accommodation provision.
- Increase housing allocations quotas for Local Authorities and RSLs with a dual focus on statutory homeless households and prevention activity as part of a 'twin track' approach
- Develop structured relationships with the PRS, including a Private Rented Sector Resilience Fund to enable households to exercise their housing options where this is affordable, appropriate and meets household need
- Increase the focus on prevention services which are person centred to enable vulnerable households to remain at home with support or other forms of assistance where it is safe and appropriate to do so as part of a housing options approach
- Develop housing options pathways for those most at risk of homelessness to avoid statutory homelessness presentation and a reliance on temporary accommodation
- Develop effective processes to enable Housing First and Rapid Rehousing as part of the increasing access agenda linked to the established model delivering the Syrian Resettlement Programme
- Develop the concept of interim supported accommodation by re-provisioning existing Fife Council hostels, reviewing existing supported hostel provision and developing innovative models of enhanced temporary accommodation to meet needs

## 4. Housing with Support

While many households approaching the Council require no, or limited support, it is widely recognised that households experiencing homelessness can present with a variety of associated needs which extend beyond housing. Developing the rapid rehousing concept in Fife will require a significant commitment by the housing, health and social care partners to meet the needs of those with more complex and challenging needs. This was evidenced in the recent Health and Homelessness Research ([www.gov.scot/publications/health-homelessness-scotland/](http://www.gov.scot/publications/health-homelessness-scotland/)) which highlighted the prevalence of a range of health related conditions associated with those who are homeless and potentially homeless. This raises two key issues as part of the RRTP;

- increased usage of health and social care services can often be an indicator of, and precursor to, homelessness therefore effective early intervention and prevention homelessness services extend well beyond housing options and housing interventions.
- the support needs of those with particular health conditions and social circumstances are likely to be diverse and variable therefore the link between housing, health and social care services needs to be person centred, effectively integrated and flexible in response to individual need and circumstance.

While there is a wealth of evidence to underpin the nature, profile and scope of homelessness within Fife, this level of understanding does not extend to the support needs of households experiencing homelessness and living in vulnerable housing circumstances. This is an intelligence gap that will be addressed as a matter of priority within the early years of the RRTP in response to a Partnership perception that there is a growing vulnerability within the homeless community, and an increasing gap between housing support services and the availability of statutory and specialist support services provided through the Health and Social Care Partnership. The following provides an estimate of need based on the analysis of homelessness statistics, trends identified through the HL1 system and data which has been cross referred with poverty and deprivation data.

Needs	Est. % of caseload	Estimated no. of households	Projected increase / decrease	Est. Provision Required
<b>No / Low Support Needs</b>	66%	1,546	5% decrease	1,469
<b>Medium Support Needs</b>	22%	515	2% increase	525
<b>SMD / Complex Needs</b>	8%	197	1% increase	199
<b>Residential Support</b>	4%	97	2% increase	99

**No/low support needs -**

households with no/low support requirement who will easily move into mainstream settled housing with no need for specific support other than signposting and low-level housing management support provided by housing providers;

**Medium support needs -**

Households with medium support needs whether visiting housing support, or multi-professional wrap around support to enable people to live independently in mainstream housing;

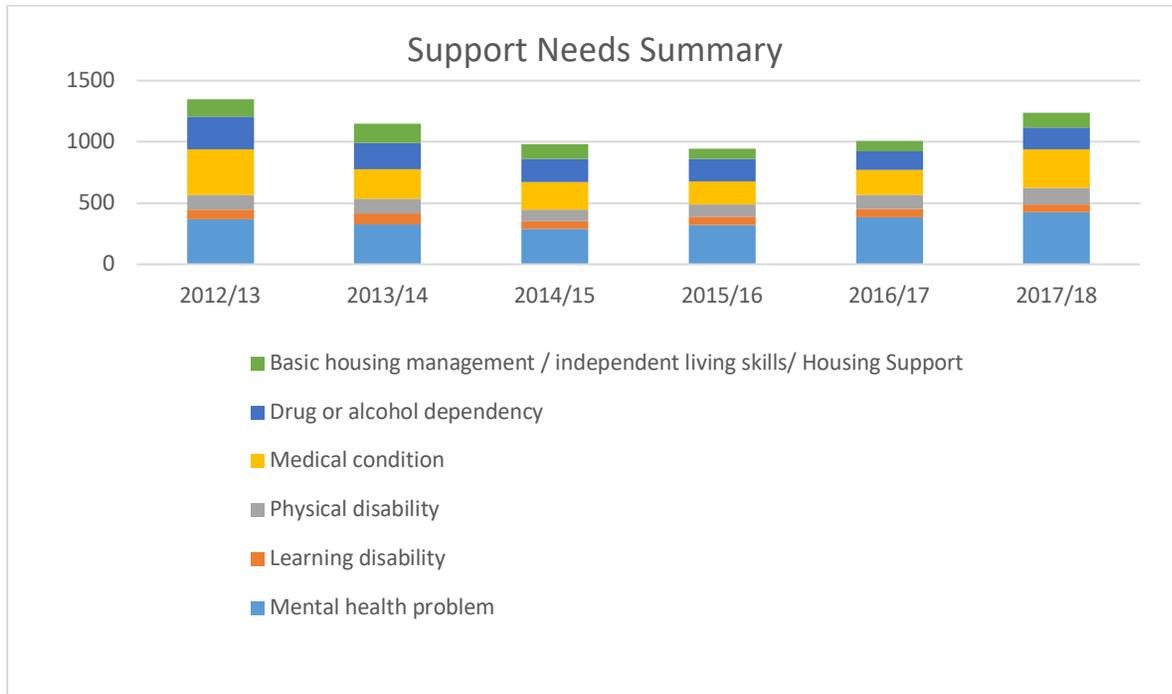
**SMD /Complex needs -**

Households with severe and multiple disadvantage or complex needs who would benefit intensive wrap around support and a Housing First approach to rehousing;

**Residential Support**

Households where independent living within the community is not possible or preferable for whatever reason (safety, risk to self or others, choice), and for whom shared and supported accommodation is the preferred housing option;

While this analysis is not considered to be fully robust, it shows the majority of households who experience homelessness report low or no support needs and this is reflected in the Health and Homelessness Research. However, analysis of trends over a period of time indicates that there is a projected increase in the numbers of households with potentially more complex needs with associated challenging housing requirements. The graph provides a profile of self-reported support needs to highlight the implications of the number of households presenting with mental health issues and households with addictions / substance misuse issues.



### Key actions to achieve housing support outcomes

- Carry out an independent needs assessment review, linked to an evaluation of service provision to inform later versions of the RRTP
- Continue to develop and support the Hospital Intervention, ROAR and Seek, Keep and Treat Pilots as effective approaches to prevent homelessness and repeat homelessness
- Ensure that the availability of, and growth of, Short Term Housing Support is monitored through the PSP Consortium to maximise housing support to vulnerable households
- Ensure that Housing First initiatives are fully planned to take account of the financial and resource requirement to deliver wrap around support and care where appropriate
- Deliver a Temporary Accommodation Re-provision approach to re-balance temporary accommodation and provide a greater range of supported accommodation options

## 5. Rapid Rehousing Plan

The development of the Rapid Rehousing Transition Plan sits within the context of a well- developed framework of housing access and related service provision through the LHS Partnership framework which brings together the key housing access, health and social care and wider partnerships. The PSP provides a key consortium forum which has the potential to deliver significant and transformational change although is working within the context of an increasingly difficult financial and resourcing environment.

Within this challenging financial environment there are positive indications of change that will support the rapid rehousing approach which are being led out through close connection and working with the Health and Social Care Partnership and a wider partnership framework that extends across Public Protection, Health Improvement and Education. The graphic attached as Appendix 2 sets out the direction of travel for housing and housing access services in Fife and the Fife Partners commitment to:

- Continue to increase the supply of appropriate housing through the Affordable Housing Programme
- Increase the focus on Homelessness Prevention Services, based around high quality housing options advice and incorporating a focus on improved health triggers
- Establish a series of housing access hubs across the area to bring together partner services based on a no wrong door approach
- Develop seven Area Lettings Plans through the Fife Housing Register Partnership to respond to the different housing and social environments across Fife and setting challenging housing access targets for homelessness prevention and resolution
- Diversify and re-distribute the supply of temporary accommodation to enhance the range of supported accommodation options where temporary accommodation is unavoidable
- Ensure that the experience of homelessness feels as normal as possible by providing temporary accommodation in community-based settings and at a proportionate cost
- Build on existing Housing Access Protocols to develop Personal Housing Planning and managed process for those most 'at risk' of homelessness
- Increase the understanding of the support needs associated with households experiencing homeless and ensure service provision is person centred
- Developing a common culture and approach across organisations which is psychological and trauma informed

## 6. RRTP Resource Plan

The following table sets out the estimated new Resource Requirement to support transformational change. The Resource Plan sets out the actions required to achieve the required change across the range of housing access services and funding streams.

<b>Transformational Change area</b>	<b>Yr 1</b>	<b>Yr 2</b>	<b>Yr 3</b>	<b>Yr 4</b>	<b>Yr 5</b>
Redesigning Temporary Accommodation	Rent Structure Re-model				
Promoting Prevention / Early Intervention	2,020	2,120	2,120	2,120	2,020
Increasing Opportunity and Supply		100	800	700	700
Raising Standards	300	400	400	400	400
Affordability	Rent Structure Re-model and UK Subsidy				
<b>Estimated Ending Homelessness Together (EHT) Fund Requirement</b>	<b>2,320</b>	<b>2,620</b>	<b>3,320</b>	<b>3,220</b>	<b>3,120</b>

Transformational Change	Action	Est Cost (£,000)	Fund Source	Funding Analysis	Outcome	Indicators
<b>Redesigning Temporary Accommodation:</b> General Needs Hostel Decommissioning and Repurposing as supported accommodation	Decommission Tarvit House as temporary accommodation and re-provision as specialist Accommodation (Purpose tbc)	280* (Yr 1)	Rent Structure Remodel to enable subsidy for SEA	Estimate costings are provided by the Temporary Accommodation Strategy Group investigating PSP Strategic Investment Options. These are largely revenue costs based on analysis of current hourly rates, management costs etc.	<ul style="list-style-type: none"> <li>Enhance the range of supported accommodation options</li> <li>Reduce repeat use of statutory services</li> <li>Improve health and well-being outcomes</li> </ul>	<ul style="list-style-type: none"> <li>Reduce statutory and repeat homelessness presentations</li> <li>Increase tenancy sustainability</li> <li>Reduce Repeat / Revolving Door Homelessness</li> <li>Promote take up of employability, health and education services</li> <li>Avoid use of B&amp;B and other forms of unsuitable accommodation</li> </ul>
	Review the use and function of Roslyn Lodge	100 (Yr 1)				
	Develop Victoria House to Supported Accommodation standard	280* (Yr 1)				
	Develop Segal House to Supported Accommodation standard	280* (Yr 2)				
	Evaluate the future of Gilven House and develop / re-model as required	150 (Yr 2)				
	<b>Homelessness Prevention:</b> Enabling Housing First and Supporting Rapid Rehousing	Implement the Housing First Model for 75 tenancies per year focussed on groups at risk of homelessness	570 p.a. (Yr 1-5)			
Replace 20% (100) scatter flats per year through conversion to mainstream tenancies and re-provision		250 p.a. (Yr 1-5)	EHT Fund	100 properties at a £2.5k cost for furnishing, set up and resource cost		
Evaluate the impact of a significant reduction in Temporary Accommodation provision by Year 3		-	EHT Fund	To be costed within the evaluation		
Increase Housing Support Funding to support tenancy sustainment		500 p.a. (Yr 1-5)	EHT Fund	250 additional households receiving short term / enhanced housing support		

Transformational Change	Action	Est Cost (£,000)	Fund Source	Funding Analysis	Outcome	Indicators
<b>Homelessness Prevention:</b> Housing Options Pathways	Develop a fully accredited Housing Options Approach and process linked to an evaluation of the revised Housing Options Pathway	-	HRA / GFHA	Existing Resources	<ul style="list-style-type: none"> <li>Homepoint is the baseline qualification for all housing advisors</li> </ul>	<ul style="list-style-type: none"> <li>Increase access to consistently high quality housing options advice</li> </ul>
	Evaluate the SHELTER Scotland led Hospital Intervention Project with a view to scaling up service delivery beyond Victoria Hospital	100 (Yr 2,3&4)	EHT Fund	2 x Housing Advisors	<ul style="list-style-type: none"> <li>Improve customer journey</li> <li>Reduce avoidable hospital admissions / stays</li> </ul>	<ul style="list-style-type: none"> <li>Reduce homelessness and A&amp;E presentations</li> <li>Improve customer journeys</li> <li>Improved health and social care outcomes</li> </ul>
	Develop Housing Options Pathways and Personal Housing Planning approaches for groups at risk of Homelessness	150 p.a.	EHT Fund	3 x Housing Options Advisors	<ul style="list-style-type: none"> <li>Focus on groups at most risk of homelessness through programme approaches</li> </ul>	<ul style="list-style-type: none"> <li>Quotas established within Local Lettings Plans</li> <li>Increase homelessness prevention rate</li> <li>Reduce use of Health and Social Care Services</li> </ul>
	Develop a series of Housing Access Hubs in Dunfermline, Kirkcaldy, Cupar and Levenmouth	500 per Hub (Est)	EHT Fund	<ul style="list-style-type: none"> <li>Segal Hse (Yr 1)</li> <li>Kdy (Yr 2)</li> <li>Cupar (Yr 3)</li> <li>L/mouth (Yr 4)</li> </ul>	<ul style="list-style-type: none"> <li>Increase access to high quality housing options, health and welfare advice</li> </ul>	<ul style="list-style-type: none"> <li>Increase availability of housing advice</li> <li>Increased partnership working arrangements</li> <li>No wrong door approach</li> </ul>
	Create a Private Rented Sector Resilience Fund to enable households to remain in the Private Rented Sector where it is appropriate with links to a social rented tenancy	50 p.a.	EHT Fund	<ul style="list-style-type: none"> <li>Scheme to be developed</li> </ul>	<ul style="list-style-type: none"> <li>Supporting 100 families in the Private Rented Sector per year</li> </ul>	<ul style="list-style-type: none"> <li>Reduce families entering temporary accommodation</li> <li>Reduce temporary accommodation occupancy</li> <li>Reduce transitions for those at risk of homelessness</li> </ul>

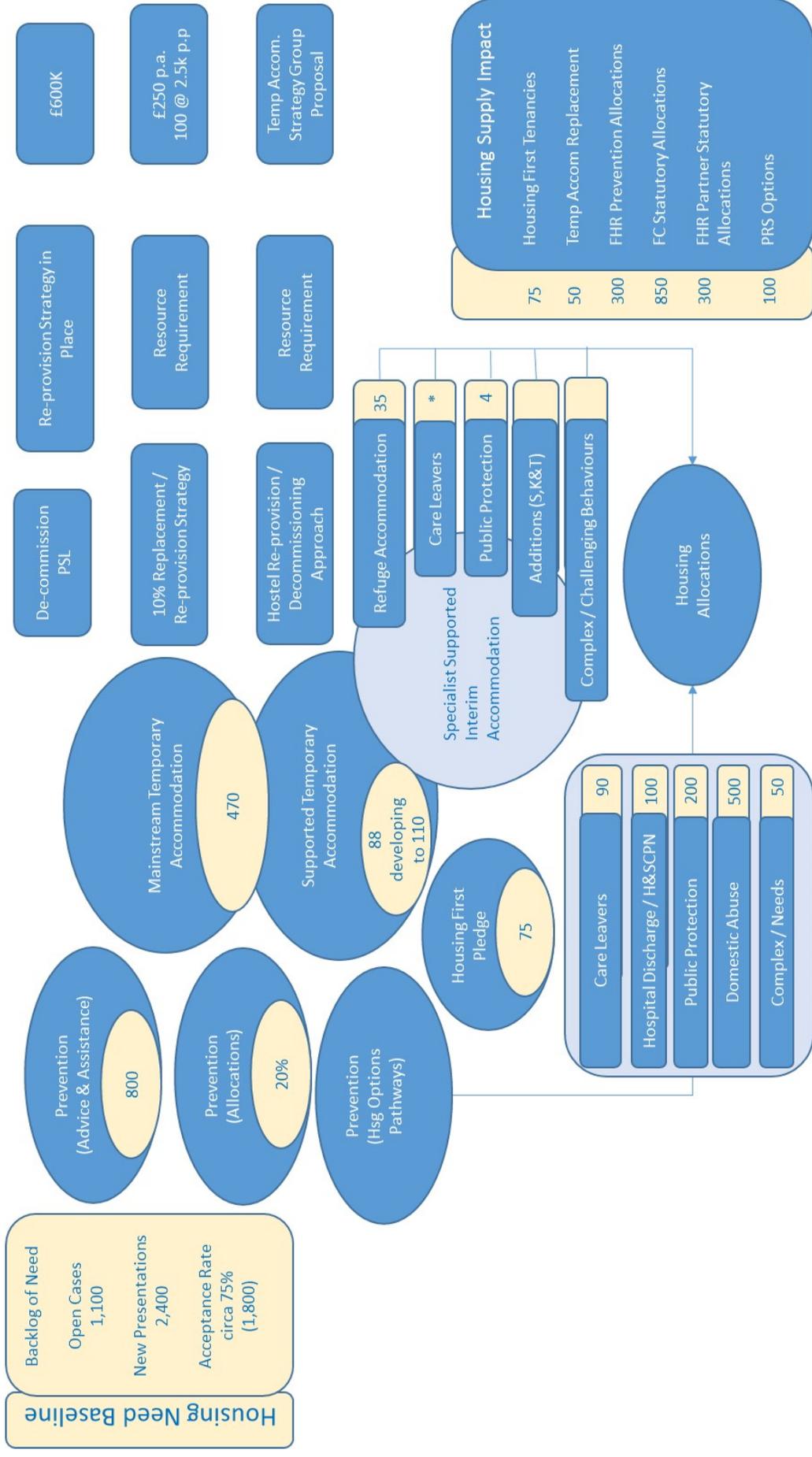
Transformational Change	Action	Est Cost (£,000)	Fund Source	Funding Analysis	Outcome	Indicators
<b>Increasing Opportunity and Supply</b>	Model and implement allocations targets for Council and RSL Partners	-	HRA	Existing partnership resources	<ul style="list-style-type: none"> <li>Increase access to housing</li> <li>Increase homelessness prevention</li> </ul>	<ul style="list-style-type: none"> <li>Local Lettings Plans to incorporating HF, Rapid Rehousing and Prevention Targets</li> </ul>
	Develop structured relationships with Private Sector Landlords to facilitate nominations and referrals	100 (Yr 2&3)	EHT Fund	Existing resources are supporting activity further resource required to develop	FHR provides access to a range of tenures	<ul style="list-style-type: none"> <li>Increase KeyFund Referrals</li> <li>Increase households entering accredited PRS accommodation</li> </ul>
	Diversifying Temporary Accommodation - develop new models of supported provision (Core and Cluster)	350* (Yr 3,4,5)	EHT Fund	Models developed by TASG. Buildings being identified	<ul style="list-style-type: none"> <li>Prevent repeat homelessness</li> <li>Increase tenancy sustainability</li> </ul>	<ul style="list-style-type: none"> <li>Increase provision of supported, specialist accommodation</li> </ul>
	Diversifying Temporary Accommodation - develop new models of supported provision (Houses in Multiple Occupation Model)	350* (Yr 3,4,5)	EHT Fund	Models developed by TASG. Buildings being identified	<ul style="list-style-type: none"> <li>Prevent repeat homelessness</li> <li>Increase tenancy sustainability</li> </ul>	<ul style="list-style-type: none"> <li>Increase provision of supported, specialist accommodation</li> </ul>
	Increase resources available to support the Council's Transfer Incentive Scheme	200 p.a.	HRA Pressure	Existing Scheme operates through HRA, resource required to enable Homelessness Prevention	<ul style="list-style-type: none"> <li>Increase housing supply</li> <li>Best use of partnership stock</li> <li>Balance homelessness and housing need</li> </ul>	<ul style="list-style-type: none"> <li>Reduce families in temporary accommodation</li> <li>Increase tenancy sustainment</li> <li>Increase turnover to balance housing needs</li> </ul>
	Continue to increase the supply of Affordable Housing	AHP	AHP	HNDA / SHIP / LHS	<ul style="list-style-type: none"> <li>Increase access to housing</li> </ul>	<ul style="list-style-type: none"> <li>Reduction in housing need</li> <li>Increase supply of stock across tenure</li> </ul>

Transformational Change	Action	Est Cost (£,000)	Fund Source	Funding Analysis	Outcome	Indicators
<b>Raising Standards</b>	Develop and implement an assertive outreach service for those experiencing repeat homelessness	100 p.a. (Yrs 1-5)	PSP / EHT Fund	2 Housing Options Advisors initially funded through PSP Transformational Change Budget	<ul style="list-style-type: none"> <li>Prevent repeat homelessness</li> <li>Increase tenancy sustainability</li> <li>Improve health and well-being outcomes</li> </ul>	<ul style="list-style-type: none"> <li>Eradicate exclusions from temporary accommodation</li> <li>Reduce turnover within temporary accommodation</li> </ul>
	Work in partnership with the ADP Seek, Keep and Treat Project to establish a multi-disciplinary team respond to harder to reach households	100 p.a. (Yr 2,3,4,5)	EHT Fund	2 Housing Options Advisors - Project in early stages but expected to pace up quickly linked to funding	<ul style="list-style-type: none"> <li>Eradicate rough sleeping</li> </ul>	<ul style="list-style-type: none"> <li>No evidence of rough sleeping in Fife</li> </ul>
	Develop an Academy approach to ensure a consistent approach to training and development across PSP and FHR Partners	200 p.a. (Est)	PSP / EHT Fund	To be costed based on a consistent Psychologically / Trauma Informed approaches and environments	<ul style="list-style-type: none"> <li>Increase customer satisfaction</li> <li>Improve customer journeys</li> <li>Minimise revolving door homeless</li> </ul>	<ul style="list-style-type: none"> <li>Improved consortium approach to service commissioning</li> <li>Collaborative staff training / development approach</li> </ul>
<b>Mainstreaming Homelessness Services</b>	Develop a Rent Model and Structure which charges LHA rates for mainstream accommodation	2.8M (Est)	UK Gov't HB / Subsidy Support	Analysis undertaken in 2017 for WBR Impact Assessment. To be up-dated	<ul style="list-style-type: none"> <li>Ensure temporary accommodation is affordable</li> </ul>	<ul style="list-style-type: none"> <li>Ensure temporary accommodation is affordable</li> <li>Use of temporary accommodation is not a barrier to employment or educational achievement</li> </ul>

\*Costs are based on workings carried out by the PSP Temporary Accommodation Strategy Group (TASG) which brought together a range of existing PSP service providers to develop and cost models of service provision based on existing and new service constructs. These have been documented based on current hourly rates, existing role profiles and service configurations and service standards. These proposals and costings are inclusive of the management and support element of the buildings and would need to be adjusted dependant on the service delivery model adopted in Fife for the short and longer term

# Rapid Rehousing Delivery Model

# Appendix 2





FIFE HOUSING  
PARTNERSHIP