

Housing and Economy Committee

10.00am, Thursday, 21 March 2019

Rapid Rehousing Transition Plan

Item number	8.3
Executive/routine	
Wards	
Council Commitments	

1. Recommendations

- 1.1 Committee agrees the content of the Rapid Rehousing Transition Plan (RRTP).
- 1.2 Committee notes that an updated RRTP is required by the end of 2019 and this will reflect the level of resources provided by the Scottish Government.

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Rapid Rehousing Transition Plan

2. Executive Summary

- 2.1 The Scottish Government instructed all local authorities to develop, produce and cost a 5-year RRTP by 31 December 2018. This instruction followed the recommendations of the Scottish Government's Homelessness and Rough Sleeping Action Group (HARSAG).
- 2.2 The definition of rapid rehousing outlined by the Scottish Government is, where homelessness cannot be prevented:
 - 2.2.1 A settled, mainstream housing outcome as quickly as possible.
 - 2.2.2 Time spent in any form of temporary accommodation reduced to a minimum, with as few transitions as possible.
 - 2.2.3 When temporary accommodation is needed, the optimum type is mainstream, furnished and within a community.

3. Background

- 3.1 The Scottish Government set up the Homelessness and Rough Sleeping Action Group (HARSAG) in October 2017. The purpose of the group was to recommend to Scottish Government ministers the actions and solutions needed to eradicate rough sleeping, transform the use of temporary accommodation in Scotland and bring an end to homelessness in Scotland.
- 3.2 In total HARSAG made 70 recommendations, which were accepted by the Scottish Government, this included instructing local authorities to deliver a RRTP by 31 December 2018, with a view to implementing the approach from 1 April 2019.
- 3.3 Officers completed a draft RRTP for the deadline of 31 December 2018 but made clear to Scottish Government colleagues that this required agreement through the Housing and Economy Committee. Given the timescales for producing this report more than half of local authorities were required to submit without committee approval.
- 3.4 The RRTP required a resource plan where requests for funding from the Government to support rapid rehousing were outlined and costed. Civil Servants

are still reviewing the RRTP's and no timescale has been provided as to when decisions will be made around potential additional funding.

4. Main report

- 4.1 The RRTP highlighted a number of challenges the Council faces around rapid rehousing. These included:
 - 4.1.1 Only 15% of overall housing stock in Edinburgh is social rent, compared to the Scottish average of 25%.
 - 4.1.2 There are 21,000 applicants registered as seeking social housing in Edinburgh.
 - 4.1.3 To buy a home in Edinburgh costs 6 times the average income.
 - 4.1.4 Private rents are over £1,000 per month, the national average is under £800.
 - 4.1.5 Since 2015, the average number of bids for social rented housing has ranged between 150-200 per home.
 - 4.1.6 70% of Council lets are currently let to homeless households.
 - 4.1.7 There has been a significant loss of private rented sector properties to the short term lets market.
 - 4.1.8 In 2017/18, around 800 households presented as homeless from a private rented sector tenancy, this is an area which is seeing year on year increases.
 - 4.1.9 Over 3,000 households presented as homeless in 2017/18, whilst only 2,350 social lets advertised.
- 4.2 In addition to this several key messages were also included to provide some context to the current situation in Edinburgh:
 - 4.2.1 Length of homelessness case length and time spent in temporary accommodation is increasing.
 - 4.2.2 The Council's 70% of lets to homeless households is significantly higher than the national average of 41%.
 - 4.2.3 Including Registered Social Landlords partners, 57% of all social lets were to homeless households, this compares with the national average of 40%.
 - 4.2.4 The RRTP cannot be seen in isolation from the supply of permanent housing. Currently 111% of all social lets would be required to meet all homelessness demand i.e. even if all social lets were to homeless households there would still be a gap and it would not allow for other priority groups to have access to social housing.

- 4.2.5 The Strategic Housing Investment Plan (SHIP) sets out plans for 10,500 completions over 5 years, this is dependent on the current resource planning assumptions of £45million per year continuing, plus an additional £77million over 5 years.
- 4.3 The RRTP sets out a range of illustrative rehousing options models. This modelling considers:
 - 4.3.1 Demand for homelessness services.
 - 4.3.2 Allocations to homeless households.
 - 4.3.3 Additional supply allocated to homeless households.
 - 4.3.4 Supply of Mid-Market Rent to homeless households.
 - 4.3.5 Private sector lets to homeless households.
 - 4.3.6 Shortfalls in supply.
 - 4.3.7 When a balance in volume is achieved.
- 4.4 Included in the draft RRTP is a resource plan where the Council has set out a request for additional funding from the “Ending Homelessness Together Fund” to support the introduction of rapid rehousing. Funding requests include:
 - 4.4.1 Funding for additional officers to support people presenting as homeless from the private sector.
 - 4.4.2 A homelessness prevention fund.
 - 4.4.3 Funding for a feasibility study into sharing accommodation in the social sector.
 - 4.4.4 Funding for a feasibility study, set up and management of a supported lodgings or community hosting scheme.
 - 4.4.5 Additional funds for the development of a Housing First scheme.
 - 4.4.6 Sufficient funding to deliver the 10,500 affordable homes that are planned in the SHIP.
 - 4.4.7 Funding to analyse the current stock profile, highlighting the proportion that is suitable for and required by special needs group.
 - 4.4.8 Transitional funding to deliver supported accommodation as an alternative to bed and breakfast accommodation.
- 4.5 Given the context and pressures of the Edinburgh housing market, it will not be possible to achieve the Scottish Government’s ambitions in full within 5 years.
- 4.6 The priority for Edinburgh will be to eliminate the use of unsuitable accommodation in the short term, within 5 years, using bed and breakfast accommodation for very short periods (less than 7 days) and increasing alternative temporary accommodation including mainstream properties, supported accommodation and other community-based alternatives.

- 4.7 Enabling rehousing as quickly as possible is the ambition, but given the scale of unmet need, it may take beyond 2023/24 to reduce current waiting times and rebalance supply and demand for homeless households. This will largely depend on reducing demand through preventative activities and increasing supply for both current and new supply beyond 2021.
- 4.8 There continues to be a strong partnership with RSL partners in Edinburgh and a shared commitment to reducing homelessness wherever possible. This is highlighted in the commitment from all partners to develop prioritised access routes into Mid-Market Rent for homeless people in addition to the ongoing delivery of Housing First.

5. Next Steps

- 5.1 Committee is required to sign off the draft RRTP, if any changes are required following the Housing and Economy Committee, officers will redraft and resubmit to the Scottish Government.
- 5.2 Officers are required to engage with partners to fully develop a further version of the RRTP for late 2019. This will include elected member engagement, RSL partners, third sector partners and health and social care services. A schedule of this engagement will be produced following agreement of this report and will be reported back to committee in 2 cycles.
- 5.3 The Scottish Government is currently assessing all 32 RRTP's. They have developed a system for providing feedback which will include contacting local authorities with the most work required on their RRTP's first. There is no indication currently on the assessment of the Council's RRTP or a clear timescale of when we will receive feedback and or confirmation of resource allocation.

6. Financial Impact

- 6.1 There is no direct financial impact on the Council from this report. The attached draft RRTP sets out the resource requirements requested by officers to support the RRTP. The total of this is around £9million over 5 years. If these funds are not allocated in full, a revised RRTP will be required to reflect this.

7. Stakeholder/Community Impact

- 7.1 Engagement with relevant partners will be required for future iterations of the RRTP. An engagement plan will be provided to Committee within 2 cycles.

8. Background reading/external references

- 8.1 The recommendations of the Scottish Government's HARSAG can be found here:
<https://www.gov.scot/groups/homelessness-and-rough-sleeping-action-group>

9. Appendices

- 9.1 Rapid Rehousing Transition Plan

City of Edinburgh Council
Rapid Rehousing Transition Plan

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Executive Summary

This Rapid Rehousing Transition Plan (RRTP) sets out how the City of Edinburgh Council will continue to work with partners to reduce the amount of time that homeless people spend in temporary accommodation, and ensure homeless households have access to settled, mainstream housing as quickly as possible. The RRTP will be reviewed each year in consultation with partners as part of the Council's continued focus on preventing and addressing homelessness.

The RRTP vision is consistent with the Council's short life Homelessness Task Force ambitions to:

- Reduce, and preferably eliminate the need for people to live in bed and breakfast accommodation.
- Reduce the lengths of stay in bed and breakfast accommodation.
- Reduce the number of people sleeping rough.
- Increase the stock of temporary accommodation, specifically flats, supported accommodation and new forms of temporary accommodation.
- Continue reduction in homelessness presentations through prevention.
- Implement the Housing First approach for up to 275 tenants over the next 3 years.

The RRTP highlights the significant and unique housing challenges within Edinburgh and the Council welcomes the Scottish Government commitment to provide resources to support the move to rapid rehousing.

The lack of affordable homes to meet housing need in Edinburgh, including that of homeless households, is critical so the RRTP cannot be seen in isolation from resources required to support delivery of new affordable homes. The importance of ensuring supply of affordable homes for permanent rehousing is acknowledged in the Scottish Government's Ending Homelessness Together Action Plan, which commits to continued investment in a strong, affordable and social housing supply, using the development of RRTPs to steer future supply policy.

The RRTP should be read alongside the Strategic Housing Investment Plan (SHIP) 2019-2024, which supports delivery of the City Housing Strategy outcomes:

- people live in a home they can afford
- people live in a warm, safe home in a well-managed neighbourhood
- people can move home if they need to.

The Council and RSLs commit significant resources every year to building new affordable homes and providing temporary housing and support to homeless people and others in housing need. The Council has committed over £500 million in Housing Revenue Account funding over the next 5 years to affordable house building and General Fund borrowing to support delivery of mid rent homes. £60million in General Fund revenue is invested each year in provision of temporary accommodation and support to homeless people. The RRTP resource plan seeks an additional £9.216 million in Scottish Government funding to support rapid rehousing and £299

million in grant funding over five years to support delivery of much needed new affordable homes.

Context Summary

The Edinburgh housing market

This RRTTP sets out the fundamentally different housing market context in Edinburgh compared to anywhere else in Scotland. Population and household growth are double the national average, the city is ranked the least affordable for home ownership in Scotland, and average private rents are £950 per month compared to the £580 Local Housing Allowance. There is a growing backlog of housing need with up to 46,000 new homes needed over 10 years to address the housing shortage, 60% of which needs to be affordable. It is estimated that around 10% of PRS stock is being used for short term lets with highest levels of short term lets available in traditional PRS areas. Loss of tenancies from the private rented sector is one of the highest reasons for homelessness in Edinburgh (24% of all applicants), double the Scottish average rate.

More affordable housing

Building more affordable housing has consistently been a top priority in Edinburgh. The Council's Business Plan 2017-2022 includes a commitment to deliver 20,000 affordable homes by 2027; one of the largest council-led house building programmes in the UK. There is a significant shortfall of settled housing available for all housing needs groups in Edinburgh, including homeless households. Based on recent years' evidence, there have been around 1,500 lets (private sector lets and social housing) to statutory homeless households each year. This means housing supply has to more than double if rapid rehousing is to be achieved for all homeless households in Edinburgh.

Rehousing homeless people – The Council has a long standing partnership with Registered Social Landlords in the city. Around 95% of social rented housing in the city is owned and managed by the Council and RSLs in the EdIndex partnership. The Council and partners in the EdIndex Board have considered 12 different options around the supply of social housing to homeless households in Edinburgh. This should be seen in the context of the current average letting outcomes of 57% of social lets to homeless people compared to 40% nationally. This analysis shows there has to be a combination of an assertive prevention strategy to reduce demand (2% to 5% reduction per annum), and significant new supply beyond the current Scottish Government funding committed to the Affordable Housing Supply programme.

Delivery of Rapid Rehousing - The analysis shows it is not possible to achieve rapid rehousing within 5 years unless an average of 90% of all social housing supply is let to homeless households. This leaves no social housing options for other high needs groups; including people awaiting discharge from hospital into suitable housing. It would require sheltered, wheelchair accessible and other specialist and accessible housing to be let to homeless people who only need mainstream housing. It will also impact on households that are severely overcrowded. Allocating 90% of all social housing to homeless people is unlikely to be supported within communities and could incentivise households wishing to improve their housing circumstances to present as homeless. Prevention will be a priority and a challenge - 2018/19 projections indicate the first increase in homeless applications in over a decade. This means the Edinburgh rapid rehousing strategy will be a long-term plan of over 10 years.

Edinburgh's rehousing target – Consultation with partners confirms the EdIndex Board's commitment as set out in its current business plan to increase the proportion of lets to homeless households. For existing social housing supply the target rehousing for homeless households will be a minimum of 50% and maximum of 70% for RSLs and the Council of all social lets for 5 years to 2023/24.

Edinburgh's homelessness position

There are over 3,000 homeless households that apply to the Council each year for whom it has a duty to find a settled home. The number of homeless applications has been decreasing due to the Council and its partners extensive homelessness prevention work, but pressure on temporary housing is increasing due to the length of homeless cases, caused by the limited settled housing options relative to the scale of demand.

The vision for provision of temporary accommodation in Edinburgh – is to eliminate the use of unsuitable temporary accommodation within 5 years, in addition to increasing the number of temporary furnished tenancies available for homeless people.

Housing and support - The Edinburgh Health and Social Care Partnership Strategic Plan for 2016 – 2019 set out the Integration Joint Board's (IJB) shared vision of a '*caring, healthier, safer Edinburgh*'. There is a commitment that 4,500 affordable homes of the 20,000 homes to be delivered over the next ten years will be integrated with health, care and support services.

Future housing support needs for homeless households –The initial support assessment suggests the requirement for increased rapid access accommodation for rough sleepers, provision of onsite support in shared housing rather than visiting support to proactively assist people in the rehousing process, increasing Housing First as an alternative to temporary accommodation, and reviewing the balance between reactive housing support for those in crisis and an adequate supply of preventative housing support (tenancy sustainment support initiatives) such as the Family & Household Support service, to support vulnerable households in sustaining their tenancies and preventing homelessness.

The Edinburgh Rapid Rehousing Transition Plan includes a range of ongoing service delivery and improvements to prevent homelessness. This includes integration of homelessness services within locality based services including Family and Household Support, while single people and couples with complex needs are referred to specialist co-located services at The Access Point. Person centered approaches are being taken through the new action plans for homeless households and the link workers ensure assertive outreach on the streets and across different types of temporary accommodation. Prevention and support in the private rented sector is one of the highest priority in the Plan – 731 households presented as homeless from the PRS in 2017/18 and it is expected this will increase in 2018/19.

Wider settled housing options – these will include continuing to access PRS options through the rent deposit scheme, helping to sustain tenancies in the private rented sector through the PRS Support Team, exploring the feasibility of sharing options, developing a supported lodging scheme and increasing Housing First for those with complex needs.

Resource Plan –The Resource Plan (page 49) sets out the support requested from Scottish Government to prevent homelessness and support rapid rehousing. The Council has one of the largest house building programmes in the country with over 2,000 homes under construction

and a strong pipeline programme of housing in design and development. Support for rapid rehousing alongside additional funding for new supply of affordable homes is needed to assist the Council and RSLs to address housing need in Scotland's most pressured housing market. Detailed in the resource plan are a range of activities, that with investment would support the delivery of rapid rehousing in Edinburgh. These include the continuation of funding for the delivery of the affordable homes programme, delivery of additional preventative services, the mainstreaming of Housing First and alternative forms of temporary accommodation provision.

Work Underway The Council currently invests heavily in the provision of services for homeless people and noted below is a summary of a number of activities currently underway to deliver services for vulnerable people, in addition to statutory service delivery:

- First and largest **Private Sector Leasing (PSL)** scheme - around 1700 properties. This includes a recent decision to increase the investment in this scheme to ensure that numbers can be maintained to maximise the provision of suitable accommodation for homeless households.
- Introducing a preference in allocation for **mid rent homes**, which will ensure that homeless people can be supported to access this accommodation to prevent homelessness or significantly reduce the length of time spent in temporary accommodation.
- In partnership with the Scottish Government and Streetwork successfully piloted and mainstreamed **Rapid Access accommodation** in 2018, with further development of this model through additional resources for accommodation and link working staff to be piloted in 2019.
- Creation of multi-disciplinary **Youth Emergency Support Service** to support 16-17 year olds presenting as homeless. This service includes the provision of mediation services which can support young people to remain in the family home, where appropriate.
- **Reshaping Inclusive Homelessness Service**, building on success of The Access Point and Practice, further integrating services and 3rd sector partners, to improve response to people with multiple and complex needs.
- Delivery of **shared housing** as direct replacement for traditional B&B accommodation, providing additional facilities for service users. This additional investment is a direct result of engaging with partners and customers around service provision.
- Full **training programme** for all Council staff most likely to engage with rough sleepers. This includes Park Rangers, Waste Services Operatives and Environmental Wardens.
- Working with partners to introduce **Housing First**. Potential tenants have been identified and are being supported to access tenancies, with further development and expansion of the service with packages for up to 275 households in Edinburgh to be delivered by 2020/21.
- Market testing exercise to further **engage with PRS landlords** in a bid to access settled and temporary accommodation. Aligns with recently procured **rent deposit guarantee scheme**.

- Development of **new case management systems** for staff to provide specialist support for non-UK nationals and young people.
- Move from centralised services to **locality model** of working. This fits in with the Councils ambition to take services to people.

1. Local Housing Market and Homelessness Context

1.1 Introduction

This document sets out the City of Edinburgh Council's (CEC) RRTP. It is structured in line with the Scottish Government Guidance:

- Local housing market and homelessness context
- Baseline of the temporary accommodation supply
- 5-year vision for temporary accommodation
- Identification of support needs of homeless and temporary accommodation residents
- Rapid Rehousing Transition Plan
- Resource Plan, including a summary action plan.

1.2 A highly pressured housing market

High demand and unmet housing need – The housing market pressure experienced in Edinburgh is fundamentally different to any other housing market in Scotland. This has led to high housing costs, high need for affordable housing, high unmet need. This has significant impact on the ability to rehouse homeless households. The income inequality is large (and growing) and the tight housing market is expected to be under increasing pressure as the city grows at a faster pace than elsewhere in Scotland:

- Between 2016-2026 the population of Edinburgh will increase by 7.7%, double the projected growth rate for the whole of Scotland at 3.2%, and household population is projected to increase by 11.5%, almost twice the projected increase of 6.4% for Scotland as a whole.¹
- There is demand for between 38,000 and 46,000 new homes in Edinburgh over ten years, of which over 60% need to be affordable.²
- In 2014 (the most recent year data is available), 1 in 5 Edinburgh residents lived below the poverty threshold set by the UK government,³ living in close proximity to households with some of the highest disposable incomes in the UK.
- The poorest households in the city have seen their incomes drop by more than 20% in real terms since 2008⁴ at a time when house prices have increased more than 5% year-on-year over the last three years.⁵

Pressured private rented sector and housing market - Edinburgh has a much smaller pool of social lets to draw from than is found generally in Scotland. The private rented sector in Edinburgh has doubled since 2003 and now comprises 27% of all homes - compared to 14% living in the social rented sector. Across Scotland the reverse is true – 14% rent privately and

¹ National Records of Scotland, 2016 based Population and Household Projections by Council Area

² Housing Needs and Demand Assessment 2 (HNDA2)

³ DWP (2015) National Statistics. Available: <https://www.gov.uk/government/statistics/households-below-average-income-19941995-to-20132014>

⁴ CEC City Housing Strategy

⁵ Registers of Scotland, data available: <https://www.ros.gov.uk/data-and-statistics/house-price-statistics>

25% rent from social landlords. The property market in Edinburgh has the highest average values in Scotland, and private lets are generally expensive. Rental affordability has been exacerbated by the proliferation of short term lets in recent years.

- Rent has increased by more than 30% in the last five years - the average rental for a 2-bedroom property is now £950 per month, compared to the Local Housing Allowance of £581 per month (£145 per week) and almost double the national average private rents of £570 per month.⁶
- By 2020, the average rent is projected to grow to 45% of the average income in Edinburgh.⁷
- In July 2017 there were over 60,000 homes for private rent in Edinburgh. It is estimated that around 10% of PRS stock is being used for short term lets with highest levels of short term lets available in traditional PRS areas.⁸
- Private Sector Leasing (PSL) which provides access to PRS for households that have been homeless/threatened with homelessness is under threat due to higher rental yields achieved in the market. In 2015, 1,698 homes were available for PSL, by 2018 this number has fallen by 16% to 1,420.⁹
- Edinburgh has recently been ranked the least affordable city in Scotland for homeownership - with average house prices six times average earnings.¹⁰

A high proportion of social lets already go to homeless households - To meet high demand from homeless households, the City of Edinburgh Council already allocates a high proportion of its lets to statutory homeless households. RSLs also allocate a higher proportion of lets to homeless households than the Scottish RSL average. In 2017/18:

- **70% of all 1,306 City of Edinburgh Council lets** were to statutory homeless households. (Common Housing Register in Edinburgh does not operate a separate transfer list)
- EdIndex partner RSLs operating Choice based lettings **let 41% homes to homeless households**, and partner RSLs operating harmonised points system let 51% to homeless households.¹¹
- In total, 1,339 lets were made to homeless households, or **57% of all social lets** (including transfers) made by the council and RSL partners in 2017/18.
- This compares to the Scottish average of 41% of local authority lets (including transfers) and 26% of RSL lets to homeless households in 2017/18 (including transfers).¹²
- Further analysis of the social lets to homeless households is provided in the rehousing section below.

⁶ CEC Short Term Letting in Edinburgh briefing

⁷ *ibid*

⁸ CEC Rent Pressure Zones Update Housing & Economy Committee 1 November 2018

⁹ CEC Extension of Temporary Accommodation Private Sector Leasing contract and increase to costs briefing

¹⁰ Bank of Scotland Affordable Cities Review 2017

¹¹ At 31 March 2018, EdIndex partners included Ark, Barony, Blackwood Homes, Cairn, Castlerock Edinvar, Dunedin Canmore, Hillcrest, Home Scotland, Hunters Hall, Link, Manor Estates, Port of Leith, Prospect, Trust, Viewpoint and West Granton Housing Associations. RSLs that do not use the CBL are Hanover, Lister and Muirhouse Housing Associations (March 2018). Since then Lister joined CBL system. EdIndex covers 95% social housing in Edinburgh.

¹² Scotland's transition to rapid rehousing, Market area analysis, Indigo House, June 2018

1.3 Addressing housing need

A growing backlog - The latest Housing Need and Demand Assessment (2015 HNDA2) in the SESPlan2 estimates that between 38,000 and 46,000 new homes will be needed over ten years to address the housing shortage in Edinburgh; over 60% of these need to be affordable homes. The Common Housing Register for Edinburgh (EdIndex) provides an indication of the large and growing backlog of unmet housing need:

- On average, around 21,000 applicants are registered on EdIndex each year.
- In 2017/18, there was an average of 190 bids for each home advertised through Choice, the City's choice based letting system, operated by the Council and 18 partner landlords in Edinburgh.

Strategic Housing Investment Plan (SHIP) 2019-2024 - Building more affordable housing has consistently been a top priority for policy makers, practitioners and local residents in Edinburgh; an aspiration reflected in the 2018 Edinburgh Partnership Community Plan. City of Edinburgh Council is the 6th largest landlord in Scotland, providing affordable housing to nearly 20,000 tenants, and has a plan to deliver **20,000** new affordable homes by 2027.

The Council's 2018 Strategic Housing Investment Plan (SHIP) includes one of the largest council-led building programmes in the UK. 10,500 new affordable homes are planned for completion between 2019 and 2024.

- There are 3,734 homes identified for approval through Affordable Housing Supply Programme (AHSP), with the rest to be delivered through alternative funding mechanisms, requiring little or no grant funding.
- The majority (75%) of the AHSP approvals are for social rent, with the remaining split between MMR and Shared Equity.
- As at November 2018, there are 2,300 affordable homes under construction on 35 sites

The current AHSP is funded to 2021. The Council's new affordable housing targets set out in the SHIP to 2024 requires almost double the Scottish Government's current three-year resource planning assumptions i.e. £77m shortfall beyond the current commitments. It is, therefore essential to secure an uplift in grant funding in years three, four and five of the SHIP and greater certainty in future years if any significant impact is to be made to rapid rehousing homeless households and other groups in need of affordable housing in Edinburgh.

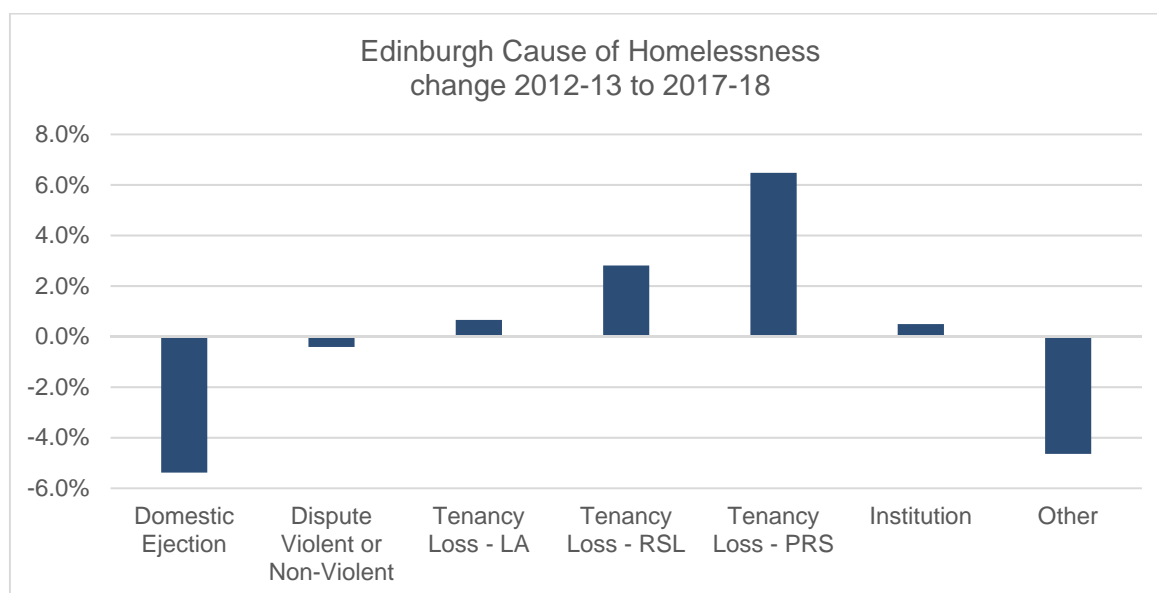
1.4 Homelessness position

The City of Edinburgh Council's proactive housing options approach has **resulted in reducing homelessness applications** over the last ten years, in line with national trend. However, the **length of open cases, and length in temporary accommodation is increasing**.

In 2017/18 the key indicators show:

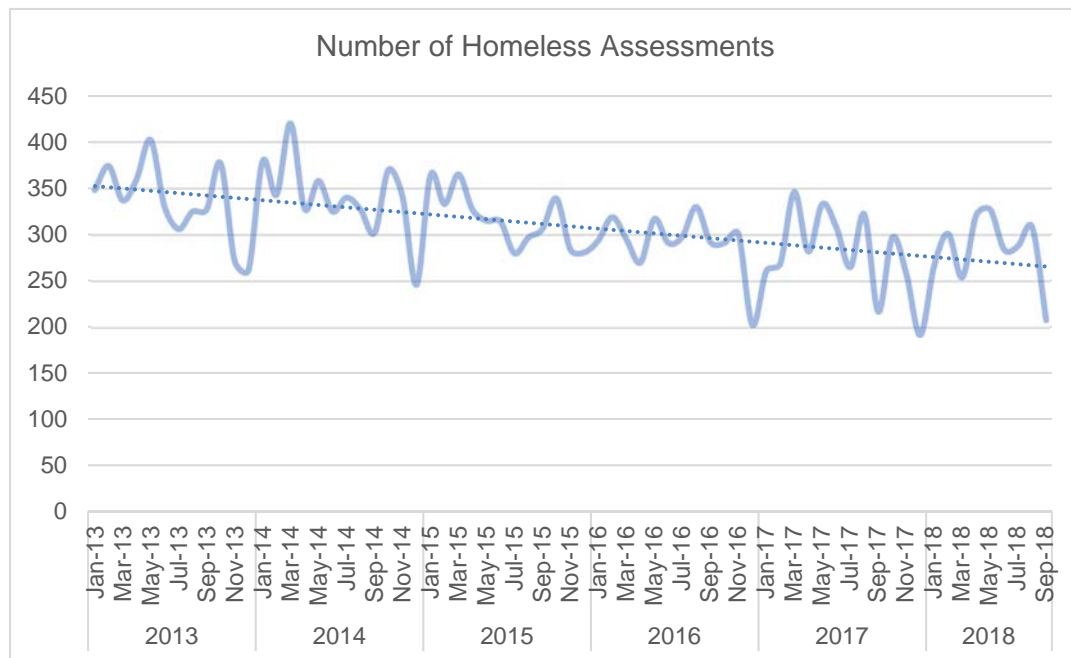
- The number of households approaching as housing advice presentations has fallen by 29% from 7,578 in 2015/16 to 5,413 in 2017/18.
- There were 3,297 homelessness applications; the Council had a duty towards 3,075 - 93%. There has been a gradual downward trend in applications (see chart 1).

- At 31 March 2018, there were 3,155 open cases where there is a duty to house, up 22% from 2,583 in 2015/16.
- The growing pressure on temporary accommodation is due to the increasing length of open homelessness cases, rather than a rise in homelessness applications. The average homelessness case (where a duty was owed) was open for 312 days, in 2017/18, up 14% from an average of 268, in 2015/16 (see chart 2).
- 1,668, 53% of open cases were living in temporary accommodation at 31st March 2018, up 26% since 2015/16 when 51% of open cases were in temporary accommodation (see chart 2).
- According to HL1 statistics, 303 households slept rough at least once in the last 3 months, and based on the CEC, police and third sector data, it is estimated that there are between 80 and 120 people sleeping rough at any one time in Edinburgh.
- Using the Heriot Watt University's prevalence figures, there may be in the region of 400 households experiencing severe and multiple deprivation in Edinburgh.
- In 2017/18, the three main reasons given as the reason for presenting as homeless were: domestic ejection / non-violent dispute (44%); loss of tenancy in the PRS (24%); and, fleeing violence or harassment (358, 11%).
- Tenancy loss as a cause of homelessness in Edinburgh is over double the Scottish rate (Edinburgh 30% vs Scotland 13.6%). In 2017/18, 994 cases that presented as homeless were due to action by a landlord and of these 780 of those (78.5%, or 24% of all applications) were from a private rented sector (PRS) tenancy. Over the last six years from 2012/13 action from the PRS has shown the highest increase amongst all reasons for homelessness (6.5% increase). Other significant losses of tenancy come from the Registered Social Landlord (RSL) sector, with small numbers from the Council and institutions (hospitals, prison).



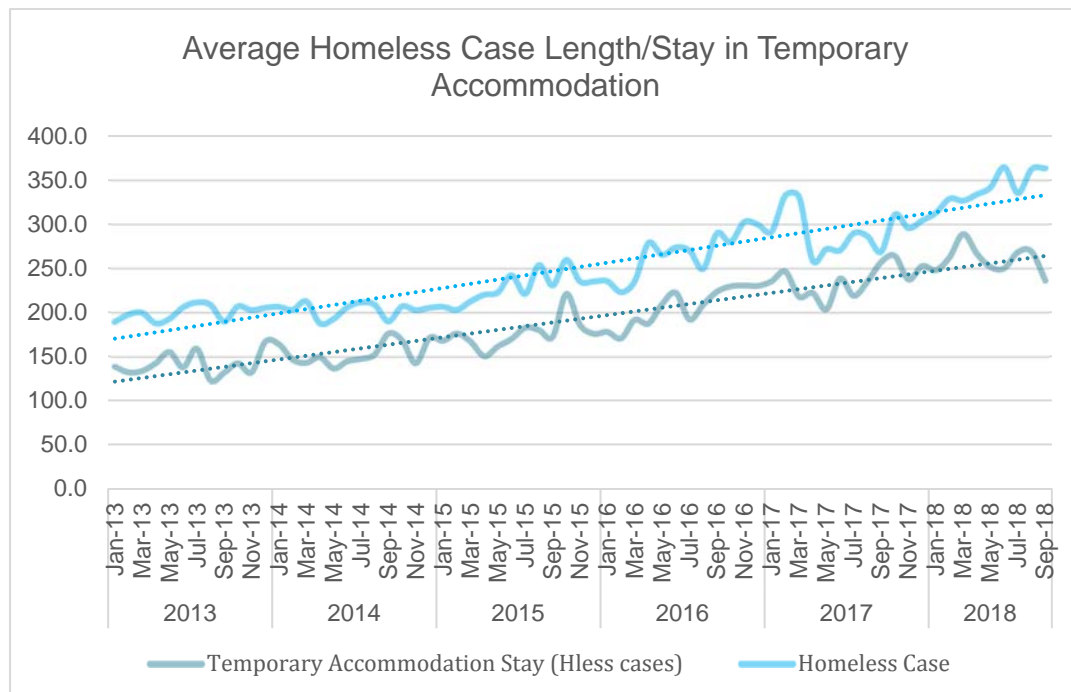
Source: CEC Homelessness data 2012-13 to 2017/18

Chart 1: No of Homeless Assessment by Month in Edinburgh January 2013 to September 2018



Source: CEC

Chart 2: Average Homeless Case length vs Average Stay in Temporary Accommodation – January 2013 to September 2018

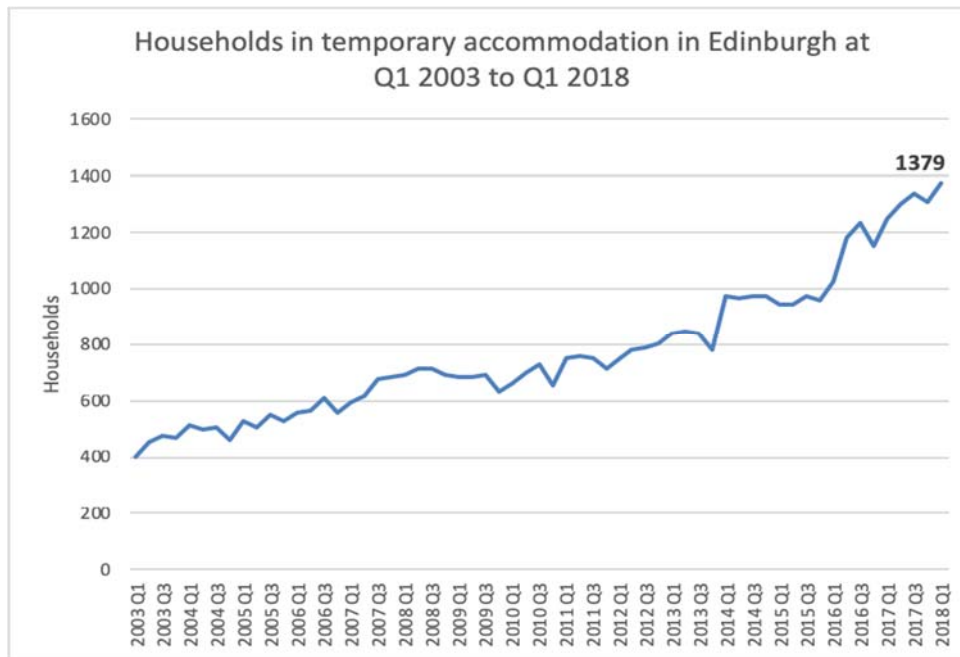


Source: CEC

1.5 Temporary accommodation

Households are living in temporary accommodation for longer in Edinburgh – As at March 2017 the total households living in temporary accommodation in Edinburgh was 1,379. Chart 3 shows the steady increase of homeless households at one point in time, increasing by 245% between 2003 and 2018. However, total households living in temporary accommodation in any one year is gradually decreasing, suggesting length of stay is increasing.

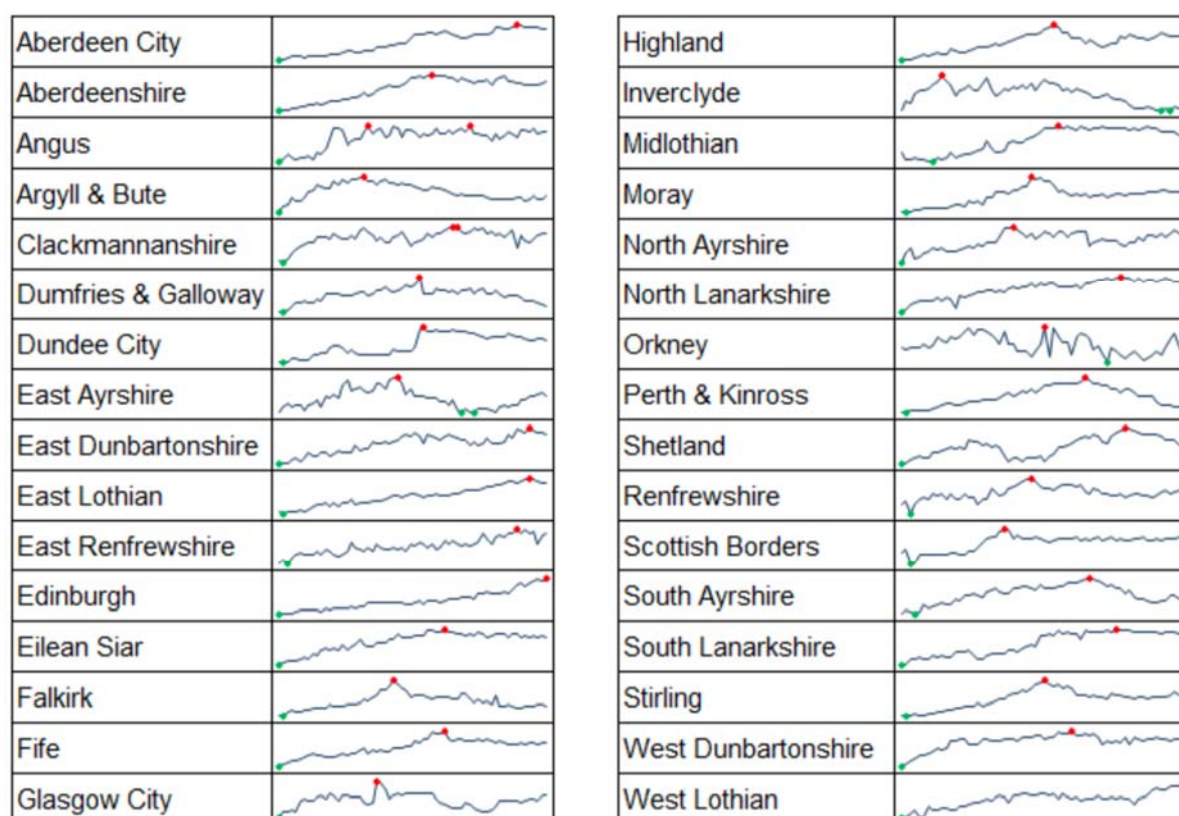
Chart 3 – Households in temporary accommodation in Edinburgh



Source: Homelessness in Scotland: 2017-18, Scottish Government, Analysis of data from Table/Chart 11

This growth is striking when compared to other Scottish local authorities. Chart 4 shows the continuing upward trend in contrast to the downward trend, or leveling off elsewhere in Scotland.

Chart 4 – Total number of households living temporary Accommodation by local authority from 30 June 2002 to March 2018



Source: Homelessness in Scotland: 2017-18, Scottish Government, Chart 11

The **total number of households** living in temporary accommodation in any one year in Edinburgh has decreased over the last three years (rather than snapshot at March each year shown in Chart 3 and 4 above where it is increasing), and the number of **placements** has decreased to a greater extent indicating that there are a fewer moves within the temporary accommodation whilst households are waiting to be permanently re-housed. However, the average length of stay in any one year was 239 days 2017/18 increasing from 180 in 2015/16.

Table 1 below shows:

- 15% decrease in temporary accommodation placements compared to gradual 7.5% decrease in total households living in temporary accommodation over the last three years.
- Average length of stay in temporary accommodation for households has increased by 33% over all types of temporary accommodation, from an average of 180 days (6 months) to 239 days (nearly 8 months) over the last 3 years
- The shortest stays are in B&B at 111 days, although this has been increasing over the last three years from just under 98 days (average of 97 days over three years). The longest stays are in furnished Council and housing association flats at around 348 and 323 days, both increasing from 241 and 186 days respectively since 2015/16. The length of stay in hostel accommodation has increased across all types of hostel by around 30 days from average 105 to 137 days.

Table 1 – The average length of stay in temporary accommodation by type in Edinburgh

Average length of stay in TA - households	2017-18			2016-17			2015-16			April 2015 - March 2018 Cases opened and closed		
	Total no of Households in the year	Total No of Days	Average length of Stay	Total no of Households in the year	Total No of Days	Average length of Stay	Total no of Households in the year	Total No of Days	Average length of Stay	Total no of Households in the year	Total No of Days	Average length of Stay
All Temporary Accommodation	1692	406469	240.4	1933	432725	224.0	2016	372438	184.8	5639	1211632	214.9
5.1 LA ordinary dwelling	277	95224	345.0	404	115075	285.5	392	98074	250.8	1071	308373	288.2
5.2 Housing association / RSL dwelling	31	9260	308.7	54	13916	262.6	52	9057	177.6	135	32233	240.5
5.3 Hostel - local authority owned	343	37455	109.5	456	42599	93.6	485	43607	90.1	1282	123661	96.5
5.4 Hostel – RSL	153	21848	143.7	173	23089	134.2	174	20984	121.3	498	65921	132.6
5.5 Hostel – other	275	43458	158.6	348	45975	132.5	416	45120	108.7	1037	134553	129.9
5.6 Bed and breakfast	1333	148967	111.8	1309	142162	108.7	1189	119352	100.5	3829	410481	107.2
5.7 Women's refuge	0	0	0	0	0	0	0	0	0	0	0	0
5.8 Private sector lease	0	0	0	0	0	0	0	0	0	0	0	0
5.9 Other (Short lets)	153	50257	330.6	211	49909	237.7	262	36244	138.9	624	136410	219.0
Average length of stay in TA - placements	No of Placements	Total No of Days	Average length of stay	No of Placements	Total No of Days	Average length of stay	No of Placements	Total No of Days	Average length of stay	No of Placements	Total No of Days	Average length of stay
All Temporary Accommodation	4542	406469	89.5	5516	432725	78.5	5791	372438	64.3	15847	1211362	76.5

Source: CEC / ARC data.

Note – The ARC data only includes households when a homeless case is closed. The year is defined as the year in which the homeless case was closed, the temporary accommodation is then grouped together for all placements by type for those homeless cases closed within that year. Therefore, this data will not include every flat in the average case length. For example, of the 383 LA Ordinary Dwelling flats used on 31st March 2018, data has not been included for 134 of them in the SHR return as the occupants' case was still ongoing and they had been an occupant for the whole year.

1.6 Rehousing

A significant shortfall of settled housing supply for homeless households –

In 2017/18:

- There was a total number of 1,459 lets made to homeless households comprising 1,339 social lets and 120 lets in the private sector to homeless households.
- This compares to annual homelessness demand of around 3,000 households. Letting outcomes to social lets and lets in the private rented sector to homeless households represents only **48% of the demand from homeless households each year**.
- This shortfall of supply relative to demand means that pressure on, and length of stay in temporary accommodation can only increase unless supply increases and demand decreases.

Edinburgh's affordable housing providers already provide a high proportion of social lets to statutory homeless households compared to the rest of Scotland. However, there is still a significant shortfall relative to demand.

Table 2 – Lets to homeless households by City of Edinburgh Council and RSLs

			CEC	RSL Choice Partners	RSL Harmonised Points Partners	CBL (CEC+ Partners)	TOTAL Edinburgh
2017/18	Starters	No %	1065 82%	589 58%	. .	1654 71%	. .
	Movers	No %	241 18%	420 42%	. .	661 29%	. .
	Total lets		1306	1009	31	2315	2346
	Homeless	No %	909 70%	414 41%	16 51%	1323 57%	1339 57%
2016/17	Starters	No %	1188 83%	540 54%	. .	1728 71%	. .
	Movers	No %	251 17%	455 46%	. .	706 29%	. .
	Total lets		1439	995	58	2434	2492
	Homeless	No %	953 66%	352 35%	18 54%	1305 54%	1323 53%
2015/16	Starters	No %	1459 80%	659 58%	. .	2118 71%	. .
	Movers	No %	360 20%	487 42%	. .	847 29%	. .
	Total lets		1819	1146	135	2965	3100
	Homeless	No %	1188 65%	443 39%	61 45%	1631 55%	1692 55%

Total lets social and private to homeless 2017/18	1459	% of homeless demand	48%
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Source: CEC

Table 2 above shows:

- **Total lets have declined by 25%** in the social rented sector over the last 3 years from 3,100 to 2,346. This is likely related to housing pressure and constrained housing options in the City which results in less movement across the housing system.
- In 2017/18 a total 1,339 homeless households were housed in the social rented sector compared to the total of 2,346 social lets - **57% of social lets overall**.
- **In 2017/18, 70% of all the Council's housing lets** was to homeless households. A further 23% of lets went to households with other priority needs. Although the total number of Council lets to homeless households has fallen over the last three years, the total proportion of all lets to homeless households by the Council has steadily increased, and now sits at the highest proportion of lets to homeless households of all Scottish local authorities (41%¹³).
- The proportion of lets to homeless households made by RSLs over this same three-year period has **on average been 40% for RSL Choice Based Letting (CBL) partners and 50% for harmonised points partners**. The proportion of lets to homeless households by CBL partners has fluctuated and increased by 2% between 2015/16 and 2017/18. Although a lower proportion of RSL lets go to homeless households compared to Council lets, on average, Edinburgh RSLs house nearly double the proportion of homeless households compared to other RSLs elsewhere in Scotland (26%¹⁴).
- The Council has allocated an increasing proportion of lets to homeless households each year and allocates a greater proportion of lets to **'starters' - 82% of all Council lets** in 2017/18 which includes homeless households, people living in hostels, people staying care of friends or family, new households and tenants from the private rented sector, and only lets 18% to movers¹⁵. In contrast, RSLs meet less of new demand with **'starters' allocated 58% of all RSL lets** and movers 42%. The differences in allocation profile may to some extent be driven by the size and type of housing available from the different landlords. RSLs also contribute to the needs of homeless households through leasing properties to third sector to house and support those with specialist needs.

1.7 The gap between demand and supply

Bringing all this evidence together we can see what the gap is between demand for and supply of accommodation for homeless households. The total gap between demand and supply of housing for homeless households in Edinburgh is **1,625 (based on 2017/18 figures), or 111% of current rehousing rates**.

Table 3 – Gap analysis

Gap analysis between demand and supply	
Demand	3084
Supply	1459

¹³ Indigo House (2018) Scotland's transition to rapid rehousing, Market Area analysis, HARSAG

¹⁴ Ibid

¹⁵ Movers include existing Council tenants, RSL tenants, owner occupiers and households in tied accommodation

Gap between demand and supply	1625
Gap as % of current supply to homeless households	111%

Table 3 above shows:

Total demand of 3084 – this made up of:

- There is a 'backlog' of 3,087 households where there is a current duty to house. It is assumed this backlog will be addressed over 5 years – so 617 households are rehoused each year for the next 5 years.
- Plus projected new demand of 3,223 (duty to house, average over last 3 years)
- Less unknown outcomes, lost contacts and refusals of accommodation of 756

Total supply of 1,459 – this is made up of:

- Supply of 1,339 from the social rented sector and 120 from the private rented sector.

A resulting annual gap of

- 1,459 housing lets, whether in the social rented sector or in the private rented sector.
- There is currently a total of 2,346 lets in social rented sector annually. If the total annual demand from 3,084 homeless households was to be met solely by the social housing sector there would be insufficient annual supply and would **not allow for any other needs groups being rehoused**. This would result in inequality and also mean that people at risk of homelessness, for example those who are overcrowded, people delayed in hospital or households with specific health needs could not be housed.

This level of gap should be compared to research undertaken for HARSAG (2018). This showed that Edinburgh has one of the highest volumes and percentage gaps in supply for homeless households across all Scottish LAs. Based on 2016/17 figures, the gap analysis across Scotland and in the Lothians and Borders Housing Options hub showed:

- Across Scotland a 45% increase in supply is required to meet homeless demand, and in Edinburgh, Lothians and Borders Hub the shortfall overall was 75% – compared to Edinburgh's current 111% gap.
- Edinburgh's volume of applications is more than three times higher than West Lothian (the next highest demand in the Lothians and Border hub), and six times higher than Scottish Borders (the lowest demand in the Hub).

1.8 Conclusion

Despite the reducing number of homelessness assessments, temporary accommodation usage and average length of stay is increasing in Edinburgh. This is due to increasing household population, high housing demand, PRS landlords leaving the market (some of which was previously available to homeless households), decreasing number of social lets overall reducing the homes available to homeless households. With these trends Edinburgh can expect that homelessness case length, and demand on temporary accommodation will only increase. Demand needs to be reduced and supply increased to meet homelessness demand.

There is currently a total of around 2,300 social lets in Edinburgh each year - this is insufficient to meet the estimated homelessness demand of over 3,000. If ALL the available social lets were

made to homeless households this would not allow for any other needs groups to be housed, AND there would still be a supply gap. The housing supply programme set out in the SHIP will assist in meeting unmet need, but it is dependent upon additional Scottish Government grant funding. It is also a gradual process to build new supply, and analysis suggests that Rapid Rehousing could not be achieved within 5 years. Strategies to address the gap are discussed in Section 3 and 5.

2. Baseline position of temporary accommodation supply

2.1 Current type and use of temporary accommodation

City of Edinburgh Council offers Temporary Furnished Flats (TFF), Emergency and 'Other' type of temporary accommodation.

- Temporary furnished flats - All TFFs are self-contained furnished houses or flats with no shared facilities. These are ordinary local authority and RSL properties, and short let furnished accommodation purchased on a nightly basis from the PRS, not including the Private Sector Leasing Scheme (PSL - see below). Short lets are defined in the RRTP tool as TFFs, but these are also termed as Interim accommodation by the Council.
- Emergency accommodation is made up of B&Bs and shared houses - Traditional B&Bs are self-contained rooms with no kitchen and some shared bathroom facilities, although many are en-suite. Shared houses have replaced traditional B&Bs and have self-contained rooms and have shared cooking, food storage and shared laundry facilities. As at end of March 2018, there were 520 shared house beds and 159 B&B beds (in terms of statistical returns all are defined as B&Bs currently).
- Other – comprising hostel accommodation which consists of self-contained rooms with shared kitchens, with the exception of one Council hostel which does not have shared facilities. The majority of these hostels are small (median 17 spaces) and are residential / supported accommodation meeting specific needs.

Temporary accommodation capacity and type in 2017/18:

Table 4 below provides detail on capacity, total number of households accommodated, average stay and average weekly rents of temporary accommodation by type of provision.

- Capacity - There was a total of 1,771 temporary accommodation units available in 2017/18. As at 31st March 2018 occupancy levels were high at 92% with 1,635 households accommodated. B&Bs/shared houses have the highest occupancy level at 100%, followed by local authority accommodation (TFF) at 93%, with 'other' hostel type at 90% occupancy (see Table 4).
- Net flows in and out - Over the course of the financial year, 10,463 households moved in and out of this accommodation with 8,829 households moving into, and 8,647 exiting, temporary accommodation in the financial year. This figure is not the total number of households in temporary accommodation as some households make multiple moves during the course of their case being open through the year.
- Type of provision – as at 31st March 2018 the majority of temporary accommodation provided in Edinburgh was Temporary Furnished Flats (39%). This comprises mainly Council stock (383 units) and private short lets (269) and RSL (43). Since then the Council have added a further 26 properties to the portfolio to enable families to move into suitable accommodation. Emergency accommodation is the next highest capacity at 38% (B&Bs) and hostels ('other') at 22%. The Edinburgh Private Sector Leasing (PSL) scheme is not included in these temporary accommodation figures (see below).
- Type of Households – Households living in TFF accommodated are all mixed households. In TFF, the majority of accommodation is two-bedroom property (386 capacity), followed by one-bedroom (168 capacity). Emergency accommodation is utilised by singles, couple households and currently a small number of families. 'Other' temporary accommodation is accommodated by a mix of singles and couple households.
- Average length of stay - across the whole of temporary accommodation stock across all households (not placements), the average length of stay in temporary accommodation in

Edinburgh was over 239 days in 2017/18. There was considerable variability across the stock, with the longest average length of stay being in Council TFF at 348 days, compared to average 111 days for B&Bs and 110 for local authority hostels.

Table 4 Temporary Accommodation in 2017/18

	TFF	Emergency	Other (hostels)	Total
Capacity	695	679	397	1,771
Total in TA	614	679	342	1,635
Net Flow in	1,249	5,791	1,789	8,829
Net flow out	1,198	5,678	1,771	8,647
Net flows in/out	1,863	6,470	2,130	1,0463
Length of stay (days)	181.4	37.6	94.6	125.3
Weekly charge	£386.20	£399.55	£339.80	£359.09
Type	LA ordinary, RSL ordinary, Private Short lets	B&B and shared houses	LA hostel, hostel other	Mix of ordinary LA and RSL dwellings, B&B and hostels
HH Type	mixed	Singles and couples	4 for singles only, 15 singles and couples	Mixed household types, accommodation for singles and couples, and some for singles only
Level of support	Medium	Medium	Specialist residential support	Mostly medium support with hostel accommodation offering specialist residential support

Type	Capacity	Occupancy at 31/3/17	% occupancy	Average Stay (days)	Average Cost Week (£)
TFF - LA	383	355	93%	348.8	474.37
TFF - RSL	43	39	91%	323.2	232.02
Emergency B&B/ Shared houses	679	679	100%	111.1	399.55
Other - LA Hostel	148	136	92%	110.0	564.30
Other - RSL Hostel	80	73	91%	142.9	181.08
Other – Other Hostel	169	133	79%	159.2	222.81
TFF – Short let	269	220	82%	332.3	391.62
Total	1,771	1,635	92%	239.2	359.09

- Cost - Average rent for temporary accommodation in 2017/18 was £359.09 per week. Emergency temporary accommodation (B&B and shared houses) was the most expensive at almost £400 per week. Hostels are on average £340 per week. TFF costs are on average £386 per week, varying between average of £474 per week for Council houses, £232 for a RSL property and £391 for short private sector let.

- Housing First – at early stage of implementation with initial Social Bite funding for up to 275 packages for homeless households.

Level of Support provided – Housing support by type of accommodation is listed below. The support needs of homeless households are discussed further in section 4 ‘Support Needs’.

- Temporary furnished flats – medium level support is available through individual visiting support as required, although more specific support services have been commissioned and can be accessed as required.
- Emergency B&Bs and shared houses - medium level visiting support is available as required, and there is a commissioned support provider aligned to each individual property to ensure that each resident can access appropriate support as required.
- ‘Other’ accommodation (hostels) - all offer specialist residential support. This includes two sites that are women-only residences, and two that are for young people. In four hostels (three provided by Council and one RSL), housing officers are available on-site during office hours, with 24-hour wardens. There are 14 hostels (mixed provision) which offer support staff on-site 24-hour a day. There is one hostel which provides visiting support for the Lothian and Edinburgh Abstinence Programme (LEAP) graduates in partnership with the NHS.

2.2 Edinburgh’s Private Sector Leasing scheme

The Council contracts Link Group to secure up to 1,750 properties and provide a property management service to homeless households. The PSL originally started in 2005 with the current contract with Link in effect from 1 April 2015 to 31 March 2018, now extended to March 2020. This portfolio is not counted as part of the Council’s temporary accommodation, but acts as an important option of providing households with an alternative to temporary accommodation. Duty is not discharged, but the household’s homeless case is put on hold and can be re-opened if the household wishes.

Since the start of the scheme in 2015, the number of properties has declined from an average of 1,698 to the current figure of 1,420. This is a direct reflection of PRS properties shifting to the short-let market, some of which may not be in temporary short let emergency provision as landlords can secure a much greater rent through short lets. The Council has sought to increase the supply by offering landlords a maximum of 110% of LHA which requires the Council to subsidy of up to 20% of the LHA rate (currently the maximum eligible rent for PSL properties is 90% of LHA).

3. Edinburgh's 5-year vision for temporary accommodation

3.1 Priorities

Edinburgh's current vision for temporary accommodation has been developed through the City of Edinburgh Council's short life Homelessness Task Force, established in December 2017 with its Actions, Recommendations and Outcomes published in June 2018¹⁶.

The Council, as part of the City Housing Strategy, publishes its homelessness strategy. However, following on from the work of the task force and the recommendations of HARSAG, the Council is in the process of refreshing this strategy to ensure that it can respond to national recommendations and that it aligns to the RRTP. The refreshed draft strategy will be presented to a future Housing and Economy Committee for agreement. In the meantime, this first Rapid Rehousing Transition Plan acts as a useful interim step to discuss and agree the approach to temporary accommodation with partners. Future iterations of the RRTP will be updated to reflect the Edinburgh Homelessness Strategy.

The Scottish Government ambitions and principles for Rapid Rehousing are welcomed. However, the Council and its partners believe that the pressured Edinburgh market with 111% shortfall in homes for homeless households (for whom there is a duty to house) means it will not be possible to achieve the Scottish Government's ambitions in full in Edinburgh within five years.

The priority for Edinburgh will be to eliminate the use of unsuitable temporary accommodation in the short term within 5 years, using B&B for only very short-term options (less than 7 days) and increasing alternatives including temporary mainstream accommodation and other community-based alternatives. Enabling rehousing as quickly as possible is the ambition, but given the scale of unmet need, it may take more time (beyond 2023/24) to reduce the current average waiting time of 239 days and rebalance supply and demand for homeless households. This will largely depend on reducing demand through prevention and increasing supply from current and new supply well beyond 2021.

3.2 Edinburgh's vision

In the context of the highly pressured Edinburgh housing market, the Council and its partners' vision for temporary accommodation is to achieve the following outcomes:

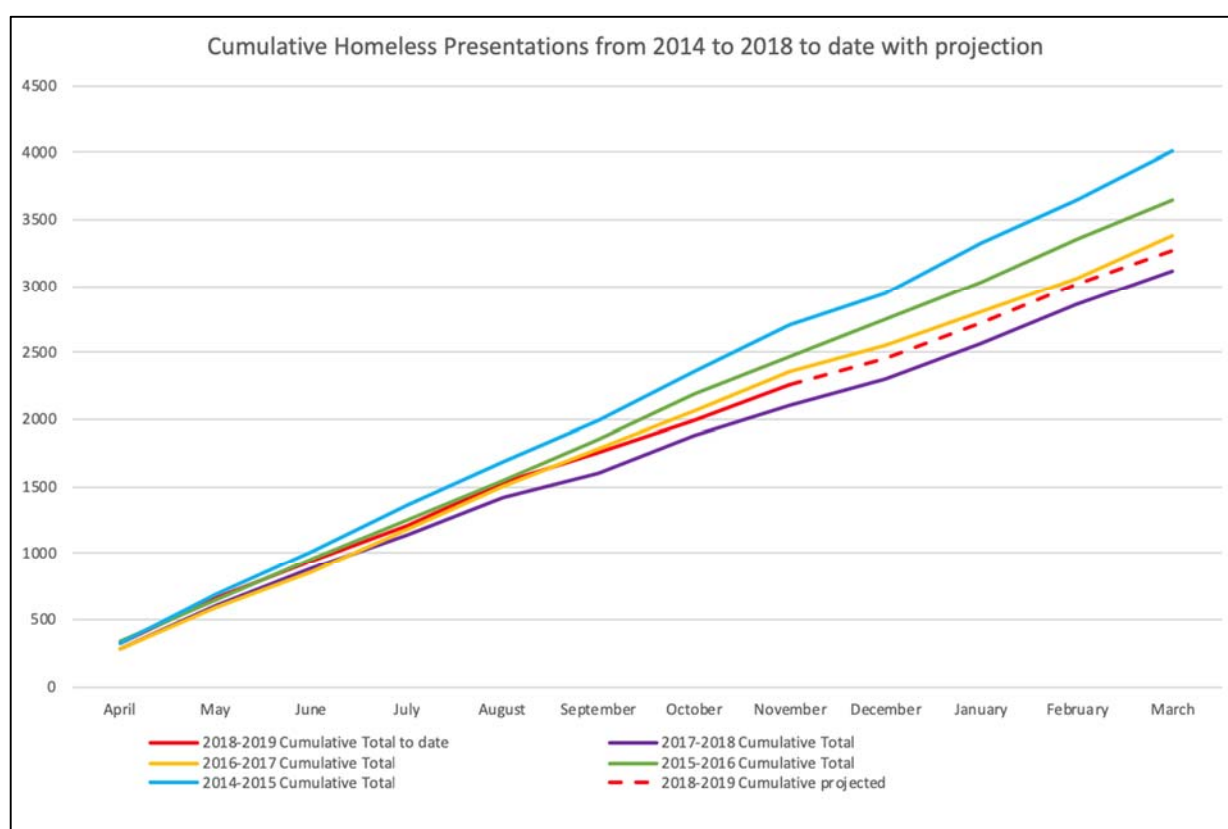
- No families to be accommodated in bed and breakfast.
- No 16/17 year olds or care leavers to be accommodated in bed and breakfast.
- Reduce the number of people in bed and breakfast accommodation.
- Reduce the lengths of stay in bed and breakfast accommodation.
- Reduce the number of people sleeping rough.
- Increase the stock of temporary accommodation, specifically flats, supported accommodation and new forms of temporary accommodation.
- Continued reduction in homelessness presentations.

¹⁶ City of Edinburgh Council, Housing and Economy Committee, 7 June 2018

- Implement the Housing First approach.

The Strategy to meet these outcomes will have an enhanced focus on prevention with the aim of continuing to reduce, or at least stabilising the level of homelessness. This should be seen within the context of Edinburgh's increasing household population, and pressured housing market. Trends over recent years show year on year reductions in number of presentations with a 9.2% reduction between 2014/15 and 2015/16 and 7.9% fall between 2016/17 and 2017/18. The number of assessments where there is a duty to house have similarly reduced by 9.8% between 2014/15 and 2015/16, and 9.9% between 2016/17 and 2017/18. Unfortunately, the trends so far for 2018/19 suggests that presentations may be in the region of 5% higher than last year, even if presentations in the months between December and March are the same as last year.

Chart 5 Cumulative homelessness presentations



Source: CEC

Given the continuing difficulties for some tenants across sectors associated with Welfare Reform, the continuing price pressures and current constraints in the Edinburgh housing system it is assumed that if the number of households for whom there is a duty to house remains broadly constant at annually 3,000, and lets across sectors remain at around 1,400-1,500 then demand on temporary accommodation and length of stay will likely increase due to mismatch between demand and supply (type, size and volume). The options set out below assume there will be an assertive prevention strategy to reduce demand, and increased access to settled housing supply. Rehousing strategies are discussed in section 5.

3.3 Options for temporary accommodation

There are three illustrative scenarios that have been explored for the vision to 2023/24, summarised in Table 5 below:

1) Steady overall temporary capacity, eliminate B&B, increase alternative temporary

The overall aim of this option is to increase temporary accommodation options from alternative sources of accommodation so that there is a rapid shift away from traditional B&B within 5 years. By 2023 the aim is to:

- Eliminate B&B from current capacity of 159 households at March 2018 to zero by 2023 with corresponding capacity increased in shared houses and community hosting.
- Increasing the supply of shared houses by 32 from current 528 to 560 to compensate for some of the capacity lost by B&Bs and provide more suitable emergency accommodation.
- Reducing reliance on expensive spot purchased short term lets but maintaining a supply of 55 units to provide flexibility, and strategically commissioning capacity from PRS through a 'settled accommodation service' for over 230 households which is the balance of current capacity from the short-let supply.
- Hostels/supported residential accommodation capacity will remain constant.¹⁷
- Creating capacity for young people through supported lodgings/community hosting starting at 25 households in 2020 rising to 100 spaces in 2023. The aim would be to increase this supply more rapidly and in greater volume if there is sufficient community interest in the initiative.
- Keeping the temporary accommodation supply constant requires an increase in prevention activity to stem demand and increase in access to settled supply. Settled provision will include Housing First.

This results in a broadly steady capacity in the total temporary accommodation capacity from the 2017/18 baseline of 1,771 to 1,771, including more shared houses and new supported lodgings/community hosting. The cost of provision is estimated to decrease by 13% based on current weekly rates and occupancy levels. The decrease in costs is associated with reduction of B&B and increase in alternatives with no change in overall capacity.

The key risks associated with this option is that demand may not reduce in which case a steady provision in temporary accommodation will be inadequate, case and length of stay will increase and demand on expensive B&B and other emergency/short let accommodation could continue with associated costs. It is very unlikely that B&B will be eliminated entirely as there is a requirement for flexibility to provide households with accommodation, even for very short periods of time e.g. less than 7 days.

2) Reduce temporary furnished flats portfolio with residual B&B, increase alternatives

The overall aim of this option is to reduce temporary accommodation capacity, from the Temporary Furnished Council and RSL stock so this can be returned to the permanent housing supply. TFFs is reduced by 25% equivalent to around 105 properties. It is expected that there

¹⁷ The Council's strategy for moving to shared houses, including Rapid Access Accommodation may mean an increase in the number of hostels depending on how these are defined by Scottish Government / The Scottish Housing Regulator.

will be a requirement to maintain a residual B&B household capacity due to lost capacity from TFFs:

- Reduction of B&B to 50 capacity by 2023 from 159 with corresponding capacity increased in shared houses and supported lodgings/community hosting.
- Shared houses capacity increases to 560.
- Settled accommodation service capacity from PRS for over 200 households.
- Hostels/supported residential accommodation capacity will remain constant.
- Creating capacity for young people through supported lodgings to 100 spaces in 2023.
- As this relies options reduces temporary supply it is expected that prevention will have to reduce demand more than Option 1, and settled supply will have to increase to a greater extent than Option 1 above. Settled provision will include Housing First initiative.

This option results in reduced overall capacity (-3%) from 1,771 to 1,716 but with significant change in the type of provision, reducing TFF, increasing shared houses and supported lodgings, but maintaining some B&B supply for flexibility. The cost of provision is estimated to decrease by 16.9% based on current weekly rates and occupancy levels. The decrease in costs is associated with reduction of B&B, reduction in TFFs and increase in alternatives.

The key risk is the likelihood that use of B&B accommodation will have to continue, including potentially for families and young people as settled housing supply may not be able to satisfy demand.

3) Increase current temporary accommodation capacity, elimination of B&B by 2023/4

The overall aim of this option is to increase temporary furnished flats capacity (TFF social by roughly 15% and private by 20%) equivalent to increase of about 130 houses/flats, of which 90 are Council/RSL stock which means diverting this supply from permanent housing.

- Reduction of B&B from capacity of 159 households at March 2018 to 30 by 2023 with corresponding capacity increased in shared houses and supported lodgings.
- Shared houses capacity increases to 560.
- Settled accommodation service capacity from PRS to almost 300 households.
- Hostels/supported residential accommodation capacity will remain constant.
- Creating capacity for young people through supported lodgings to 100 spaces in 2023.
- As for all options this relies on an increase in prevention activity and increase in access to settled supply. Settled provision will include Housing First initiative.

This option results in an increase capacity of 3% from 1,771 to 1,907 and will provide the Council and its partners with more flexibility for temporary accommodation supply and will mean that less households are accommodated in unsuitable temporary accommodation. The cost of provision is estimated to decrease by 5.5% as a result of reduced B&B but this is offset to some extent by increase in TFF costs.

The key risk is that increasing temporary accommodation supply from the affordable housing sector will mean reduce the ability to increase lets of settled housing to homeless households, and to meet the rehousing needs of other client / needs groups.

Vision – Preferred Option 3 Increased TFF and residual B&B by 2023/24

Given the housing pressures faced in the City, the short-term priority is to reduce B&B to a minimum using it for very short-term accommodation (less than 7 days). Doing this requires more volume in alternative temporary supply. Increasing TFFs to move people out of B&B removes stock from permanent/settled supply, but the aim is also to build up alternatives including supported lodgings and then, in due course, to start reducing the overall temporary portfolio beyond year five. Estimates show that increasing the TFF stock by around 100 over 5 years will slow down rapid rehousing slightly depending on proportion of supply going to homeless households, but the priority is to rebalance the type of temporary supply away from unsuitable accommodation. This option has the advantage of increasing supply by 8% while still reducing costs by over 5%.

The risk of this strategy is that if settled supply does not increase and prevention does not decrease demand in which case length of stay in temporary accommodation will continue to increase. The ambition beyond five years is to begin to reduce temporary accommodation portfolio, so long as an increase in settled housing is forthcoming. This vision will be subject to ongoing review alongside monitoring of proportion of lets to homeless households, and prevention outcomes.

Table 6 – Change in temporary accommodation supply 2019-2024

	Current 2018/19		Option 3 Increase TFFs Residual B&B 2023/24	
	No	%	No	%
TFF (social and private)	695	39.2%	820	43.0%
B&B	159	9.0%	30	1.6%
Shared houses	520	29.4%	560	29.4%
Other (hostels)	397	22.4%	397	20.8%
Supported lodging /community hosting	0	0.0%	100	5.2%
Total volume	1771		1,907	8%
Total charges				-5.5%

Table 5 – Illustrative temporary accommodation high level scenarios

Type	Capacity as at 31 March 2018	Option 1 Year 5	Option 2 Year 5	Option 3 Year 5
		Increase alternatives Eliminate B&B	Reduce TFF Residual B&B	Increase TFF Eliminate B&B
TFF - LA	383	383	295	450
TFF - RSL	43	43	27	45
TFF – Short let interim (spot purchase)	269	55	55	55
TFF - Private sector temporary (contract)	0	233	233	270
B&B	159	0	50	30
Shared houses	520	560	560	560
Other - LA Hostel	148	148	148	148
Other - RSL Hostel	80	80	80	80
Other – Other Hostel	169	169	169	169
Supported lodging	0	100	100	100
Total	1,771	1,771	1,716	1,907
% change volume	-	0%	-3%	8%
Total annual charges based on basecase occupancy rates	32,132,751	27,968,693	26,696,423	30,363,735
% change charges (nominal – no inflation)		-13.0%	-16.9%	-5.5%

Commissioning plan to achieve Edinburgh's vision for temporary accommodation

The Homelessness Prevention Strategic Commissioning Plan 2018-2023 sets out most aspects of this RRTTP vision. The temporary accommodation aspects are discussed below with the addition of Housing First. The housing support aspects of the commissioning strategy are discussed in Section 4 below.

Rapid Access Accommodation for rough sleepers – the Council in partnership with Scottish Government and Street work has developed a rapid access accommodation model. This is 12-bedroom shared house (2 double rooms) with two property managers on 24 hour waking shift and link officers to support individuals into move-on housing. A review of the first three months of the pilot (December 2017 to June 2018) proved the benefits of this service and a new rapid access accommodation service is now being commissioned. A Rapid Access Accommodation will be developed and implemented as a women's only accommodation service for female rough sleepers - this will be in place for April 2019.

Rehousing for rough sleepers - Move on accommodation is currently being commissioned as part of the homeless accommodation with support contract and some flats which form part of an existing hostel (Castlecliff). There will be a focus on prioritising those in rapid access accommodation. The commissioned services will be in place in April 2019, the Castlecliff flats will be made available as current residents move out. The Council is also developing its Housing First proposals (see below).

Elimination of Bed and Breakfast – this vision sets out the ambition to eliminate B&B use and the process will prioritise families and young people living in unsuitable accommodation. In 2017/18 there were 903 homeless applicants (26% of total applicants) who were families. At the 1st April 2018 there were a total of 56 families living in B&B and during 2017/18 there was a total of 950 B&B placements for families. In 2017/18 there were 707 applicants (22% of total applicants) who were aged under 25 years, and on 1st April 2018 there were a total of 77 young people living in B&B (three 16-17 year olds and 74 18-24 year olds) with a total of 1,045 different B&B placements during 2017/18 for young people aged under 25 years.

The Council has already added to its portfolio of TFFs (an additional 26 properties in 2018/19), and RSLs have been asked to support this by providing TFF accommodation for use as temporary accommodation. The Council also uses a large stock of private furnished short lets, and it has increased funding for the PSL scheme with the aim of attracting more properties to the scheme. If young people aged 16/17 years are initially accommodated in B&B, they are prioritised for young person's supported accommodation and the Council is working with Link Living to gain access to additional supported flats.

PRS Settled accommodation service and accommodation framework - The 5-year vision is to better harness the resources of the PRS for temporary accommodation and will review its commissioning strategy for this part of the temporary supply in 2020 to avoid help eliminate B&B usage, prioritising families and young people. The ambition of the Settled Accommodation Service will be to amalgamate the Interim Accommodation and Private Sector Leasing (PSL) contracts. Offering landlords an attractive option of guaranteed rent for their properties should increase the Council's capacity to provide self-contained properties as settled and interim accommodation. The Council will also aim to use a Supported Lodgings / Community Hosting model to help support the elimination B&B use.

The Council has also set up an accommodation framework to enable additional accommodation to be purchased as and when required. This accommodation framework is required to ensure the Council is compliant with procurement regulations whilst still being able to purchase additional accommodation to meet immediate need. Increasing the number of properties used as temporary accommodation from the PRS will aid adherence to the Unsuitable Accommodation Order 2004 and provide more options for service users as an alternative to being accommodated in shared houses.

In addition to these private and community temporary resources, the vision acknowledges that there will be a requirement to draw on the social housing stock for additional TFF capacity in the short term (100 properties over five years).

Shared houses – the Council has developed a specification for shared housing to directly replace traditional B&Bs and respond to user feedback which ensures that contracted provision provides cooking, food storage and laundry facilities. Feedback has so far been positive on the new provision, and the Council is committed to developing an easy access rating system for customers using these premises which will be used at part of the regular contract monitoring system. This provision currently has visiting support, but in order to support residents better the Council and its partners will explore commissioning support/property managers based at each of these shared properties. This will provide more proactive support in the rehousing process including helping residents in bidding on Choice - the Edinburgh Choice Based Letting system which adds to the support homeless households are already provided by case officers to bid on the CBL system.

Sharing and matching options

The Council will consider how it can develop systems to allow the sharing of accommodation to assist in providing temporary accommodation and settled housing for homeless people. Integral to the development of this service would be a means of matching people who would benefit from and are ready for sharing.

A feasibility study will be commissioned to consider the mechanisms required to set up a scheme and to look at the potential benefits and risks. In addition to this the study will consider the resources required to ensure a matching and sharing service is safe and sustainable and what the potential outcomes would be.

The Chartered Institute of Housing and the Scottish Government have previously conducted research in this area and learning will be drawn from this as well as engagement with other local authorities who have begun to use sharing as a means of accommodation provision.

Supported lodging / Community hosting

Community hosting / supported lodging is a form of supported lodging which provides with an alternative to temporary accommodation. There is no 'prescribed' form of supported lodging/community hosting at present in the UK; generally a supported lodging is a room provided in a private home. Support for community hosts are provided through specialised training (either by a local authority or a third sector organisation running the scheme) to enable personalised and flexible support for the young person. Supported lodgings schemes have

demonstrated a range of positive outcomes for young people at risk of homelessness, spanning health and wellbeing, life-skills, education and employment.

Supported lodgings exist throughout the UK, and in Scotland have primarily been limited to serve young people leaving care. In England and Wales the supported lodgings model is more expansive, with a variety of schemes serving different client groups. Age ranges generally include 16 to 25, although some schemes specifically serve 'younger young people', such as 16 to 18, or 16 to 21. Placements are generally short-term, ranging from 6-month to two-year placements, although some include shorter 3 month stays.

A recent review of supported lodgings in the UK¹⁸ found that most schemes depended on sustained investment to recruit hosts, a significant portion of ongoing operational and staff costs. The support many schemes offer to hosts consists of 'placement reviews' with a host-coordinator, in addition to an 'on-call' system of support (see Appendix 1 for more details on set up, recruitment of hosts, training and support). Additional costs of running a supported lodgings scheme include the payment of rent and covering the cost of support, paid directly to the host. Rent levels vary, one scheme in Sheffield, for example, is £150 per week. The young person also provides a modest contribution towards rent, typically between £5 and £30 per week. Although hosts are compensated for rent and support costs, recruitment typically emphasises the altruistic, rather than financial, benefits of hosts to participate in the scheme.

The vision for an Edinburgh scheme is to build up at least 100 supported lodgings over the next five years.

Housing First – This is not temporary accommodation but is an important part of the rehousing landscape for households with severe and multiple needs. Housing First is in early stages of implementation in Edinburgh. Social Bite funding is available to provide Housing First support packages for up to 275 households in Edinburgh for an average annual cost of £7,500 for an initial 2-year period. The Council has identified initial phase of households who have been homeless for more than three years who may be suitable for this approach. Roll out will continue as capacity for support provision grows. This phased approach to Housing First will enable the Council and its partners to gain learning from the project and embed this as a mainstream approach.

Following the initial two years there will be a requirement from the Council and its partners to mainstream the funding to ensure continuation of support for people using the scheme. All studies linked to the delivery of this service in other parts of the UK and across the world highlight savings which can be made across many areas of public spending. To deliver this model, the Council requires the support of the Integration Joint Board and the Edinburgh Partnership and discussions are ongoing.

¹⁸ See Wats B. and Blenkinsopp J. (2018) Supported Lodgings, Shelter

4. Support needs

4.1 Background and commissioning housing support and social care services

The Council's strategic context for provision of Housing Support and wider social care is set out in the 'Programme for the Capital' with a vision that *"Edinburgh is a thriving sustainable capital city in which all forms of deprivation and inequality are reduced"*. However, in delivering on this vision the Council must manage significant financial pressure and has to find recurring annual savings of at least £128 million by 2022/23, with £40m required in 2019/20.¹⁹

The Council's new draft Homeless Prevention Strategic Commissioning Plan 2018-2023 sets out the services for people who are homeless or at risk of homelessness to help them get a home, or help people keep a home. Services are now commissioned on a *per person* rather than *per hour* basis, which gives the flexibility to support service users in the most appropriate way to meet their needs, and recognises that people are spending more time in temporary accommodation²⁰. The Council currently spends £13million a year on homelessness prevention services, housing support, and supported temporary accommodation. The draft sets out a range of future priorities for homelessness commissioning, specifically:

- Services to help people 'get a home': measures to reduce rough sleeping, Rapid Access Accommodation, street-based outreach service, increasing Shared House beds (to decrease/eliminate B&B) with support, and Homeless Accommodation Services for a range of client groups who need additional support to sustain homeless accommodation.
- Services to help people 'keep a home': including preventative services for young people (aged 16-25) to avoid homelessness; a single Visiting Housing Support service to deliver visiting housing support to all client groups to help people to establish and sustain a home.²¹

The Edinburgh Health and Social Care Partnership Strategic Plan for 2016 – 2019 set out the Integration Joint Board's (IJB) shared vision of a *'caring, healthier, safer Edinburgh'*. Through the Housing Contribution Statement there is a commitment to invest up to £300m of the housing investment programme to build around 3,000 affordable homes integrated with health, care and support services. In June 2018 the Housing and Economy Committee approved increasing this commitment to 4,500 in line with increased commitment of 20,000 homes in the SHIP. This will be reflected in the next Strategic Plan and Housing Contribution Statement.

The IJB has also recently reviewed provision in the City for people with complex needs who struggle with homelessness, unemployment, drug and alcohol problems, mental or physical ill-health, and may be involved with the criminal justice system. The 'Inclusive Edinburgh' review reviewed services delivered partners for this client group and recommended integrated working, service user involvement, psychologically-informed practice and a model of 'Getting it Right for Everyone'.²² This has resulted in the creation of a new Inclusive Homelessness service by merging services currently based at Spittal Street Clinic and Access Point in Leith and co-locating NHS Lothian, CEC and third sector agencies at a new city centre location, providing a range of health and care services to the homeless population of Edinburgh.

¹⁹CEC Finance & Resources Committee, 27 September 2018, Council Change Strategy Planning for Change

²⁰ Homeless Prevention Strategic Commissioning Plan 2018-2023

²¹ P8, Homeless Prevention Commissioning Strategy 2018-2023

²² Report to Integration Joint Board, 11 March 2016, Inclusive Edinburgh: Complex Care Homelessness Service Review

4.2 Estimated Support Needs

The Council does not have a single housing support needs assessment, other than using data on housing support needs from support needs reported by homeless applicants at their homelessness assessment. There are limitations in use of this data source as individual's housing support needs are often revealed to be more or less as services build relationships with individuals. There is also variability in the quality of housing support recording currently

Table 7: Support Needs of Homeless Applicants: Scotland vs Edinburgh from 2014/15 to 2017-18

% applicants	2012-13		2013-14		2014-15		2015-16		2016-17		2017-18	
	Scotland	Edinburgh	Scotland	Edinburgh	Scotland	Edinburgh	Scotland	Edinburgh	Scotland	Edinburgh	Scotland	Edinburgh
% with at least one identified support need	34.3	33.6	34.5	39.8	38.6	35.1	42.5	36.3	44.2	36.2	46.9	35.0
Mental Health	38.4	19.3	38.0	16.6	37.1	15.3	40.6	14.9	44.8	21.0	49.4	21.9
Learning Disability	5.8	3.1	6.2	2.7	5.2	1.6	6.1	2.5	5.6	2.3	6.0	2.6
Physical Disability	9.4	5.1	8.7	4.0	9.8	4.2	9.7	3.8	10.4	5.0	11.1	4.8
Medical Condition	20.7	8.4	18.0	6.5	18.8	5.7	17.5	6.8	18.7	8.7	20.8	7.8
Drug or Alcohol Dependency	33.1	9.8	33.5	7.7	28.9	6.7	26.4	7.9	25.4	8.4	24.5	7.7
Basic Housing Management/Independent Living Skills	38.0	5.4	42.8	5.1	48.6	4.1	51.5	4.7	46.4	8.2	47.0	8.2

Source: Homelessness in Scotland 2017/18 Scottish Government Tables 15&16 and CEC

Estimated current and future support needs

Analysis of homeless assessment data has quantified different levels of need by the RRTP categories – no/low, medium and SMD/Complex. CEC has defined these as:

- No support needs - no/low support needs
- 1 support need - medium support needs
- 2-6 support needs - SMD/Complex needs.

Based on the current data recording, which is being improved in the transfer to a new ICT system, for all current homeless cases, (including and excluding those in temporary accommodation) the majority of homeless households in Edinburgh have no/low support needs (63%). However, the needs of those living in temporary accommodation are greater (55% have no/low support needs).

These combined populations have been used to generate a proxy for what the future support needs of homeless households may be, projected on the projected 3,087 homeless cases with a duty to house (as set out in section 1). However, if the number of homeless applications increase then support needs by volume will increase, and if numbers decrease through prevention then support needs will decrease by corresponding numbers. The **key difference made between the current and projected position** is that under RRTP it is assumed that the majority of people with medium needs (one need) should not be living in supported/residential accommodation. However, making such a transition will take time to achieve through availability of settled and alternative temporary options.

Current data sets show that:

- The lowest support needs are found for those living in TFF, but there are a significant proportion of those households with no and low support needs (14%) living in other supported residential/hostels.
- A similar proportion, roughly a third of people with medium support needs are living across the three types of accommodation – TFFs, hostels/residential and emergency (B&B and shared houses).
- A higher proportion of temporary residents with SMD/complex needs are living in emergency accommodation than in residential/hostel accommodation. It is fair to assume that people with higher needs are more likely to require residential supported accommodation or a Housing First response rather than living in emergency accommodation for long periods of time.
- Mental health presents as the most significant support need type, followed by drug or alcohol dependency. In both cases, the largest proportion of households living in temporary accommodation are living in emergency options (B&B or shared houses) or hostels.
- Based on this initial analysis from the current data, there appears to be a mismatch between the types of needs and the placements in temporary accommodation. It appears that a number of people with low and medium are living in supported accommodation. However, this must be considered in the context of limitations in the data, and the operational constraints and realities. Very often the high level of demand for temporary housing means there is not a perfect match between needs and type of temporary options. The last resort is B&B and if other options including supported accommodation are available for those with no/low or medium needs they will be placed there until more suitable options become available.

Other projections

The **Joint Strategic Needs Assessment**²³ (JSNA) 2015 provided further indications of projected needs for different client groups:

- **Older people** – *“The number of people aged over 85 is expected to double by 2032 to 19,294. The number of older people requiring intensive levels of support is expected to increase by 61% over the next 20 years due to demography alone”*

²³ Edinburgh Shadow Health and Social Care Partnership Joint Strategic Needs Assessment (2015), Section 3: http://www.edinburgh.gov.uk/transformedinburgh/download/downloads/id/80/joint_strategic_needs_assessment.docx

- **Mental Health, Physical disabilities including Sensory impairments, Addictions** – for all of these client groups - *“conservative planning assumption is that numbers will increase by an average of 1.4% in line with the annual increase in the adult population.”*
- **Complex Needs** – *“Different services have different estimates of who ‘this group’ are, ranging from 150-1,000 individuals.”* Also, *“An estimate from the Access Point produced a list numbering approximately 300 homeless people with whom services have struggled to engage in a way that noticeably alleviated poor outcomes.”*

4.3 Supply

The following table provides a high-level overview of the current provision of accommodation and non-accommodation-based services within the city of Edinburgh.²⁴

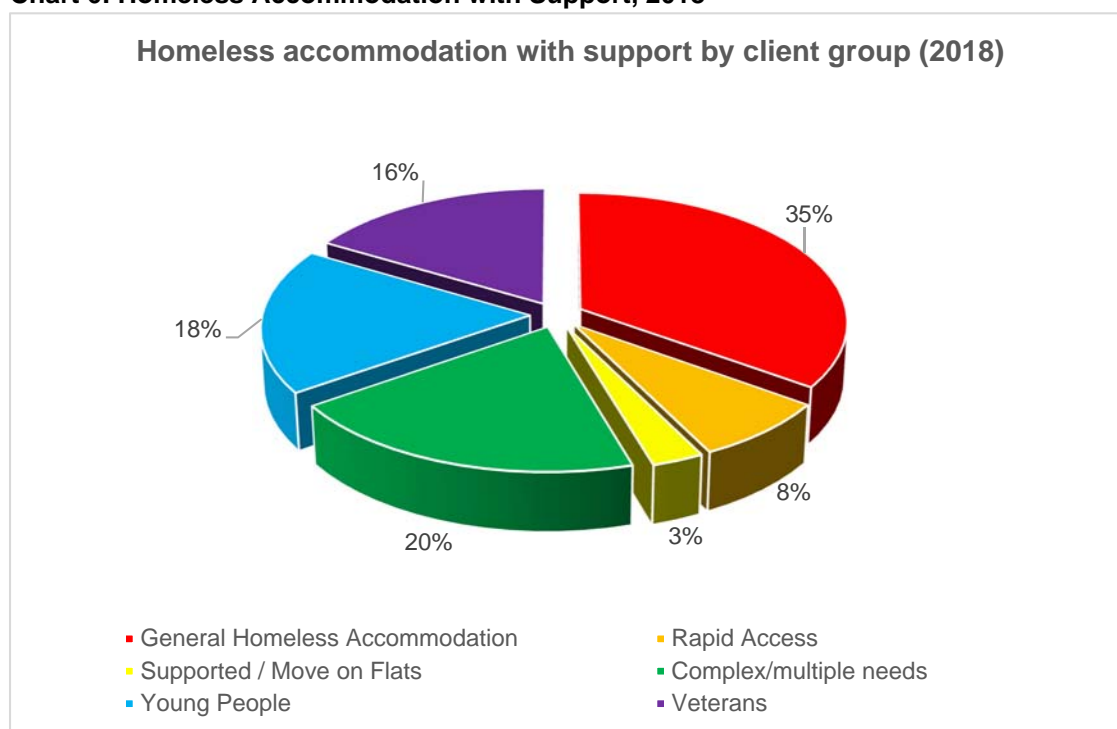
Table 8: Current Homeless Service Provision in Edinburgh

Accommodation Based Services	
Accommodation Type	Number
Homeless Accommodation with Support	496 places
Contracted Bed & Breakfast and Shared Houses	398 rooms
Contracted Properties in the Access to the Private Rented Service	1515 properties
Non-Accommodation Based Services	
Service Type	Number
Support for people who are homeless / at risk of homelessness	1860 people
Support for people to establish a home	1100 households
<i>In addition, CEC commissions a Support Hub for people rough sleeping and people experiencing other forms of homelessness and a street-based outreach service for rough sleepers and street beggars.</i>	

Accommodation-based services

Chart 6 below shows the Council's current supply of homeless accommodation with support as at November 2018, by client group and type of support. Over a third of provision is classified as general homeless accommodation, a fifth is focused on complex and multiple needs, and a fifth is focused on young people and veterans. Shared houses, and Rapid Access Accommodation are described in section 2 above.

Chart 6: Homeless Accommodation with Support, 2018



²⁴ Based on latest draft Homeless Prevention Strategic Commissioning Plan 2018-2023 and CEC commissioning team data

Table A1 in Appendix 1, shows further detail on how the current supply of 496 places available across Edinburgh breaks down by type of support provided. However, it should be noted that profile and quantity of supply are both likely to change by March 2019, as the Council is in the middle of a procurement exercise for Homeless Accommodation with Support. The purpose of this exercise has been to ensure compliance with regulations, to procure Rapid Access Accommodation and to hopefully to increase capacity of supported accommodation, should the market respond.

Ensuring there is an adequate supply of settled supported accommodation for people with medium and SMD/complex support needs will be a vital element to ensure the success of Edinburgh's longer-term efforts to prevent homelessness and shift to a Rapid Rehousing model of provision. We know that people with mental health or drug/alcohol issues are the most likely to present as homeless, due to their complex vulnerability. Through partnership working between NHS Lothian, City of Edinburgh Council and Queen Margaret University, the **Wayfinder Project** is developing an evidence-based pathway redesign of adult mental health services in the city, which will result in new services being developed to support the redesign of the Royal Edinburgh Hospital. Appendix A2 shows the graded typology of support needs which has been developed, which it is anticipated will contribute to better alignment of supported accommodation and health and social care services over the longer term, with the goal of reducing homelessness in this SMD/complex need group.

Non-accommodation-based services

In mapping the current supply of homeless accommodation with support, as well as visiting housing support, we have matched Edinburgh's existing provision to the recommended Scottish Government/HARSAG bandings – no/low, medium and SMD/complex. Table 9 below presents a breakdown by provider, service and support type for the 1,860 non-accommodation-based housing support service places currently available for homeless households in Edinburgh.

Table 9 Commissioned non-accommodation-based support services in Edinburgh

Provider	Service	Support Type	Number of service users
Foursquare	Locality Visiting support	Visiting housing support	250
Foursquare	Locality Visiting support	Low level preventative support	65
Y People/ Sacro	Locality Visiting support	Visiting housing support	750
Y People/ Sacro	Locality Visiting Support	Low level preventative support	195
Streetwork	Complex Needs support	Visiting housing support to people with complex/ multiple needs	220
Link Living	Young Persons Service	Visiting Housing support to young people aged 16 to 25	220
Link Living	Group work service	Training course on tenancy management/ independent living for young people	30
Cyrenians	Home Management & Food Preparation	Training Course on home management, budgeting, food preparation.	130

Preventative Housing Support/Visiting Support services

The Council has demonstrated its commitment to homelessness prevention by establishing a **Family and Household Support Service (FHS)** in July 2016, backed by a staff team of 93 (FTE) which aims to ensure people can access the right support at the right time. Operating across Edinburgh's 4 locality offices, working with Council, NHS Lothian and other partner agencies. FHS provides a single point of contact for residents, providing a variety of services to support and increase social engagement and cohesion by supporting families with parenting, relationships, advice, assistance with employment, housing, debt, budgeting and welfare benefits.

4.4 Gaps and shaping the future of housing support in Edinburgh

Given the current limitations of data relating to housing support, initial qualitative opinion from Council officers (housing, homelessness and IJB) and wider stakeholders has helped to inform an initial opinion on balance between supply and need for housing support. The direction of travel towards community-based resources with wrap around support is recognised, but this needs to be considered in the light of very restricted housing resources for temporary and settled accommodation in Edinburgh (see further analysis in section 5 on rehousing).

This initial support assessment suggests the requirement for:

- Rapid Access Accommodation – completing the current procurement exercise and reviewing the need for more supply, particularly for women only accommodation.
- Shared Housing – provision with onsite support rather than visiting support – to support people more proactively in their rehousing process.
- Housing First as an alternative to temporary accommodation – IJB funding discussions are ongoing and priority to obtain commitment from partners is recognised.
- Council officers have indicated that they consider there to be an under provision of housing support for SMD/complex needs, young people and homeless women.
- A review of the balance between reactive housing support for those in crisis and an adequate supply of preventative housing support (tenancy sustainment support initiatives) such as Family & Household Support service, to support vulnerable households in sustaining their tenancies and preventing homelessness.

More work is required on recording needs more accurately in the context of the Rapid Rehousing vision for temporary and settled accommodation. As discussed above, at an operational day to day basis, the ability to appropriately match needs to the supply is restricted by limited capacity within the supported residential accommodation, and in the community-based housing supply (as housing tenancies are kept for settled / permanent supply as much as possible). Current and future procurement exercises in the short term are seeking to increase capacity and future RRTPs will review in the light of the market's latest response.

5. Rapid rehousing plan

5.1 The vision

The following Plan sets out how City of Edinburgh Council and its partners are going to move from the current position to the future vision. As discussed above, this is an initial Plan pending the refresh of the Council's overarching Homelessness Strategy and may change following its completion. This Plan is consistent with the Council's Homelessness Task Force ambitions and sets out the direction of travel which is to:

- Reduce, and preferably eliminate people living in bed and breakfast accommodation.
- Reduce the lengths of stay in bed and breakfast accommodation.
- Reduce the number of people sleeping rough.
- Increase the stock of temporary accommodation, specifically flats, supported accommodation and new forms of temporary accommodation.
- Continued reduction in homelessness presentations through prevention.
- Implement the Housing First approach.

5.2 Preventing homelessness in the first place

Prevention and advice

Prevention is an essential part of the delivery of homelessness service. As there is an acute shortage of social housing and a lack of affordable housing in the city, the Council and its partners will continue to develop services so that early intervention and prevention opportunities are maximised to ensure that wherever possible the need to present as homeless and access temporary accommodation are avoided.

The Council's and its partners' prevention strategy has been successful to date, with homelessness presentations falling consistently over the last 10 years from a peak of 5,512 in 2006/7 to 3,119 in 2017/18 with a 12% drop between 2016/17 and 2017/18, and an average 239, or 6% drop in applications per annum over the last 5 years²⁵. Unfortunately, for the first time in 10 years the projections look less favourable this year (2018/19) with a projected increase to 3,264 or 5% in applications in December to March stay the same as last year.

To align with the Council's locality model of working, the Council's Homelessness and Temporary Accommodation Services moved from 1a Parliament Square on 26 March 2018, to provide locality based services. The new service model will increase prevention activity as homelessness services will now be further integrated with locality based linked services, such as Family and Household Support, Housing Management teams and Social Work services. This is a change in the way services are delivered, as the majority of housing advice and homelessness assessment services were previously delivered from a central point at 1a Parliament Square. Single people and couples with multiple and complex needs including rough sleepers can obtain integrated services through the new Inclusive Homelessness Service combining the former GP Edinburgh Access Clinic with the previous Access Point to a new one

²⁵ Homelessness in Scotland, Scottish Government 2017/18

stop shop at 17-23 Leith Street. The new Access Point provides co-located services for vulnerable service users including access to homeless officers, social workers, community care assistants and a range of health services.

The Council is currently also reviewing its Advice Services and it is proposed that following the conclusion of the review, these services would also be delivered on a locality basis, providing further opportunity for integration and early intervention and the support to deliver more comprehensive housing options interviews at the point of contact with vulnerable service users.

Person-centred approach and no wrong door

The Council's Homelessness Services is currently reviewing the information packs provided to services users at the point of presentation and throughout the case, including:

- Provision of a person-centred action plan for each homeless person, which includes details of housing options, a record of the interview and supports and advice provided
- Information around statutory homelessness functions and service user
- Details of services available to homeless people including advice and support agencies
- Details of the care and professional standards that officers must adhere to in the delivery of homelessness services.

Homelessness Services is reviewing the use of ICT systems to provide greater access and information for service users, this review should include:

- Information around statutory duties
- Service access information and online housing options tool
- Details of service users' rights and responsibilities
- Confidential mailboxes to report concerns
- Information around changes to service delivery models based on customer feedback and
- Exploration of alternative methods of contacting customers, based on new ICT provision and customer preference.

Homeless and potentially homeless households can access services through a range of methods and through the Council's assertive outreach:

- At the locality offices where services are integrated.
- From the Access Point/Inclusive Edinburgh and through street based outreach
- The Council works with Care Shelter staff to support people who need to access the homelessness service.
- Rapid Access Accommodation.
- Referrals through elected members, and referrals / joint working with other council departments, RSLs, local housing teams, GPs and a range of health services, other third sector organisations and other local authorities.
- A linkworker pilot due to begin in early 2019 which will provide housing options and homeless assessments where people are, rather than an expectation that people with multiple and complex needs must attend a Council office in the first instance.

Prevention and support in the private rented sector

More work is required to prevent homelessness from the PRS. As outlined in Section 1 above, homelessness from the PRS is the only area where there are significant increases in homeless presentations. Tenancy loss as a cause of homelessness is much higher in Edinburgh than it is in Scotland (Edinburgh 26.9% vs Scotland 13.6%). In 2017/18, 875 cases that presented as homeless were due to action by a landlord and of these 731 of those (83.5%) were due to action by a Private Rented tenancy. Over the last six years from 2012/13 action from the PRS has shown the highest increase in reasons for homelessness (6.5% increase). Most other reasons for homelessness have stabilised or decreased. If CEC and its partners were able to reduce 50% of PRS presentations, to avoid homelessness and to maintain their tenancies this would result in a 10% reduction in overall presentations.

The Homelessness Services approach is for Case Officers to provide support and advice through the Housing Options journey. However, the scale and type of the challenges in the PRS demonstrates we need to take a different approach. It is intended to establish a separate PRS Support Team to provide intensive advice and support to tenants, landlords and letting agents to prevent homelessness. The service will be developed drawing on lessons learned from other LAs and exemplar projects including Shelter's Private Landlord Support Workers working within local authorities in Dundee and the Highlands, and the Letting Agent Plus pilot where Shelter has been working with mainstream letting agents across the central belt to understand what information and support agents need to help sustain tenancies and make more lets to households that may not be their 'traditional' tenants.²⁶

The new PRS Support Team will provide:

- Intensive support from the point of contact when an NTQ is received, with the priority on preventing homelessness
- Advice to landlords and letting agents on how to support tenancies
- Financial support and assistance to tenants to maintain a tenancy in the PRS, avoiding a homelessness presentation
- Engagement with landlords and letting agents to increase access to homeless and potentially homeless households
- Delivery of a rent deposit guarantee scheme – the tender process is currently being evaluated and is now let
- Advising homeless and potentially homeless households on MMR options.

Establishing this new team and putting in place a homeless prevention fund for financial support to maintain tenancies in the PRS to avoid homelessness will be a priority for 2019/20. The team will comprise one officer in each locality to support PRS tenants facing homelessness, with a Manager to develop and monitor the service, and to take an outward facing view on the sector raising awareness with landlords and letting agents on best practice and how the Council and its partners can support the sector to sustain tenancies.

²⁶ Evaluation reports for both these projects are forthcoming

Other areas for prevention and joint working

The Council and its partners will also consider other lessons learned from the Prevent Duty in place in England²⁷ and in Wales²⁸ (Appendix 3 provides a summary). In both contexts, the duty to prevent requires the agreement of a personalised 'housing plan' which sets out a set of recommended and mandatory steps that the applicant and the local authority will take to either help the household remain in the home, or to secure alternative housing, so as to avoid homelessness. Most of the actions taken in England and Wales to fulfil the 'duty to prevent' are well established through Edinburgh Housing Options approach, although not as a statutory requirement. The Council sees the most useful aspect of the statutory Prevent Duty being to clarify the law around the Housing Options approach (and tension on this between the Regulator and Scottish Government), around personalised housing plans (which the Council has anticipated through its person-centred action plans), and most importantly homelessness prevention funds including the ability to provide rent and mortgages for households, and possibly other financial payments to sustain tenancies and avoid homelessness. However, in Edinburgh the most important shift will be to create an advisory service for landlords and lettings agents in the aim to change culture around households that may require a small amount of support or advice to retain tenancies in the PRS.

5.3 Prioritising settled housing for all

Section 3 sets out the Council and its partners' vision for temporary accommodation which is to prioritise the reduction of use of unsuitable temporary accommodation in the short term and use alternatives including temporary mainstream accommodation and other community-based alternatives. Enabling rehousing as quickly as possible is the ambition, but given the scale of unmet need, it may take more time (beyond 2023/24) to reduce the current average waiting time of 239 days and rebalance supply and demand for homeless households. This will largely depend on reducing demand through prevention and increasing supply from current and new supply (affordable and PRS).

We have modelled a range of rehousing options to assess how long it will take to achieve a better balance between homelessness demand and supply. In developing a range of options, the base case is as per the RRTP tool at 2017/18, with Year 1 starting at 2019/20. A range of scenarios have considered demand, the possible impact of prevention on demand (% reduction or increase in demand), and supply from existing stock and new supply coming through the AHSP and CEC's MMR programme (Appendix 4 provides the projected completion rates).

The results are summarised in Table 10 below. It should be noted that these scenarios are built on volume comparisons alone. The modelling does not factor in the different household size, and the large range of preferences and needs by location, type and size of home required and 'demand' for MMR as suitable option for homeless households. The sheer scale of the options, variables and outcomes are infinite. However, we can say with some certainty that even if a balance between demand and supply in volume terms is reached, the actual balance will not be achieved in the same timescales and will go beyond the years projected due to imbalance between size, type and location. The modelling shows that the most significant impact on the

²⁷ Homelessness Reduction Act of 2017

²⁸ Housing (Wales) Act 2014

ability to meet the rapid rehousing objective is prevention/reducing demand, although a combination of prevention and additional supply is required. The objective cannot be met by increasing supply alone within 10 years and would hardly be met within 10 years by reducing demand (by 5% per annum) alone, considering volume only, not accounting for household needs and preferences.

The most optimistic scenarios in relation to the rapid rehousing objectives are:

- **Option 5 - Cases reduce by 5% per annum for 5 years, and supply increases** - CEC 70% of all lets to homeless households, RSLs 50%, ASHP 50% and modelling assumption of CEC MMR 15%
- **Option 8 and 9 - Cases reduce by 5% per annum for 5 years, and supply increases and TFFs decrease** - CEC 70% of all lets to homeless households, RSLs 50%, ASHP 50% and CEC modelling assumption of MMR 15% and Temporary furnished flats are reduced by 25% - 100 units over five years (75 from CEC and 25 from RSLs over 5 years).
- **Where TFFs are increased by 25% over 5 years from the existing stock, this does not make a significant difference** to the achievement of rapid rehousing timescales, so long as the rest of the supply increases (5% difference in the outstanding balance between TFFS in or out).

The most pessimistic scenarios in relation to the rapid rehousing objectives are:

- **Option 1 - No change in demand but supply increases** - CEC 70% of all lets to homeless households, RSLs 50%, ASHP 50% and modelling assumption of CEC MMR 15%
- **Option 2 – Cases reduce by 2% but supply increases** - CEC 70% of all lets to homeless households, RSLs 50%, ASHP 50% and modelling assumption of CEC MMR 15%
- **Option 10 – Cases increase by 5% per annum for 5 years and supply increases** - CEC 70% of all lets to homeless households, RSLs 50%, ASHP 50% and modelling assumption of CEC MMR 15%.

Option 11 – What is required to achieve Rapid rehousing within 5 years? This option considers what appears to be closest to the current projections for 2018/19 which suggests 5% increase in presentations for 2018/19, and models what supply increase is required to achieve Rapid Rehousing within 5 years including the TFFs coming into the temporary portfolio as per the Council's vision. This requires the following lets to homeless households:

- Current stock – CEC and RSLs 100%
- Projected ASHP completions – 75%
- Projected CEC MMR completions – 40%

Option 12 – What happens if there is no grant funding for new affordable housing after 2021? The current affordable housing programme is only funded until 2021. Option 11 shows how important a long-term new supply programme is in Edinburgh. If demand remains static at 3,000, the new supply to 2021 means that the shortfall between demand and supply reduces to 35% (assuming 50% of new build social housing is allocated to homeless households, and 15% of the MMR programme). However, if there is no funding and no further new supply beyond 2021, then the imbalance increases again quickly to over 90% due to the outstanding historical backlog combined with new demand. If there is a 2% decrease in demand through prevention every year with new supply to 2021, then the shortfall reduces to 29%, but even with prevention continuing to reduce demand the lack of funding for supply after 2021 means the shortfall will increase again to 75% in year 5. In the longer term to year 10 the imbalance will reduce due to

prevention and as the historical backlog is reduced. This shows just how critical the combination of assertive prevention and continued long term new affordable housing supply is in Edinburgh.

Conclusion - This analysis confirms there has to be a combination of an assertive prevention strategy (5% reduction per annum), and significant new supply to enable rapid rehousing in Edinburgh. It also shows it is not possible to achieve a balance between demand and supply within 5 years (which in turn will reduce temporary accommodation) unless an average of 90% of all social housing supply is let to homeless households. This leaves no social housing options for other high needs groups and runs the risk of attracting further households into the homelessness system. This means the Edinburgh rapid rehousing strategy will therefore be long term at 10 years and beyond.

Edinburgh's rehousing target

Consultation with the RSL Edindex partners on this analysis confirms the Edindex Board's commitment as set out in its current business plan to increase the proportion of lets to homeless households. For **existing social housing supply** the target rehousing for homeless households will be **a minimum of 50% and maximum of 70%** for RSLs and CEC for 5 years to 2023/24. This compares to the current average of 57% made up of CEC 70%, RSL CBL partners 41% and RSL non CBL partners 51%.

For **new social housing** provided through the AHSP programme, all the Edinburgh affordable housing providers may adopt local letting plans for the initial phase of lets for new supply to ensure a balanced mix within new communities, and there may be specific property types targeted to specific need groups. However, the rehousing target for social lets will be across all available lets for most new build developments. Appendix 4 includes the projected completions for the five-year SHIP and CEC MMR programme to 2023/24, and assumptions for the following 5 years.

The **role of the PRS** in rehousing homeless households is discussed above, with the new PRS Support Team being pivotal in helping sustain households in the PRS and to support tenants, landlords and letting agents to consider this as an option.

Funding for the affordable housing programme - In order to achieve increased lets for homeless households from new supply, the affordable housing building target of delivering 2,000 homes a year has to be achieved (1,400 through AHSP grant funding and 600 from non-grant funded sources). In order to achieve the required completions £88m of grant funding is required annually. This programme requires almost double the Scottish Government's current three-year resource planning assumptions. It is, therefore, essential to continue the work initiated through City Region Deal, to secure an uplift in grant funding in years three, four and five of the SHIP and greater certainty in future years if any impact is to be made to rapid rehousing homeless households and other needs groups in Edinburgh.

Table 10 Illustrative Rehousing Options

	Base	Option 1 Base plus more supply	Option 2 Cases reduce by 2% pa, No change in supply	Option 3 Cases reduce by 2% pa, Supply up	Option 4 Cases reduce by 5% pa, No change in supply	Option 5 Cases reduce by 5% pa Supply up	Option 6 Cases reduce by 2% pa Supply up TFFs reduced by 25% (100 units)
Demand	Static demand 3084	Static demand 3084	Year 1 - 3,084 Year 5 - 2,834	Year 1 - 3,084 Year 5 - 2,834	Year 1 - 3,084 Year 5 - 2,486	Year 1 - 3,084 Year 5 - 2,486	Year 1 = 3,084 Year 5 = 2,834
Supply existing social stock to homeless	CEC 70% RSLs 41%	CEC 70% RSLs 50%	CEC 70% RSLs 41%	CEC 70% RSLs 50%	CEC 70% RSLs 41%	CEC 70% RSLs 50%	CEC 70% RSLs 50% Plus 100 lets from TFF (75 CEC, 25 RSLs)
Supply from ASHP to homeless	0%	50%	0%	50%	0%	50%	50%
Supply from MMR to homeless	0%	15%	0%	15%	0%	15%	15%
Lets from PRS	120	120	120	120	120	120	120
Total lets to homeless	1458 Year 10 no change	Year 1 - 1,940 Year 5 - 2,017	Year 1 - 1458 Year 5 no change	Year 1 - 1,940 Year 5 - 2,017	Year 1 - 1458 Year 5 no change	Year 1 - 1,940 Year 5 - 2,017	Year 1 - 1,940 Year 5 - 2,058
Shortfall / surplus supply / demand	1625 Year 5 no change	Year 1- 1144 Year 5 – 819	Year 1 – 1458 Year 5 no change	Year 1- 1144 Year 5 – 817	Year 1- 1458 Year 5 no change	Yr 1- 1144 Yr 5 – 469	Year 1- 1144 Year 5 – 775
% increase/ decrease required	Year 1 - 111%	Year 1 - 59% Year 5 - 41%	Year 1 - 111% Year 5 - 94%	Year 1 – 59% Year 5 - 41%	Year 1 – 111% Year 5- 70%	Year 1 – 59% Year 5 - 23%	Year 1 – 59% Year 5 – 38%
When is balance achieved – <u>volume only</u>	Never	Not within 10 years	Not within 10 years	Year 7 to 8	Year 8 to 9	Year 5 to 6	Year 6 to 7

	Option 7 Cases reduce by 2% pa Supply up TFFs Increased by 25% (100 units)	Option 8 Cases reduce by 5% pa Supply up TFFs reduced by 25% (100 units)	Option 9 Cases reduce by 5% pa Supply up TFFs Increased by 25% (100)	Option 10 Cases increase by 5% for 5 years Supply up	Option 11 Cases increase 5% and supply needed to achieve balance in 5 years with TFF increased	Option 12 Cases stable and supply only to 2021 as per Scottish Government RPA	Option 12A Cases reduce by 2% supply only to 2021 as per Scottish Government RPA
Demand	Year 1 - 3,084 Year 5 - 2,834	Year 1 - 3,084 Year 5 - 2,486	Year 1 - 3,084 Year 5 - 2,486	Year 1 - 3,084 Year 5 - 3,779	Year 1 - 3,084 Year 5 - 3,779	Static demand 3084	Year 1 – 3,084 Year 5 – 2,834
Supply existing social stock to homeless	CEC 70% RSLs 50% Less 100 lets to TFF (75 CEC, 25 RSLs)	CEC 70% RSLs 50% Plus 100 lets from TFF (75 CEC, 25 RSLs)	CEC 70% RSLs 50% Less 100 lets to TFF (75 CEC, 25 RSLs)	CEC 70% RSLs 50%	CEC 100% RSLs 100%	CEC 70% RSLs 50%	CEC 70% RSLs 50%
Supply from ASHP to homeless	50%	50%	50%	50%	75%	50% to 2021 then no more supply	50% to 2021 then no more supply
Supply from MMR to homeless	15%	15%	15%	15%	40%	15% to 2021 then no more supply	15% to 2021 then no more supply
Lets from PRS	120	120	120	120	120	120	120
Total lets to homeless	Year 1 - 1,940 Year 5 - 1,975	Year 1 - 1,940 Year 5 - 2,058	Year 1 - 1,940 Year 5 - 1,975	Year 1 -1,940 Year 5 - 2,017	Year 1 - 3,054 Year 5 – 3,765	Year 1 - 1,940 Year 5 - 1,549	Year 1 - 1,940 Year 5 - 1,549
Shortfall / surplus supply / demand	Year 1- 1144 Year 5 – 859	Year 1 - 1144 Year 5 – 428	Year 1 – 1144 Year 5 – 511	Year 1 - 1144 Year 5 – 1,762	Year 1 – 30 Year 5 – 14	Year 1 – 1,144 Year 5 – 1,540 Year 10 – 1,481	Year 1 – 1,144 Year 5 – 1,285 Year 10 - 673
% increase/ decrease required	Year 1 – 59% Year 5- 43%	Year 1 – 59% Year 5 - 21%	Year 1 – 59% Year 5- 26%	Year 1 – 59% Year 5 – 127%	Year 1 – 1% Year 5 – 0%	Year 1 – 59% Year 5 – 97%	Year 1 – 59% Year 5 – 83%
When is balance achieved – <u>volume only</u>	Year 8 to 9	Year 5 to 6	Year 5 to 6	Not within 10 years	Year 5	Never if new supply does not increase after 2021	Never if new supply does not increase after 2021

The role of Midmarket rent

The Council has a significant grant funded and non-grant funded MMR programme bringing the total new MMR completions to over 6,000 over the next 5 years (see Appendix 4). The tenure of mid-market rent is aimed at people who cannot afford home ownership but who would not usually have any priority need for high demand social housing. The average mid-market rent for a two-bedroom home in the city is c.£590 a month; almost half the average private rent (c.£950). Around a third of people presenting as homeless are in employment. Council officers are working with RSL partners to make mid-market rent more accessible for people who are in work and presenting as homeless. A key element of this is ensuring that mid rent options are incorporated into housing options and advice work undertaken by housing officers. In 2018, the Council; in partnership with Scottish Futures Trust, established a new venture called “Edinburgh Living” that will provide housing at mid-market and market rent. Edinburgh Living will receive loan funding from the Council and £16 million of grant funding from Scottish Government to deliver 1,500 homes over 3 years. Edinburgh Living has committed to provide up to 50% of lets in its first development to working homeless households as a pilot initiative.

Rehousing and support

The RRTP guidance requires a decision on the proportions and numbers for rehousing/support requirements to meet current backlog and likely new cases requirements over 5 years, presented as an annual requirement for 5 years. As discussed above, it will not be possible to meet the backlog and new demand within 5 years. A significant impact will be made if applications reduce by 5% per annum and housing supply increases significantly as outlined above (assuming funding is in place for the full new build programme), but after taking account of location, house type and support requirement, it will even be a challenge to meet all the backlog and new need within 10 years. Section 4 above outlines the issues regarding matching support needs to available supply. A key action for this RRTP is to better understand support needs against the type of supply available.

Target for maximum time to be spent in temporary accommodation

Based on the Council's vision to eliminate B&B usage and increase alternatives, and based on prevention and rehousing options provided above, the Council and its partners aims to **reduce the current average of 239 days**. However, if demand increases (for by example 5% per annum) this is unlikely to be achievable on the basis that almost all supply would have to be allocated to homeless households to redress the demand for temporary accommodation and this would mean that other vulnerable groups would be unable to access housing.

Supporting people through the rehousing journey

The Council works in partnership with 20 RSL partners in the city to provide a single housing register for Edinburgh. This gives access to over 95% of social rented housing in the city through completion of a single form. EdIndex aims to maximise access to housing within the city for our customers while minimising duplication of effort through use of a common application form, a single register and where appropriate shared information.

By completing the EdIndex form a person can access housing with any of the partner landlords. The landlords let their available properties through two systems- choice based letting scheme

(CBL, the Council and 18 RSLs) or under a common points system (2 RSLs). Each landlord will then let properties in accordance with their own letting policies, although those that use the CBL are all subscribe to the key principles of the system which involves:

- Properties that are advertised are categorised by each individual landlord as targeted towards a 'starter' or a 'mover' or a 'starter or mover'. Homeless households are within 'starters'. Section 1 above highlights the proportion of properties that are allocated to starters or movers by CEC and RSLs.
- A hierarchy of priority for the allocation of properties, with an audit trail built into the system to show what priority has been allocated. These priorities are gold urgent, gold, silver homeless, silver demolition/regeneration, silver overcrowding, and waiting time.
- After these priorities there may be slight differences between the different landlords in terms of age sharing rules and allocation by household size and property size, but the priorities are largely the same for all landlords.
- Matching homes and households is undertaken by each landlord, with all accountable for rehousing outcomes to their own governing bodies, and the Scottish Housing Regulator.
- All the EdIndex partners have committed to increasing rehousing efforts for homeless households, as articulated through the current EdIndex Business Plan, and are supportive of the Housing First approach.

Each homeless household is case managed by the Council's Housing Officers, who unfortunately have on average around 180 cases to manage. They have the responsibility for making sure that homeless households are registered on EdIndex, and make sure that households are making the maximum three bids per week on the CBL if there are available homes that meet their requirements and have the support to do this through relevant visiting or residential support providers. If someone is not bidding reasonably then contact is made to encourage bidding (including with the support provider) and in extreme cases the Housing Officer will start to make bids on the household's behalf to increase chances of rehousing. This is an area which has been audited within the last year, with results from the audit process resulting in nine key audit actions to ensure a proactive, structured case management approach including rehousing and exploring the full range of housing options in the affordable and private options. Temporary accommodation housing officers also visit temporary accommodation residents to ensure their stay is as good as it can be and to provide further support on the bidding process, and any support on paying accommodation charges. The nine areas identified as crucial in service delivery were:

- Consistency in homeless assessment, including recording information.
- Delivery of a new case management procedure.
- Creation of 5 specialist officers in each locality and 1 in TAP, and procedures and guidance for assessment of eligibility of migrants.
- Supporting officers to keep up to date with the relevant housing options in Edinburgh.
- Recording all vulnerabilities/support requirements and that appropriate support/advice referrals are offered and made on behalf of applicant.
- Applicants with multiple or complex support needs to be case managed by specialist staff within The Access Point, where applicants can access other services, such as GP, mental health services, Homeless Social Work team.

- Young people under 18 or up to 21 if care leaver are case managed by the specialised Young Persons Service at 249 High Street, where we work collaboratively with Young Persons Services and Throughcare and after team and the Rock Trust (YES Project), which supports young people to ensure they are accessing relevant services, maximising income and access employment advice, and accessing the Young Persons Supported Housing Panel.
- Improving support for Private Rented sector tenants and re-establishing the rent deposit guarantee scheme.
- Working with employability hubs within the localities to improve applicants' affordability options into other housing tenure – increasing chances of securing accommodation quicker, in areas they want to stay.

Developing a wider range of settled housing options

The RRTP includes implementation and / or investigation of a wider range of housing options

- Supported lodgings/community hosting – as discussed in Section 3 above and in Appendix 2. The Council will commission a supported lodgings service and aims to recruit at least 100 hosts/bedspaces over 5 years. If there is greater community interest more will be recruited to relieve pressure and maximise the opportunity for young people to live in a homely setting.
- Rent deposit scheme – the scheme contract started 1st December 2018. The Council will underwrite up to £30,000 in each financial year for eligible claims against the deposit guarantee.
- Sharing and matching options - the Council will commission a feasibility study to consider how a sharing scheme in the PRS and social sector would work, how it would be resourced, what outcomes could be achieved and at what cost. We will draw on lessons from other LA experience and from the CIH/Scottish Government commissioned research in this area which explored sharing as a mitigation against the former UK policy intention to cap rents in the social rented sector²⁹.
- A PRS Support team will help prevent homelessness from the PRS and develop relationships with landlords and letting agents to encourage greater access to the mainstream private rented sector.
- Housing First – Housing First is in early stages of implementation in Edinburgh. Social Bite funding is available to provide Housing First support packages for up to 275 households in Edinburgh for an average annual cost of £7,500 for an initial 2-year period. The Council has identified initial phase of households who have been homeless for more than three years who may be suitable for this approach. Roll out will continue as capacity for support provision grows. This phased approach to Housing First will enable the Council and its partners to gain learning from the project and embed this as a mainstream approach.

Rapid Rehousing Transition Plan Ongoing review

The RRTP will be an integral part of the refresh of the Homelessness Strategy to be completed in 2019. This will include a monitoring and evaluation framework with reporting to the Housing and Economy Committee on a quarterly basis. This will include details of progress towards the targets agreed by the homelessness task force and the ambitions set out in the RRTP. This

²⁹ Indigo House (2017), The introduction of the LHA Cap to the social rented sector: Impact on young people in Scotland, CIH Scotland and Scottish Government

approach will ensure that elected members are fully briefed and able to contribute to future developments to the Council's RRTP.

6. Resource Plan

The following resource and summary action plan sets out the key actions areas where additional resources are required to support Edinburgh's move to Rapid Rehousing. It combines work on prevention, increasing access to existing supply, increased investment in new affordable housing supply for the duration of the SHIP period to 2024/25, and increasing alternative settled housing options. As discussed in the Plan above, all these measures are required if an impact on the scale of unmet need and homelessness is to be made in Edinburgh.

The total bid for resources to support the Rapid Rehousing Transition Plan is:

- £9,216,000 from the Ending Homelessness Fund
- £299,720,000 in grant funding for new supply of affordable homes SHIP (2019/20 to 2024/254).

Rapid re-housing proposal Activity / Target	Funding requirement	Timescales for funding
PRS support team – 4 FTE officers plus Manager. Officer based in localities to provide intensive support to PRS tenants to ensure homelessness is prevented wherever possible and Manager focused on external facing work with landlords and letting agents to inform/raise awareness to help sustain tenancies and prevent homelessness.	£168,000 per annum £40,000 per annum Team Leader 4 x £32,000 Housing Officer	Per annum for 5 years April 2019 to March 2024
Homelessness prevention fund to enable potential homeless people to stay in their own home through payments to landlords across sectors /letting agents to help resolve problems relating to arrears or other particular reasons. Subject to clear policy and criteria.	£100,000 per annum Subject to annual monitoring and review	Per annum for 5 years April 2019 to March 2024

Sharing and matching feasibility study, set up and management of a scheme across social and private rented sector. The feasibility study would determine what set up and ongoing resources and costs would be involved, and so are estimated at this stage as equivalent to 1 FTE officer	Feasibility study - £30,000 Service delivery - £32,000 per annum	Feasibility study 2019/20 Service delivery costs for 5 years April 2019 to March 2024
Supported lodging / community hosting feasibility study, set up and management of a scheme. The feasibility study would determine what set up and ongoing resources and costs would be involved, and so are estimated at this stage.	Feasibility study - £30,000 Service delivery - £32,000 per annum	Feasibility study 2019/20 Service delivery costs for 5 years April 2019 to March 2024
Housing First – establishing up to 275 tenancies over a 2-year period. To support this scale of delivery and ensure the mainstreaming of this provision, full funding during the transitional phase in year 3 would	Year 3 - £1.031m, to increase transitional support from 50% to 100% in third year.	Increase in transitional funding for year 3 of Housing First pilot
Supply of Affordable Housing Ensure delivery of 10,500 affordable homes over current SHIP (2019-2024) period. Includes delivery of mid-market rent homes which may be suitable for some working homeless households	£299,720m in grant funding to support delivery of new affordable homes by the Council & RSLs. .	2019/20 to 2024/25
Detailed analysis of profile of affordable housing stock to understand the proportion of stock that is suitable for and required by specialist needs groups (e.g. sheltered housing, amenity and wheelchair accessible etc) that are allocated to other needs groups.	Funding of £25,000 to support this work is required during 2019/20	2019/20
Transitional Funding to deliver alternatives to B&B. In addition to the modelling already provided in the RRTP. There is an opportunity, with additional investment, to expand the provision of supported accommodation as a direct replacement for bed and breakfast accommodation. The	Cost of replacing B&B with supported accommodation. 650 beds per annum - £1.3 million 550 - £1.1 million 450 - £900,000 350 - £700,000 250 - £500,000 150 - £300,000	Per annum for 5 years April 2019 to March 2024


net cost of procuring additional supported accommodation from 3 rd sector partners, as a direct replacement for bed and breakfast accommodation is in the region of £2,000 per bed per annum. There are currently around 650 households in need and breakfast. In addition to the provision of additional funding, work would be required with 3 rd sector partners to develop this additional capacity This accommodation would provide additional housing support to ensure shorter stays, better engagement and more tenancy readiness.	50 - £100,000	
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Appendix 1 – Supported temporary accommodation provision in Edinburgh

Table A1: Current Provision of Homeless Accommodation with Support by Client Group/Support Type

Current Provision of Homeless Accommodation with Support by Client Group and Support Type	Number of Places	Type of support
General Homeless Accommodation		
Bethany House	28	Medium support 24 hours
Crossreach Cunningham House	23	Medium support 24 hours
Dunedin Harbour Hostel	31	Medium support 24 hours
Gowrie Care Bruntsfield	20	Medium support 24 hours
Gowrie Tollcross View	14	Medium support 24 hours
Gowrie Oxbangs	17	Medium support 24 hours
Rowan Alba Straumillion	10	Medium support 24 hours
Y People Broomhouse	15	Medium support 24 hours
Y People Crewe Road Gardens	15	Medium support 24 hours
	173	
Rapid Access		
Salvation Army Pleasance	38	High support/ 24 hours. Clients will usually have complex/ multiple needs
	38	
Supported / Move on Flats		
Dunedin Harbour Flats	6	Medium Support
Salvation Army East Adam Street	8	Medium Support
	14	
Complex/multiple needs		
Bethany Christian Centre	16	High Support for people with addictions
Crossreach Anchor	7	High Support for people with addictions
Gowrie Care Dryden Street	10	High Support / Complex/ multiple needs
Gowrie Care Gilmours Close	10	High Support / Complex/ multiple needs
Gowrie Care Lauriston at Leith	11	High Support / Complex/ multiple needs
Gowrie Care Mayfield	12	High Support / Complex/ multiple needs
Gowrie Care St John's Hill	21	High Support / Complex/ multiple needs
Rowan Alba Thorntree Street	12	Care and support 24 hours high
	99	
Young People		
Barnardos Care Leavers	5	Medium Floating support
Places for People Care Leavers	17	Medium Floating support
Four Square Number 20	6	High Support 24 hours
Four Square Stopover	16	High Support 24 hours
Rock Trust Bedrock	31	High floating support
Y People Fusion	15	Medium support 24 hours
	90	
Veterans		
SVHA Whitefoord House	82	Medium support on site
	82	
ALL HOMELESS ACCOMMODATION WITH SUPPORT	496	

Appendix A2: Wayfinder Project Typology

 Wayfinder PSP Model - Overview of Thresholds						
A WHOLE SYSTEM APPROACH TO SUPPORT TRANSITIONS: Support from a range of people CONSISTENCY: To ensure respect, relationships and trust CULTURE: Need for respect and acknowledgement of people's roles.						
PSP event identified below parameters	Grade 1	Grade 2 Visiting (regular)	Grade 3 Visiting (daily)	Grade 4 Core hours	Grade 5 24 hour staffing	Grade 6 24 hour staffing
Graded support A range of support and accommodation. Having a secure base. Support is timely and flexible.	Minimal support through naturally occurring community opportunities Measured by REIS	Regular visiting input from Health, Social Care & Third Sector staff Regular visiting Measured by REIS	Daily visiting input from Health, Social Care & Third Sector Staff. Daily visiting Measured by REIS	Core hours staffing with visiting input consisting of Health, Social Care & Third Sector staff. Measured by REIS	Alternative to admission to support people in crisis Crisis response/ Relapse beds Team consisting of Health (inclusive of sessional medic), Social Care & Third Sector staff 24 hour staffing Measured by REIS	High intensity rehabilitation unit 24 hour care from nursing and junior medical staff working with the multi-professional team. Measured by REIS
Person Centred Choice Identifying people's needs not problems Enabling positive risk taking	Symptoms are fully managed and there is no need for support	Person will be managing symptoms however some level of routine monitoring is required to support, engagement in managing mental health. Vulnerable aspect of risk managed. Measured by Camberwell Assessment of Needs and SAPROF	Person will be managing symptoms in order to build functional skills. Vulnerable aspect of risk managed. Measured by Camberwell Assessment of Needs and SAPROF	Person will be experiencing symptoms which are causing disruption to functional skills. Vulnerable aspect of risk managed. Measured by Camberwell Assessment of Needs and SAPROF	Person will be experiencing a high level of symptoms which are causing significant disruption to functional skills Needs 24 hour staffing, nursing and OT Measured by Camberwell Assessment of Needs and SAPROF	Person is medically unwell and experiencing significant symptoms which have significant impact on functional skills Needs 24 hour medical care Measured by Camberwell Assessment of Needs and SAPROF
Meaningful Days Meaningful Occupations Addressing daily living skills Occupation which supports social inclusion	Further development in role development in the community.	Build on stable community living skills, routines and meaningful activities through role development. Measured by MOHOST	Maintain community living skills, routines and meaningful activities. Measured by MOHOST	Establish community living skills, routines and meaningful activities. Measured by MOHOST	Initiate community living skills, routines and meaningful activities. Measured by Volitional Questionnaire	Initiate community living skills, routines and meaningful activities. Measured by Volitional Questionnaire
Descriptors characterise needs of a 'typical' person; an individual's presentation may not fit all descriptors in one grade; care planning meetings will determine which grade of support best meets individual needs						

Appendix 2 – Supported lodgings/Community hosting

Summarised from Watts, B. et al 2018 Supported Lodgings.

Models. Community hosting schemes currently operate across the UK. Community hosting is broadly delivered by five different models: Nightstop, Supported Lodgings, Shared Lives, destitute migrant hosting, and Home Share. Nightstop is a national organisation which accredits 30 schemes across the UK, accommodating 1,400 young people in 2016. The main distinguishing feature of Nightstop is the flexibility of hosts in accommodating short stays, from just 24 hours to placements lasting one or two months. Longer Nightstop placements may transition into a 'supported lodgings' arrangement which becomes a semi-permanent arrangement, typically lasting a year or longer. Supported Lodging schemes are commonly used for care leavers, such as the 14 schemes across Britain run by the children's charity, Barnardo's. According to a survey undertaken by Homeless Link in 2015, 70% of responding English local authorities ran a supported lodgings scheme.

The level of support required in Nightstop and Supported Lodgings varies. Shared Lives schemes specifically cater to young and older people with high support needs and is a community-based alternative to residential care. There are 122 Shared Lives Schemes in England, catering for almost 12,000 people, with 14 schemes in Scotland supporting 380 people who have a range of needs, including learning, mental health and support needs associated with older age and physical impairment. In contrast, Home Share turns this care model on its head, by matching a young person in need of accommodation with an older householder, with a spare room who may need some form of support. In exchange for a room, the young person helps with shopping, cooking, cleaning, and provides companionship, but not personal care. Both the host and guest pay Home Share schemes a weekly fee to cover the costs of running the scheme. Currently, there are 22 Home Share schemes operating across the UK.

Provision. The kinds of organisations providing community hosting schemes varies significantly. For example, Nightstop schemes are provided by independent organisations accredited by the national network - Nightstop UK. Supported Lodgings and Shared Lives can be run by local authorities or by third sector providers. Home Share schemes are typically delivered by charities or private organisations, and schemes catering for destitute migrants are commonly operated by voluntary organisations. Supported Lodgings schemes have in place a system of on-going support for hosts to draw on during placements, typically provided by voluntary organisations. Generally, the support system in place for community hosting involves two key components: first, a system of regular (two weekly or monthly) supervisions or 'placement reviews' for hosts with a 'host co-ordinator', and second, a 24/7 'on call' system of support.

Funding. The funding structure and cost of operating community hosting schemes varies considerably. There are three key cost components, relating to scheme infrastructure, rent, and support. A mix of grant and local authority funding typically covers infrastructure costs such as staffing, administration, recruitment and training. Rental costs are often met by Housing Benefit (or the housing cost element of Universal Credit), although sometimes host rents are paid by LA children or adult services, funder from health or housing budgets or other grants. Support costs are generally covered by LA budgets, either via adult or children's services or housing-related support budgets. Given the level of support required in Shared Lives schemes, these models are commonly funded by a combination of social care and Carer Allowance funding. Home Share is unique in that the cost of operating the scheme is both covered by both guest and host - with a fee paid to the provider.

Recruitment. Community hosting schemes depend on effective referral pathways for both hosts and guests. Referral agencies for Supported Lodgings schemes tend primarily to be local authority housing/homelessness teams. Host recruitment is an intensive, ongoing function of community hosting schemes given that the success of the scheme is dependent on having a readily available, diverse pool of hosts, with different household circumstances, skills, backgrounds, characteristics, living in different locations. Hosts tend to be former foster carers, friends and relatives of existing/former hosts, and those with a professional or volunteering experience in homelessness, housing, health, social care and/or youth services. Supported Lodgings schemes use a range of methods to attract and recruit hosts, including attending local/community events; advertising on radio, mainstream and social media, organisational websites, as well as through word-of-mouth.

Prospective hosts are vetted through Disclosure and Barring Service (DBS) (in England) or Disclosure Scotland (in Scotland) checks, and by local authority children's service checks, seeking character references. Property/home checks focus on the suitability of the property, including gas safety checks. Training needs are also identified as part of the assessment. Supported Lodgings schemes all have some form of training programme for their hosts, including: safeguarding; health including sexual health, mental health and self-harm; responding to and communicating with young people; life skills, finance and budgeting; drugs and alcohol; problem solving skills, conflict and crisis management; and education, employment and training. Following the vetting process and successful matching, young people and hosts are supported to set the ground rules for placements. Young people normally sign a license agreement giving them permission to occupy the property and setting out the terms, such as 'house rules', which are mutually agreed.

Barriers to recruitment tend to involve the financial impact of the placement on hosts, since community hosting offers a lower level of remuneration than fostering arrangements. Furthermore, Supported Lodgings hosts do not benefit from the tax exemption rules that apply to foster carers' income, although this is somewhat offset by the 'rent a room' exemption which allows for £7,500 tax free income a year for those accommodating a lodger in their main home. Also, for some hosts, participating in community hosting schemes can impact on insurance premiums, which was a cost typically borne by hosts. There may be some additional tenure-related barriers to recruitment, in that hosting requires agreement from the landlord, and in some cases the mortgage provider, although it has been noted that refusal to give consent was rare.

Scheme maintenance. Pressures on local authority budgets present a particular challenge in maintaining adequate levels of funding for the support cost element of community hosting schemes. There is wide variation in how support costs are covered, including: an array of local authority budgets, sometimes in combination, including public health, housing, social care, children's services, Staying Put, and Supporting People schemes. The support element payments to hosts tend to be between £35 and £80 per week, depending on the level of support required.

A recent review of the feasibility of community hosting schemes in the UK noted that although the proportion of costs allocated to direct costs (which include host costs) is higher for Supported Lodgings than other services, the proportion of costs attributed to overheads is relatively low. Furthermore the report identified a number of financial benefits to community hosting, which serve to offset the up-front costs of setting up and maintaining community hosting schemes. These can include: no requirement for capital/building investment or property maintenance costs; cost savings achieved in relation to other forms of accommodation by minimising the psychological impact of homelessness and exposure to damaging lifestyles; and that Supported Lodgings schemes are likely to benefit from efficiencies and economies of scale over time.

Appendix 3 – Duty to Prevent in England and Wales

Actions include steps to help someone remain in their home or to move elsewhere to avoid homelessness, such as

1) Remain in one's home:

- A. Mediation using external or internal trained family mediators. This could be an external mediation service or an in-house local authority service where training in mediation has been provided.
- B. Conciliation including home visits for family friend threatened exclusion. This includes: home visits, where someone may be at risk of homelessness due to a threat of exclusion from parents, other relatives, or friends; and conciliation work by a partner organisation such as youth counselling.
- C. Financial payments from a homeless prevention fund to enable someone to remain in the existing home. These include payments to landlords to resolve problems caused by tenant damage, any payments from a prevention fund to resolve rent arrears.
- D. Debt advice. Includes: casework covering debt advice, including negotiation with creditors and advice on budgeting and money management; and households who seek advice and assistance with mortgage difficulties, including households signposted or referred to the lender/money advice.
- E. Resolving housing benefit problems. Include actions to resolve housing benefit problems including assisting a vulnerable person at immediate risk of homelessness through non payment of rent with making a housing benefit claim; action to deal with delays in payment; housing benefit arrears; verification of claim documents where there is a delay in benefit payments leading to a risk of homelessness; backdating of benefit claims; making a discretionary housing payment (DHP).
- F. Resolving rent or service charge arrears in the social or private rented sector. This may include case work help that supports a household to manage any arrears repayment schedule.
- G. Sanctuary scheme measures for domestic violence. Measures to enable a victim of domestic abuse or harassment to remain in their home with professionally installed security measures. Include also cases where someone was assisted to take legal action to protect their right to remain safely within the home.
- H. Crisis intervention – providing emergency support. This includes cases where there is an imminent risk of homelessness because someone is unable to cope with his or her affairs and emergency intervention or crisis support is provided.
- I. Negotiation or legal advocacy to ensure someone can remain in accommodation in the private rented sector. This includes: negotiation with private landlords who have or have threatened to issue a notice to quit to resolve problems; actions to resolve a threat of illegal eviction or to re instate illegally evicted tenant; county court advocacy or court desk work by the local authority or its partners where court representation results in a case being struck-out, dismissed or adjourned; and assisting someone to afford their rent by negotiating a lower rent, increasing their income through helping them make a claim for benefits or making a discretionary housing payment or charity payment.
- J. Providing other assistance that will enable someone to remain in accommodation in the private or social rented sector. This includes: resolving anti-social behaviour;

tackling disrepair through action against landlords or grants to improve conditions; and adaptations to the property.

- K. Mortgage arrears interventions or mortgage rescue. This includes: negotiation with creditors, whether direct or via referral, to reschedule other debt payments to make mortgage payments more affordable; assistance in applying for Support for Mortgage Interest; negotiation with mortgage lenders and banks to reschedule debt payments or payment terms or offer a repayment break period; providing support to enable re-mortgage; conversion to an interest-only mortgage to reduce outgoings; conversion to shared ownership; prevention of homelessness through Mortgage Rescue Schemes; and support at court hearings, either direct or via the Housing Possession Court Desk scheme.

2) Help sourcing alternative accommodation, which can include:

- A. Any form of hostel or House in Multiple Occupation (HMO) with or without support Include arrangements where the hostel stay may be less than 6 months but move-on accommodation will be provided as part of the 'exit strategy'.
- B. Private rented sector accommodation with landlord incentive scheme Including BOND schemes where no cash is paid up front, "Finders- Fee" schemes where a payment is made to a landlord, deposit payment schemes; rent in advance; landlord insurance payment schemes; or a combination.
- C. Private rented sector accommodation without landlord incentive scheme For example, where a local authority has built a relationship with a landlord or letting agent which enables the authority to refer households on benefit direct or properties on a specific accreditation scheme.
- D. Accommodation arranged with friends or relatives.
- E. Supported accommodation including supported lodging schemes or successful referrals to supported housing projects as described.
- F. Social housing (a management move of an existing LA tenant, or an offer of LA own accommodation or nomination to a Registered Provider).
- G. Low cost Home Ownership scheme or low cost market housing solution

Appendix 4 – Affordable Housing Supply Programme and CEC MMR Programme projected completions Years 1-5 and estimates Year 6-10

	Year 1 2019/20	Year 2 2020/21	Year 3 2021/22	Year 4 2022/23	Year 5 2023/24	Year 6 2024/25	Year 7 2025/26	Year 8 2026/27	Year 9 2027/28	Year 10 2028/29
Total new supply in social rented sector from ASHP	473	1002	1049	890	754	834	834	834	834	834
Total new supply MMR from ASHP and CEC programmes	1029	2371	1414	801	605	1244	1244	1244	1244	1244