

Notice of meeting and agenda

Housing, Homelessness and Fair Work Committee

11.00 am Friday, 18th September, 2020

Virtual Meeting - via Microsoft Teams

This is a public meeting and members of the public are welcome to watch the live webcast on the Council's website.

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1. Order of Business

- 1.1 Including any notices of motion and any other items of business submitted as urgent for consideration at the meeting.

2. Declaration of Interests

- 2.1 Members should declare any financial and non-financial interests they have in the items of business for consideration, identifying the relevant agenda item and the nature of their interest.

3. Deputations

- 3.1 If any.

4. Executive Decisions

- 4.1 Rapid Rehousing Transition Plan – Second Iteration – Report by the Executive Director for Communities and Families 5 - 66

5. Motions

- 5.1 If any.

Laurence Rockey

Head of Strategy and Communications

Committee Members

Councillor Kate Campbell (Convener), Councillor Mandy Watt (Vice-Convener), Councillor Chas Booth, Councillor Jim Campbell, Councillor Graham Hutchison, Councillor David Key, Councillor Kevin Lang, Councillor John McLellan, Councillor Claire Miller, Councillor Gordon Munro and Councillor Norman Work

Information about the Housing, Homelessness and Fair Work Committee

The Housing, Homelessness and Fair Work Committee consists of 11 Councillors and is appointed by the City of Edinburgh Council. The meeting will be held by Microsoft

Teams and will be webcast live for viewing by members of the public..

Further information

If you have any questions about the agenda or meeting arrangements, please contact Jamie Macrae, Committee Services, City of Edinburgh Council, Business Centre 2.1, Waverley Court, 4 East Market Street, Edinburgh EH8 8BG, Tel 0131 553 8242 / 0131 529 3009, email jamie.macrae@edinburgh.gov.uk / sarah.stirling@edinburgh.gov.uk.

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Housing, Homelessness and Fair Work Committee

11.00am, Friday, 18 September 2020

Rapid Rehousing Transition Plan – Second Iteration

Executive/routine
Wards
Council Commitments

1. Recommendations

- 1.1 Committee agrees the content of the Rapid Rehousing Transition Plan (RRTP) for submission to Scottish Government.
- 1.2 Committee notes that annual updates on the progress of the plan will be provided.

Alistair Gaw

Executive Director for Communities and Families

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Rapid Rehousing Transition Plan – Second Iteration

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. Further to this, local authorities were asked to submit updated RRTP's, originally by 30 June 2020.
- 2.2 Due to Covid-19, the Scottish Government accepted that plans would take longer to complete, as the effects of the pandemic impacted on the local authorities' ability to rapidly rehouse people.
- 2.3 The definition of rapid rehousing outlined by the Scottish Government is, where homelessness cannot be prevented:
 - 2.3.1 A settled mainstream housing outcome as quickly as possible.
 - 2.3.2 Time spent in any form of temporary accommodation is reduced to a minimum, with as few transitions as possible.
 - 2.3.3 When temporary accommodation is needed, the optimum type is mainstream, furnished and within a community.
 - 2.3.4 And for people with multiple needs beyond housing:
 - 2.3.5 Housing First is the first response for people with complex needs and facing multiple disadvantages.
 - 2.3.6 Highly specialist provision with small, shared, supported and trauma informed accommodation.
- 2.4 In terms of funding requests within the RRTP this only covers the provision of transitional costs in respect of revenue funding, it does not cover capital funding requests.

3. Background

- 3.1 The Homelessness and Rough Sleeping Action Group (HARSAG) was set up by the Scottish Government in October 2017. The group made 70 recommendations regarding the solutions and actions needed to eradicate rough sleeping, transform the use of temporary accommodation and bring an end to homelessness in Scotland.

- 3.2 All of the recommendations were accepted by the Scottish Government, including the instruction for all local authorities to develop RRTPs.
- 3.3 HARSAG was reconvened in summer 2020 to provide updated recommendations to the Scottish Government, in light of the COVID-19 pandemic. A total of 105 recommendations were made and the Scottish Government have agreed these in principle.
- 3.4 Officers originally submitted a draft RRTP to the Scottish Government, on 31 December 2018, making clear that it required agreement from the Housing and Economy Committee. Committee subsequently approved the RRTP, on 21 March 2019.
- 3.5 The Scottish Government wrote to all local authority RRTP leads on 18 December 2019, advising that second iterations of RRTPs were to be submitted by 30 June 2020.
- 3.6 Included in this iteration of the RRTP is a resource plan (Appendix 2) for year three (2021 /22), which details requests for funding to support the move to rapid rehousing.
- 3.7 Funding for years one and two were provided on the basis of an existing COSLA distribution formula, centred around the number of homeless presentations received each year.
- 3.8 Civil Servants have advised that they are working with COSLA to agree a distribution formula, based on need, for year three. These negotiations will begin in September 2020.

4. Main report

- 4.1 This iteration of the RRTP is aligned around four key objectives:
 - 4.1.1 Preventing homelessness in the first place.
 - 4.1.2 Where temporary accommodation is required this will meet the needs of the household.
 - 4.1.3 Supporting people to access settled accommodation as quickly as possible.
 - 4.1.4 Reducing the number of people sleeping rough.
- 4.2 The RRTP includes plans to increase prevention activity with a focus on earlier interventions and the development of pathways to prevent homelessness at key transition points, such as, leaving hospital or prison.
- 4.3 Focusing on prevention will also help Edinburgh prepare for the potential introduction of any prevention duty in the future. A prevention would introduce legal duties on wider public bodies to prevent homelessness. A Prevention Review Group was set up to investigate the potential for a prevention duty and provide recommendations to the Scottish Government this autumn.

- 4.4 Included within this RRTP is a plan to transform temporary accommodation over a 5- year period. This highlights the challenges presented by recent legislative changes, which may mean that up to 1,000 temporary accommodation bed spaces will be deemed 'unsuitable' as per the Unsuitable Accommodation Order, which will now be in place from 31 January 2021, instead of the intended date of introduction of May 2021.
- 4.5 There are currently 1,386 households in Shared Accommodation, Bed and Breakfast, and Private Rented Temporary Accommodation. By the end of 2024/25, the aim is to reduce this number to 40 households, recognising that there will always be a requirement for this type of accommodation in emergency situations.
- 4.6 Subject to availability, there would be a corresponding increase in the use of less expensive and more suitable types of temporary accommodation including Private Sector Leasing, Home Share, Community Hosting and Supported Lodgings, along with an increase in Housing First tenancies.
- 4.7 Edinburgh is one of the least affordable cities to rent or buy housing and is a growing city. By 2029 it is projected that the number of households in Edinburgh will be 10.7% higher, nearly double the Scottish average. The Council has responded to this challenge by taking forward one of the largest affordable housebuilding programmes in Scotland. A record number of new affordable homes were approved for site start in 2019/20.
- 4.8 The RRTP notes that Edinburgh has one of the lowest proportions of social housing in Scotland with only 14% of homes in social rent compared to a Scottish average of 23%. A higher proportion of available lets are made to homeless households than the national average, with 72% of Council lets and 51% of Registered Social Landlords (RSLs) lets in 2019/20 being allocated to homeless households.
- 4.9 Modelling has been completed to establish the impact of new and existing supply of social housing (Appendix 3), mid-market rent and private sector lets to homeless households. This highlights that Edinburgh is unable to achieve rapid rehousing by year 5 based on the number of people likely to be assessed as homeless and available housing. It would not be possible to increase the number of social lets available without a significant increase in grant funding, however other delivery challenges would remain. The shortfall in grant funding required to achieve rapid rehousing at year 5 is included in each scenario.
- 4.10 Included within the RRTP are options for increasing the supply of settled housing.
- 4.11 The RRTP also contains details of plans to continue to develop services, including rapid access accommodation for rough sleepers and notes that work is underway to explore the potential of acquiring hotel accommodation for this purpose, and working with partners to develop an alternative to the traditional care shelter model.
- 4.12 Additionally, the RRTP includes a resource plan for year three, which includes requests related to additional accommodation, prevention activities and additional services for rough sleepers.

- 4.13 There are many external factors that will affect the number of households in temporary accommodation and therefore future costs. These include the Unsuitable Accommodation Order, Local Connection changes, availability of suitable accommodation, number of new presentations and the success of preventative initiatives. These issues will be taken into account when modelling the future service design options and associated resource requirements.

5. Next Steps

- 5.1 Should Committee agree the RRTP officers will submit to the Scottish Government.
- 5.2 Officers will provide Committee with annual updates on progress.
- 5.3 Officers will be required to submit a further update to the RRTP in summer 2021 which will be presented first to Committee for agreement.
- 5.4 Officers will continue to engage with stakeholders and service users to develop the RRTP.

6. Financial impact

- 6.1 The cost of temporary accommodation continues to grow, due to a shortage of suitable move-on accommodation. Due to Covid-19 restrictions, there has been a further increase in demand and a reduction in the number of allocations being made to permanent accommodation.
- 6.2 The net pressure forecast for 2020/21 is currently £5.7m which is primarily related to the impact of Covid-19. This is based on the number of households currently in temporary accommodation, including those previously rough sleeping or using night shelters and those with no recourse to public funds (NRPF). The forecast pressure allows for an element of growth in numbers over the remainder of the financial year. It should be noted however that we are unable to anticipate what the full impact on presentations will be following the move to remove the need for a local connection.
- 6.3 The RRTP incorporates a 5-year plan for transforming the mix of temporary accommodation stock and increasing investment in early intervention and prevention to reduce the demand for temporary accommodation.
- 6.4 The RRTP sets out a resource request to support the transition to rapid rehousing of £2.96m in year three (2021/22) which includes £1.1m relating to prevention and early intervention. Resource requests must be for revenue funding only and be of a transformative nature to allow local authorities to transition to rapid rehousing.
- 6.5 The service is currently developing financial plans that seek to address the current £5.7m pressure and achieve the aims of the RRTP. The financial implications, taking into account the issues and potential measures identified in this report, will be considered the 2021/22 budget process.

7. Stakeholder/Community Impact

- 7.1 A Stakeholder consultation event took place on 9 October 2019 and was attended by 45 people, representing 28 organisations including RSL, third sector homeless providers, Scottish Government and internal colleagues.
- 7.2 Key themes included affordability, support for housing options such as long term supported accommodation for people with the most complex needs and a need to increase preventative work such as earlier identification of people who may be at risk of homelessness and key transition points such as leaving prison or hospitals.
- 7.3 The Council carried out consultation with service users, in particular people currently living in temporary accommodation. Over 30 people with lived experience were consulted.
- 7.4 Their feedback identified social housing, housing first and long term supported accommodation as the most likely housing options they would consider. Support with finances / benefits and attending appointments were key areas of support identified by service users.
- 7.5 The RRTP lead officer completed a series of briefing sessions with staff to seek input into the discussion around rapid rehousing and the future provision of services.
- 7.6 Further consultation and requests for feedback were made via the Partnership & Planning newsletter, this is bi-monthly and is circulated amongst internal and external partners.
- 7.7 A number of presentations were delivered at a variety of different external forums including: SHAPE, EdIndex Board and the EAHP.
- 7.8 A second stakeholder consultation event was cancelled due to COVID -19. Stakeholders were offered the opportunity to feedback on the topics which were proposed to be discussed, via email.
- 7.9 An Integrated Impact Assessment (IIA) has been completed and found positive impacts on equality, health and wellbeing and human rights.
- 7.10 These include improving access to housing for homeless households in the PRS and social housing and enabling people to have more control over their social environment by increasing the supply of temporary furnished flats where there will be no restrictions on visitors or when a person can come and go from the property.
- 7.11 The IIA identified that there may be negative impacts on other vulnerable groups as more social lets may go to homeless households.

8. Background reading/external references

- 8.1 [First iteration of the RRTP](#)

9. Appendices

- 9.1 Appendix one - Rapid Rehousing Transition Plan
- 9.2 Appendix two – RRTP Resource Request
- 9.3 Appendix three – RRTP Consultation and Engagement Activity
- 9.4 Appendix four – Rapid Rehousing Models

Edinburgh Rapid Rehousing Transition Plan –
Second Iteration

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Background

- 1.1 Edinburgh's first iteration of the Rapid Rehousing Transition Plan (RRTP) was submitted to the Scottish Government on 31 December 2018 and subsequently presented and agreed by the Council's Housing & Economy Committee on 21 March 2019. The Council made a commitment to develop a second iteration of the RRTP following engagement with stakeholders and service users.
- 1.2 Rapid rehousing is defined by the Scottish Government as, where homelessness cannot be prevented:
 - 1.2.1 A settled, mainstream housing outcome is achieved as quickly as possible;
 - 1.2.2 Time spent in any form of temporary accommodation is reduced to a minimum, with as few transitions as possible;
 - 1.2.3 When temporary accommodation is needed, the optimum type is mainstream, furnished and within a community.
 - 1.2.4 For those with the most complex needs housing first is the first response along with highly specialised provision with small, shared, supported and trauma informed accommodation.
- 1.3 Edinburgh is a thriving and united city in which all residents can share in its success. Our city's attractiveness contributes to its continued growth: by 2023, there will be 4,000 more children in our schools and our total population will have increased by 23,000 people. These people need somewhere to live; somewhere to call home.
- 1.4 Through one of the most ambitious council-led housebuilding programmes in the UK, we are transforming residents' lives and creating places where people want to live, work and play but challenges remain.
- 1.5 There are strong partnerships in the city with Registered Social Landlords and third sector homeless service partners. It is recognised that these partnerships are integral to delivering rapid rehousing in Edinburgh. Partners have contributed to the development of this plan by attending stakeholder workshops and working with the Council to involve service users in consultation.
- 1.6 When the RRTP was presented to the Council's Housing & Economy Committee in March 2019 it was requested that officers carry out consultation to develop a second iteration. Consultation has been carried out with stakeholders and service users and a summary of the consultation events is contained as appendix 2.
- 1.7 The Edinburgh RRTP recognises the need for a dual focus on prevention and increasing suitable accommodation options, both temporary and settled.

The Edinburgh Housing Market and Homelessness Context

Local Housing Market Context

- 2.1 The latest Housing Need and Demand Assessment (HNDA2) states that there is demand for at least 38,000 to 46,000 new homes in Edinburgh over ten years, over 60% of these need to be affordable. The Council has committed to building 10,000 social and affordable homes over the next five years with a plan to build 20,000 by 2027. The latest Strategic Housing Investment Plan (SHIP) 2020 - 2025 sets out a programme which would deliver 9,500 homes over the next five years.
- 2.2 The SHIP also identified a pipeline of 6,766 homes that could be approved for site start over the five-year period. The approvals are made up of two categories: 4,197 homes to be delivered through the government's grant funded Affordable Housing Supply Programme (AHSP) and 2,569 homes to be delivered through innovative funding mechanisms, requiring little or no grant funding. Nearly 80% of the grant funded AHSP approvals are social rent, which exceeds the Scottish Government's 70% social rent target. However, there is a shortfall of £71.8m grant funding identified in the AHSP over the next five years.
- 2.3 Edinburgh has one of the lowest proportions of social housing in Scotland with only 14% of homes in Edinburgh being social housing compared to a Scottish average of 23%. Owner occupier is the most prevalent tenure in Edinburgh with 59% of homes in this category and 25% Private Rented Homes in Edinburgh¹, compared to a Scottish average of 14%. There is high demand for social housing in the city with just under 24,000 applicants registered on EdIndex (the Council's common housing register) as at the end of March 2020. There was an average of 203 bids for every property advertised for rent in 2019/20.
- 2.4 Edinburgh lets let more social homes than any other local authority to homelessness households with over 72% of Council homes being allocated to homeless households, whilst the national average is 41%. 51% of Registered Social Landlords (RSLs) Choice Partner homes are allocated to homeless households, higher than the national average of 40%². There are on average 3,130³ additional households every year whom the Council has a statutory duty to provide settled accommodation to, compared to an annual average of approximately 2,500 social lets available from the Council and RSL's⁴. Even with all the social lets made available to homeless applicants, there would still be a shortfall to meet the needs of all homeless households and would mean no available properties for other households with a priority need for housing including those in the reasonable preference categories as defined in Housing (Scotland) Act 2014.
- 2.5 Edinburgh has a buoyant Private Rented Sector with 25% of all homes in the city being in this sector. However, affordability in this sector remains a challenge. The gap between the Local Housing Allowance (LHA) and the average private rent in the

¹ Scottish Household Survey 2018

² CEC internal data (Northgate)

³ CEC internal data (HIS)

⁴ CEC internal data (Norhtgate)

city has been increasing year on year. Prior to COVID -19 data from Citylets indicated that the average advertised rent in the city was £1,148 per month (Citylets data hub Q3 2019). Glasgow had the next highest advertised rent at £803 per month.

- 2.6 As part of the UK Government's response to COVID-19 LHA rates were increased in April 2020 and will remain at this rate until the end of March 2021. The Edinburgh LHA rate is part of the Lothian Broad Rental Market Area (BRMA), which is made up of Edinburgh, East Lothian and Midlothian. All LHA rates for this year are now equivalent to the 30th percentile rate. This has increased the amount of LHA a household will receive and will therefore reduce the gap between LHA and rent levels in the city. However, households who are benefit dependent may be subject to benefit capping so private rented accommodation may still be unaffordable. The table below provides an indication of the increase in rates.

Table 1 – changes to LHA rates. Source: Scottish Government Local Housing Allowance Rates

Monthly	LHA 2019/20	LHA 2020/21	% increase	Difference
1 Bedroom	£551.76	£688.09	24.7%	£136.33
2 Bedroom	£668.55	£822.73	23.1%	£154.18
3 Bedroom	£832.26	£1,096.98	31.8%	£264.72
4 Bedroom	£1,199.99	£1,690.35	40.9%	£490.36

- 2.7 The most recent Citylets data is only available at present up to the end of March 2020 so does not reflect any changes to the private rented property market arising from the COVID-19 pandemic. However, even at this time the average rent price in Quarter 1 of 2020 had dropped slightly from £1,148 in Quarter3 to £1,142. Desktop research has found that it is currently possible to get a one bedroom property in Edinburgh within the LHA rate. Citylets also report that there has been an increase in the availability of stock in Edinburgh, with many short term let landlords, such as AirBnB landlords, seeking to market their property on a longer term basis. Whilst this is welcomed, it is not yet clear what the impact will be of the easing of lockdown measures and it is as yet unclear as to what LHA rates will be set at after March 2021.
- 2.8 Local authorities can apply to Scottish Ministers to have an area designated as a Rent Pressure Zone (RPZ) if they can prove that rents are rising by too much; the rent rises are causing undue hardship to tenants; and there is increasing pressure to provide housing or subsidise the cost of housing as a consequence of the rent rises with the proposed zone.

- 2.9 Private rents in an RPZ can only be increased once a year and are capped at CPI + 1% + n%, where n is to be agreed by the Ministers. Under the current legislation and guidance, designation of RPZ will only affect rent rises once tenancies have started. Initial rents for new tenancies are not affected by the cap and will continue to be market-led.
- 2.10 The Council made a commitment to “explore the introduction of fair rent zones” in its Business Plan 2017 – 2022. Council officers have been working with Scottish Government to develop a compliant methodology for gathering robust evidence required for an RPZ application.
- 2.11 The increased popularity of Short Term Lets (STLs) is considered to have an adverse impact on the housing supply and private rent levels in the city. It is estimated that there is a loss of around 10% of traditional private lets to STLs in recent years. Between 2014 and 2017 the city saw 2,700 more properties per year listed as available on Airbnb, while private rented stock fell by 560 per annum.
- 2.12 The Council has been seeking additional regulatory powers to tackle the issues arising from the STLs. Following a consultation in 2019, MSP Kevin Stewart, Minister for Local Government, Housing and Planning, announced in January 2020 that Scottish Parliament intended to introduce new measures to help managing the STLs in Scotland. The three measures are: a mandatory licensing scheme for the safety aspect of all types of STLs in Scotland; a power for local authority to introduce STL Control Area through the Planning system; and a review of the tax treatment of STLs. Further consultation and potential secondary legislation on these measures are expected to be carried out over the coming months.
- 2.13 In 2018, the Scottish Government began work on a vision for Scotland’s homes and communities in 2040. Further stakeholder engagement on this vision and the options and choices to get there took place over the last 12 months. The Scottish Government’s [draft vision and supporting principles](#) for Scotland’s homes and communities to 2040 was the focus of the [formal consultation](#), released at the end of 2019.
- 2.14 The Scottish Government want everyone in Scotland to have a home that is warm, affordable, accessible and that fits their needs. They also want to ensure that we have a housing system that is dynamic and resilient enough to respond to future changes - helping to address the challenges we are facing, including an ageing population and a global climate emergency. The consultation covered a wide range of topics with 15 principles set out under key themes that emerged from earlier consultation. The key themes were:
- A well-functioning housing system;
 - High quality, sustainable homes;
 - Sustainable communities; and
 - Homes that meet people’s needs.

Scottish Government is aiming to publish the final vision and route map for 2040 in summer 2020.

Homelessness Position

Homeless Assessments

- 2.15 There were 3,355 households assessed as homeless, or threatened with homelessness in 2019/20, a rise of 5% on the previous year (3,207). Of these 3,310 households were assessed as unintentionally homeless or threatened with homelessness⁵. A total of 3,535 homeless assessments were completed in 2019/20.
- 2.16 In 2019/20, 81% of all homeless assessments were assessed as unintentionally homeless or threatened with homelessness across Scotland. In Edinburgh this figure was 94%⁶.
- 2.17 As of 31st March 2020 there were 4,135 cases where the Council has a duty to provide settled housing. This is an increase from 2019 when there were 3,454 cases where the Council had a duty to provide settled housing.

Cause of Homelessness

- 2.18 In 2019/20 the three main reasons given as the reason for presenting as homeless were domestic ejection (34%), dispute violent or non – violent (24%) and tenancy loss (20%). The table below provides more detail on this.

Table 2 – Causes of homelessness. Source: CEC internal data

Cause of homelessness	2018/19	2019/20
Domestic Ejection	1,140	1,172
Dispute violent or non- violent	743	849
Tenancy loss LA	102	91
Tenancy loss RSL	163	138
Tenancy loss PRS	710	648
Institution	157	161
Other	325	431

Average Homeless Case Length

- 2.19 The length of time to close a case has been steadily increasing since 2012/13. This has led to both an increase in the number of open cases at the end of a year and in the average time to close a homeless case. In 2019/20 the average time taken to close a case for applications assessed as homeless or threatened with

⁵ Source: Homelessness in Scotland, Scottish Government

⁶ Source: Homelessness in Scotland, Scottish Government

homelessness now stands at 379 days, a rise of 7% on 2018/219 when the average was 354 days⁷.

Rough Sleeping

- 2.20 Data for 2019 /20 shows that the percentage of households rough sleeping prior to having a homeless assessment has fallen to 9% of households having slept rough at least once in the 3 months prior to assessment, and 5% having slept rough the night before they presented as homeless. It should be noted that the Council does not see all rough sleepers; as some are reluctant to approach the local authority for help and others who have no recourse to public funds. Prior to Covid-19 it was estimated that there were between 80 – 120 rough sleepers on any one night in Edinburgh.

Table 3 - Rough sleeping in Edinburgh. Source: Tables 2 & 3, Homelessness in Scotland 2019:20, Scottish Government

Year	2018 /19	2019 /20
No of households slept rough last night	240	180
% slept rough last night	7.1%	5%
No of households slept rough in the past 3 months	375	315
% slept rough in the last 3 months	11%	9%

2.21 Households living in Temporary Accommodation

Table 4 - Households living in temporary accommodation. Source: CEC internal data and Table 29, Homelessness in Scotland 2019:20, Scottish Government

Year	2018/19	2019/20
No of households in temporary accommodation on 1 st April	1763 (All)	2098 (All)
year	1515 (Homeless Households)	1868 (Homeless Households)

- 2.22 The table above highlights the increasing number of households living in temporary accommodation. For the past two years 58% of people having a homeless assessment have accessed temporary accommodation. Additionally, in 2019/20 more households entered temporary accommodation than left, resulting in increased pressure in temporary accommodation as per table below.

⁷ Source: Table 52, Homelessness in Scotland, Scottish Government

Table 5 - Number of households entering and exiting temporary accommodation 2018/19 and 2019/20. Source: Table 36, Homelessness in Scotland 2019:20, Scottish Government

	Households entering TA	Households exiting TA
2019/20	2033	1390

2.23 Additionally, the average length of stay in temporary accommodation has increased from 278 days in 2018 /19 to 282.5 days in 2019/20⁸.

Rehousing Outcomes

2.24 71% of households assessed as unintentionally homeless secured settled housing over the past two years, however the number of households accessing settled housing has fallen from 2120 in 2018/19 to 1980 in 2019/20, a reduction of over 6%⁹.

Table 6 – CEC and RSL lets. Source: CEC internal HIS and Northgate data

Year		CEC	RSL Choice Partners	RSL Harmonised Points Partners	CBL (CEC+Partners)	Total Edinburgh	No of households assessed as homeless
2017 /18	Starter ¹⁰	1065 (82%)	589 (58%)		1654 (71%)		3,086
	Mover ¹¹	241 (18%)	42%		661 (29%)		
	Total Lets	1306	1009	31	2315	2346	
	Homeless	909 (70%)	414 (41%)	16 (51%)	1323 (57%)	1339 (57%)	
2018/ 19	Starter	1173 (81%)	709 (61%)		1882 (71%)		3, 154
	Mover	267 (19%)	460 (39%)		727 (29%)		
	Total Lets	1440	1169	20	2609	2629	
	Homeless	1024 (71%)	560 (48%)	5 (25%)	1584 (61%)	1589 (60%)	
2019/ 20	Starter	909 (80%)	730 (64%)		1638 (72%)		3, 310
	Mover	227 (20%)	413 (36%)		640 (28%)		

⁸ Source: CEC internal data

⁹ Source: CEC internal data

¹⁰ Starters include; homeless households, people in hostel, supported or temporary accommodation, people staying care of friends or family, new households, private rented sector tenants.

¹¹ Movers include; Council tenants (including joint tenants), RSL or other social rented sector tenants, owner occupiers, households in tied accommodation.

	Total Lets	1136	1143	30	2278	2308	
	Homeless	813 (72%)	586 (51%)	13 (33%)	1399 (61%)	1412 (61%)	
Total lets social and private to homeless 2019/20			1531		% of homeless demand		46%

Table 7 – Gap Analysis. Source: CEC internal HIS and Northgate data

Gap between supply and demand 2019/ 20		
Current back log (current case load where there is a duty to house) as at 31 st March 2019	3, 454	
Projected new demand – based on average annual case load (unintentionally homeless) in previous 3 years.	3131	2016/17 – 3,152 2017 / 18 - 3, 086 2018/19 – 3,154
Not known outcomes plus lost contacts in 2019/ 20	609	
Refusals of permanent accommodation offers made to homeless households in 2019/20	56	
Demand ¹²	3,156	
Supply ¹³	1, 531	
Gap between supply and demand	1,625	
Gap as % of current supply to homeless households	106%	

2.25 The table above highlights an annual projected gap of 1,625 between demand and supply for homeless households, or 106% of current rehousing rates. Over the course of the last three years there have been approximately 2,500 total lets in the social rented sector per annum. With demand from homeless households alone standing at over 3, 000 households per year this would mean that all social lets would have to be allocated to homeless households every year and this would still not provide enough homes to meet demand. This would also mean that other vulnerable groups would not be able to be housed in the social rented sector.

Legislative Changes

2.26 Throughout the lifetime of the RRTP the following legislative changes will come into force which may impact on the Council's ability to deliver rapid rehousing. These are:

¹² Demand calculated as ((backlog at 31 March 2019 / 5 years)+projected new demand)-(not known+refused offers)

¹³ Supply calculated as total number of social lets to homeless households + private rented lets (119) to homeless households

Homelessness etc (Scotland) Act 2003 (Commencement No.4) Order 2019

- 2.27.1 Intentionality - The changes to the intentionality test commenced on 7 November 2019. This changed the requirement on Local Authorities to assess for intentionality from a duty to a power. Edinburgh will continue to assess for intentionality as part of the homeless assessment. It is therefore not anticipated that this change will increase the number of homeless applications in Edinburgh.
- 2.28.2 Removal of Local Connection - The Order also brings forward the removal of Local Connection in Scotland. This will remove this part of the homeless assessment and will mean that households who do not have a local connection to a specific Local Authority Area will be entitled to homeless assistance. This is likely to start in May 2021, with the matter out for consultation at the moment. It is difficult to predict the impact of the removal of local connection on the number of homeless presentations and the subsequent duty to find settled accommodation for anyone who is homeless or at risk of homelessness, but officers initial thinking is that this will eventually lead to a rise in the number of people coming to Edinburgh who will be entitled to homeless assistance.

Extension of the Homeless Persons (Unsuitable Accommodation) (Scotland) Order 2004

- 2.29.3 The Scottish Government published the results of consultation regarding the extension of the Unsuitable Accommodation Order in January 2020. This will extend the Unsuitable Accommodation Order to all homeless households, meaning that anyone staying in accommodation deemed unsuitable for more than 7 days will constitute a breach of the Order. The Order was originally meant to come into force in May 2021, however this was brought forward to May 2020, with officers' understanding being that breaches will not be in place until 31 January 2021 when the COVID 19 legislation is due to end. There are some exemptions to the Order, namely home share, supported accommodation, rapid access accommodation and community hosting (for a maximum of 21 days). Shared Houses and Bed & Breakfast accommodation will likely be deemed as unsuitable. This will have a significant impact on the delivery of transformation of temporary accommodation in Edinburgh. This is discussed in more detail in chapter 4.

Prevention Duty

- 2.29.4 An expert group has been set up in order to explore the possibility of having a prevention duty in Scotland. The group is seeking to learn lessons from the prevention duty already in place in English and Welsh Homeless Legislation which places a duty on wider public services to prevent homelessness. The group are due to report their findings to the Scottish Government in the autumn of 2020.

Conclusion

- 2.30 In 2019 /20 there was the first rise in homeless presentations in a decade, the number of people in temporary accommodation is rising and the length of time it takes to resolve homelessness is also rising. The percentage of social lets in the city is increasing. In Edinburgh in 2019 /20 there were 3, 454 households whom the

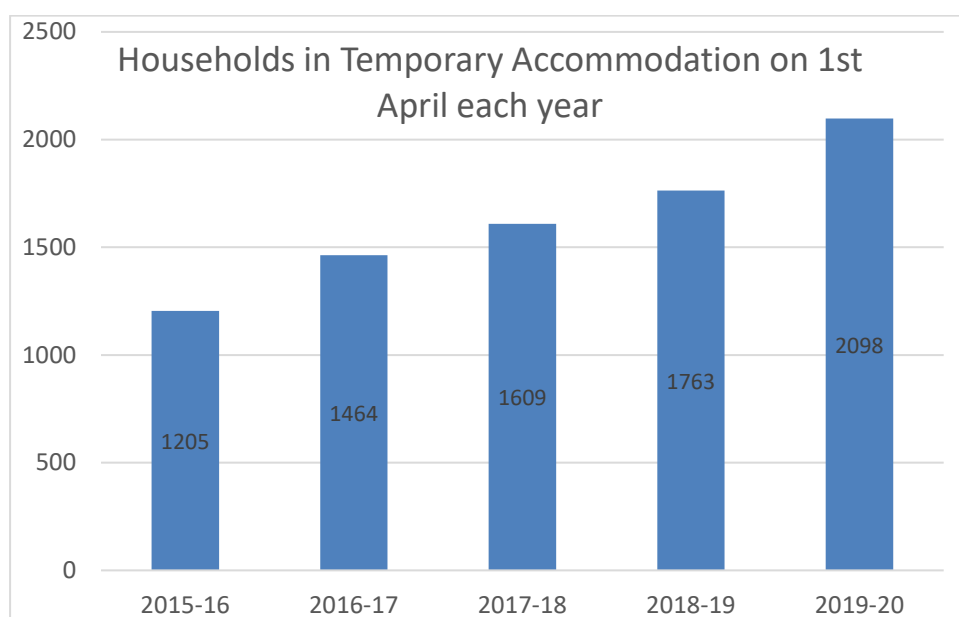
Council owed a duty to house and only 2, 308 lets in the social rented sector. Even if all lets in the social sector went to homeless households, it would not be enough to meet demand and would not allow for any other groups to be housed. With changes to homeless legislation coming in to place over the coming years and the as yet unknown impact of the COVID-19 pandemic this gap is likely expand without an acceleration of delivery of new supply of affordable housing for homeless households and an increase in prevention activity.

Temporary Accommodation Transformation

Context

- 3.1 The demand for temporary accommodation in Edinburgh has been steadily rising over recent years, as per table 1 below. The number of households in temporary accommodation on 1st of each year has risen from 1,205 in 2015/16 to 2,098 in 2019/20, an increase of 74%. In addition, there are approximately 1,300 households in Private Sector Leasing (PSL) properties at any one time.

Table 8 - Households in temporary accommodation on 1st April each year. Source: CEC internal data.



- 3.2 The percentage of people who have had a homeless assessment and have been provided with temporary accommodation has remained static over the past two years, at 58% in 2018/19 and 2019/20. This followed a steady rise from 2015/16 (51%) to 2017/18 (59%)¹⁴.
- 3.3 The average length of stay in temporary accommodation is increasing as noted in 2.25. There is significant variance in the length of stay for different types of accommodation, with Temporary Furnished Flats (TFF's) having the longest length

¹⁴ Source: CEC internal data

of stay (445 days in 2019/20) and Council owned Homeless Accommodation with Support having the shortest (63 days in 2019/20)¹⁵.

- 3.4 The average length of stay in PSL in 2019/20 was 2 years and 4 months.
- 3.5 There has also been an increase in the number of bed nights used in temporary accommodation, this has risen from 611,029 in 2018/19 to 700,644 in 2019/20. An increase of 14.7%¹⁶.

The Impact of COVID-19

- 3.6 The COVID -19 pandemic has further increased the number of people accessing temporary accommodation in Edinburgh. To date the Council and partners have taken on an additional 590 bed spaces for use as temporary accommodation. This has increased the number of households living in temporary accommodation to just under 4,000 (including PSL).
- 3.7 A project team (Additional Accommodation Needs Team) was established to co-ordinate the additional accommodation requests during this period. This team consisted of officers from Homelessness & Housing Support, Public Health and The Access Point. Details of accommodation taken on during this period are listed in the table below.

Table 9 - properties taken on from 23 March 2020 to 15 June 2020. Source: CEC internal data.

Type	Number of bed spaces
CEC TFF	6
RSL TFF	13
B & B and Hotel (including 4 hotels taken on in partnership with third sector partners)	304
Short Term Let TFF	192
Trace & Protect Rooms	4
Total	590

- 3.8 All families and pregnant women were moved out of bed & breakfast and shared house accommodation during the pandemic and into TFF's. Any additional families or pregnant women requiring temporary accommodation have been placed directly into TFF's, except in emergency situations such as out of hours placements. Where this has happened, people have been moved to TFF's at the earliest opportunity.

¹⁵ Source: CEC internal data

¹⁶ Source: CEC internal data

- 3.9 An alternative to the Care Shelter was also implemented during COVID -19 using hotel accommodation that would otherwise have been vacant. This was supported by both Bethany Christian Trust and the Council.
- 3.10 Streetwork and the Council have also worked in partnership to offer alternative accommodation to people who would otherwise have been rough sleeping during the pandemic.
- 3.11 Officers are now focusing on the recovery phase to ensure that people do not return to the streets. This is incredibly challenging due to:
- 3.11.1 The increased number of households in temporary accommodation, particularly in hotel, bed and breakfast and shared house accommodation which is classed as unsuitable accommodation. This makes up approximately 25% of stock, with 1015 households in this type of accommodation on 12 June 2020.
 - 3.11.2 The break in lettings due to COVID-19 has compounded the already exiting issue of silting up of temporary accommodation. On average over a three month period we would expect around 250 households to move out of temporary accommodation into social rented accommodation. EdIndex partners reintroduced social lets for priority groups such as homeless households on the 26 June.
 - 3.11.3 There is now a requirement for additional accommodation to meet demand, given the lack of throughput.
 - 3.11.4 In addition, there are approximately 50 people with no recourse to public funds who the Council and partners are currently accommodating.

Changes to Legislation

- 3.12 The extension of the Unsuitable Accommodation Order (the Order) was due to come into force in May 2021. However, the Minister for Planning, Housing and Local Government wrote to all Local Authorities on 5 May 2020 to announce that the changes to the Order were to have immediate effect, after the 30 September, when the temporary COVID-19 exemptions come to an end. Further to this officers have been advised that these temporary exemptions are due to be extended until 31 January 2021. This means that the Order is now extended beyond families and pregnant women to all homeless households. This means that placements in Unsuitable Accommodation, such as bed & breakfast accommodation, for more than 7 days will constitute a breach of the Order.
- 3.13 There are four exemptions to the Order:
- 3.13.1 Shared Tenancies – we call this Home Share in Edinburgh.
 - 3.13.2 Community Hosting - for a maximum of 21 days.
 - 3.13.3 Rapid Access Accommodation – accommodation and support for rough sleepers.
 - 3.13.4 Supported Accommodation – amended to include supported accommodation which is owned by third sector organisations.

- 3.14 The Scottish Government are seeking to work with Local Authorities and third sector organisations to develop further guidance on the terms of the Order. This is needed to bring clarity on exactly which types of temporary accommodation will be classed as suitable. There is also work ongoing to develop a new set of standards for temporary accommodation which may become legally enforceable in future.
- 3.15 The extension of the Unsuitable Accommodation Order will result in significant challenges for Edinburgh as it is estimated that up to 25% of current temporary accommodation stock will be classed as ‘unsuitable’¹⁷, including some of the additional accommodation brought on during COVID 19. Due to the renewed timescale for implementation Edinburgh will be in breach of the Order from 31 January 2021.
- 3.16 Additionally, the removal of Local Connection due to come into force in May 2021 is likely to increase the number of households requiring temporary accommodation in Edinburgh, further increasing the pressure.

Current Stock Composition of Temporary Accommodation

- 3.17 The table below sets out the temporary accommodation stock as at 31st March 2020 and the average length of stay in temporary accommodation by household type.

Table 10 - Summary of Current Temporary Accommodation Stock. Source CEC internal data.

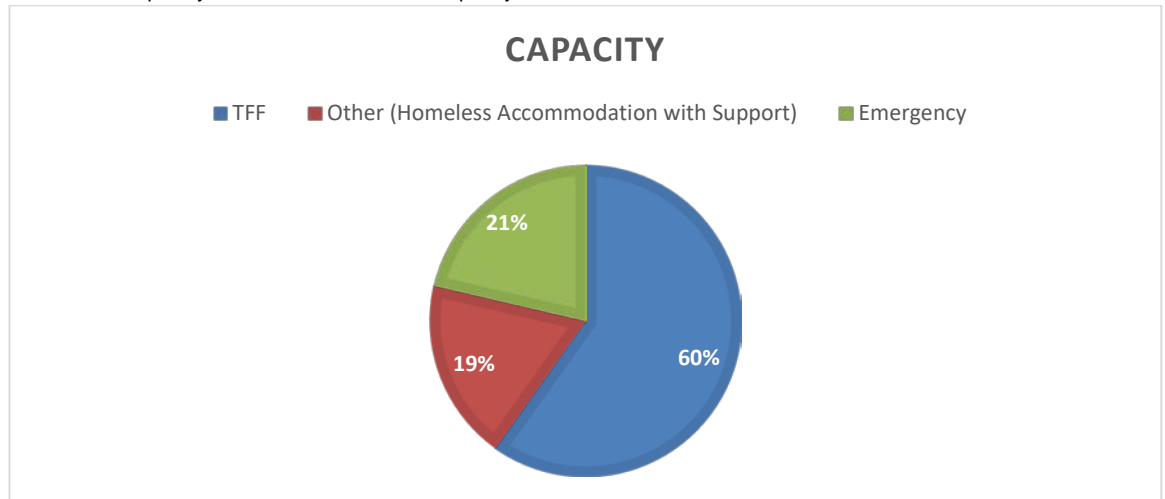
	Temporary Furnished Flats (TFF's)	Other (Homeless Accommodation with Support)	Emergency (shared house, bed & breakfast)	Totals
Capacity	1055	395	785	2235
Total in temporary accommodation at 31 March 2020	985	346	773	2104
Net flows in	99	370	1549	2018
Net flows out	442	435	1099	1976
Average length of stay in last year	374	179.2	50.8	80.2
Type of provision and level of support provided	CEC and RSL TFF Home Share Short Term Lets Residents (single people, couples and families) support needs vary in these types of accommodation. Visiting Housing Support can be provided if required with the exception of home	CEC managed homeless accommodation with support. Commissioned homeless accommodation with support. Rapid Access Accommodation Accommodation for residents with support needs (single people and couples)	Bed & breakfast accommodation Shared Houses Hotel accommodation (taken on during COVID 19) in partnership with third sector. Accommodation for single people and couples (families and pregnant women may access on an	Mix of ordinary dwellings, homeless accommodation with support and bed and breakfast and shared house accommodation. Support varies from low to no

¹⁷ Based on Officers understanding of what constitutes ‘suitable’ and ‘unsuitable’ accommodation. This may change when further guidance is developed.

	share where the residents should have low or no support needs to access.	including, rough sleepers, women fleeing domestic abuse and young people's services. Onsite support provided. Includes accommodation with support for people with complex needs and single sex accommodation. Link Workers also provide homeless assessments and identify other support needs in the Rapid Access Accommodation.	emergency basis). Visiting Housing Support can be provided if required, with the Your Home Service co-ordinating support needs in shared houses and the Councils Family & Household Support providing support to people in the Old Waverley Hotel.	support to high levels of support. All household types accommodated
Average Weekly charge	£403.76	£412.06	£409.11	£408.90

- 3.18 The capacity has grown by 324 in non-commissioned temporary accommodation and by 48 bed spaces in commissioned services. Whilst commissioned services play an important role in providing accommodation with support for people in the city they have a variety of different entry criteria and are therefore not recorded on our temporary accommodation systems.
- 3.19 The Private Sector Leasing Scheme in Edinburgh has been in place since 2005 and is currently delivered by Link Group. PSL was not counted as part of the Council's temporary accommodation stock. Duty is not discharged but the household's homeless case is put on hold and can be re-opened if the household wishes.
- 3.20 The new PSL contract started on 1 April 2020 and as part of the changing priorities for the Council, PSL will transition to immediate access temporary accommodation for households who have had or are undergoing an assessment and to whom the Council owes a statutory duty.
- 3.21 Within the current stock of temporary accommodation just over 75% is likely to be considered suitable. However, given the challenges in securing accommodation in Edinburgh to transform the remaining 25% of accommodation into suitable accommodation and meet the Council's statutory duty will take time. The table below shows the capacity as at **30 April 2020** of each category of accommodation.

Table 11: Temporary Accommodation Stock Capacity. Source: CEC internal data.



Plan to Transform Temporary Accommodation (TFFs)

- 3.22 The priority for Edinburgh is increasing the stock of TFF's as fast as we are able to and in line with this increase, taking into account any increased demand, we will reduce the stock of emergency accommodation as quickly as we are able to. The risk is that the housing market in Edinburgh is very buoyant, even with Covid -19 accessing additional TFFs could take some time.
- 3.23 We will also continue to develop innovative new forms of temporary accommodation which will meet the requirements of the Order. This will be the priority for future commissioning. Current estimations suggest an increase of approximately 1000 new properties which meet the requirements of the Order will be needed and will require additional investment.
- 3.24 The tables below show the desired position at year 5 (2024/25) and estimated costings. It should be noted that emergency accommodation is one of the most expensive forms of temporary accommodation and therefore part of the cost of replacing this type of accommodation with TFF's is offset.

Table 12 - Current and Desired Future Capacity. Source: CEC internal data.

Capacity at 30 April 2020			Desired Capacity 2024/25			
Type	Capacity	% of stock	Type	Future capacity	% of stock	Change
TFF	2,535	60%	TFF	3,232	76%	697
Other (Homeless Accommodation with Support)	797	19%	Other (Homeless Accommodation with Support)	965	23%	168
Emergency	905	21%	Emergency	40	1%	-865
Total	4,237	-	Total	4,237		

3.25 This model includes the following assumptions around TFF's:

- 3.25.1 Includes PSL stock and an increase in PSL accommodation which will require additional funding to increase the scheme by year 5. It is also reliant on the scheme attracting additional properties.
- 3.25.2 A gradual reduction in Private Rented Temporary Accommodation properties towards year 5.
- 3.25.3 An increase in home share properties.
- 3.25.4 This model does not assume an increase in CEC or RSL properties.
- 3.25.5 The current projected increase in TFF's is 697, however officers will continue to look at alternatives to increase the stock of suitable temporary accommodation during the lifetime of this plan.
- 3.25.6 The increased capacity in the 'other' category is achieved primarily by increasing the number of community hosting / supported lodgings properties in Edinburgh.

3.26 The home share model is a form of temporary accommodation where 4 -5 people live together in a furnished home in the community. A pilot feasibility study has been running since June 2019 and has received positive feedback from residents. There are currently 6 properties and 26 residents living in home share properties across the city, these are currently rented properties. Whilst five people sharing has worked in Edinburgh, we recognise this may need to be adapted depending on the agreed guidance regarding the Unsuitable Accommodation Order (UAO). A procurement exercise will begin to expand the current provision in spring 2020.

3.27 Officers are also working with partners to develop a community hosting and supported lodgings pilot for young people. Through time this provision will reduce the requirement for shared houses which will likely be classed as unsuitable accommodation. We aim to get up to 454 bed spaces (including supported lodgings, community hosting and home share) by 2024/25.

- 3.28 An additional long term supported accommodation service for people with long term alcohol misuse issues is planned for 2020 along with an additional rapid access accommodation service
- 3.29 Whilst the aim is to significantly reduce the number of emergency accommodation places by 2025 it is necessary to keep a small number which are used as rapid access accommodation in Edinburgh (30 places) and an additional 10 places for use in out of hours situations.
- 3.30 The net cost of providing temporary accommodation in 2020/21 is forecast to be £28.3m including £4.8m in respect of commissioned managed units and other supported accommodation. This has resulted in a forecast budget pressure of £5.7m in 2020/21, in the main caused by the impact and increase in demand as a result of the Covid 19 pandemic.
- 3.31 There are currently 1,386 households in Shared Accommodation, Bed and Breakfast, and Private Rented Temporary Accommodation. By the end of 2024/25, the aim is to reduce this number to 40 households, recognising that there will always be a requirement for this type of accommodation in emergency situations. Subject to availability, there would be a corresponding increase in the use of less expensive and more suitable types of temporary accommodation including Private Sector Leasing, Home Share, Community Hosting and Supported Lodgings, along with an increase in the number of Housing First tenancies. However, there are many external factors that will affect the number of households in temporary accommodation, and therefore future costs. These include the Unsuitable Accommodation Order, Local Connection changes, availability of suitable accommodation, number of new presentations and the success of preventative initiatives. The Council is developing options to address the current £5.7m budget pressure and achieving the aims of the RRTP over the next 5 years.
- 3.32 This change to the stock composition will not be possible prior to October 2020. To deliver in Edinburgh it will likely take at least 5 years to achieve if demand for temporary accommodation remains **static**. However, should demand increase; as a result of the fallout from COVID 19, a resurgence of COVID 19, an increase in demand when local connection is removed, or other external factors, the timescale will also **increase**. An update on progress will be reported on in the annual RRTP update.

Support Needs of Homeless Households

- 4.1 In Edinburgh our data shows that almost 60% of homeless households have no support needs, this has remained static over the past two years. For those households who do have a support need, mental health issues is the most prevalent need (27.5%).
- 4.2 Some caution must be applied to this data as this is established from the homeless assessment. At this point the applicant may not provide details of any support needs, this may be established at a later date once a relationship with the officer has

been formed. An audit also showed an under – recording of support needs which is being addressed at present.

Table 13 – Support Needs in Edinburgh 2019/20. Source: CEC internal data

	No	%
No Support Needs	1990	60%
Mental Health Learning Disability	917	28%
Physical Disability	164	5%
Medical Condition	189	6%
Drug or Alcohol Dependency	239	7%
Basic Housing Management /Independent Living Skills	288	8%
	289	8%

4.3 In line with RRTP guidance estimates of support needs have been made using three categories, no / low support needs, medium support needs and SMD/ Complex needs. The table below shows the results for 2019/20.

Table 14 – Support Needs by Category. Source: CEC internal data

Category	No of support Needs	Number of people	%
No / low support needs	0	1990	57%
Medium support need	1	1060	30%
SMD / complex needs	2 – 6	440	13%

4.4 The table below outlines the current support provision in Edinburgh, including commissioned homeless accommodation with support.

Table 15 – Commissioned Support Provision. Source: CEC internal data

Support Provision Summary	
Type	Number
Homeless Accommodation with Support	532
Visiting Housing Support for people who are homeless / at risk of homelessness	1860
Support for people to establish a home	1100
Housing First Support Service	275

Support to help people access the Private Rented Sector (Edinburgh Help to Rent)	80
In addition, CEC commissions a Support Hub for people who are rough sleeping and people experiencing other forms of homelessness and a street-based outreach service for rough sleepers and street beggars.	

Recent developments

- 4.5 We have secured additional commissioned Homeless Accommodation with Support through a successful procurement exercise which has resulted in an additional 48 bed spaces. This has included gaining an additional RAA service along with several additional moves on flats. The table below sets out the breakdown by need.

Table 16 – Commissioned Accommodation With Support Provision. Source: CEC internal data

Accommodation type	Type of support	Bed spaces	% of provision
General HAWS	Medium	130	21%
Rapid Access	High	68	11%
Complex / multiple needs	Medium / high	155	25%
Young People	Medium / High	87	14%
Veterans	Medium	82	13%
Refuge	Medium / High	51	8%
Supported move on flats	Medium / High	39	6%

- 4.6 The above supported temporary accommodation provides 612 bed spaces for people with medium to high support needs. This is in line with level of need identified in the table at 4.2, where there are almost 1,500 people identified with medium to high support needs. As noted in our plans for transforming temporary accommodation we will look to develop a way of ensuring that only people who require supported temporary accommodation access it.
- 4.7 The Council also commissions a number of services in the city to deliver visiting housing support to people in their home, group work and home management and food preparation services. The table below sets out the levels of each. These are broadly in line with the support needs identified in table 4.2, with a total of 1860 support packages on offer. Whilst this is slightly higher than the 1,500 estimated in table 4.2 who may require support, support can be accessed at any time during someone's stay in their tenancy so corresponds with our belief that support needs may come to light after a homeless assessment has been completed.

Table 17 – Commissioned Support Provision. Source: CEC internal data

Service	Support Type	Number of service users (per year)	%
Locality Visiting Support Services	Medium	1260	68%
Complex Needs Visiting Housing Support	High	220	12%
Young Persons Visiting Housing Support	Medium – High	220	12%
Young Persons Group Work	Medium – High	30	2%
Home Management & Food Preparation	Medium	130	7%

4.8 We have aligned all shared houses in the city with Your Home – our locality visiting housing support service. This ensures that anyone with a support need living in shared house accommodation can easily access it. Currently 118 households living in shared houses (or bed and breakfast accommodation) are in receipt of a visiting housing support service.

4.9 Our commissioned visiting housing support services have supported 229 people to get a home and have supported 896 people to keep a home. These are the key outcomes our support services work towards and align with the aims of our homeless strategy. Our visiting housing support services are currently supporting 1125 people in the city.

Future Developments

4.10 In addition to the above the Edinburgh Housing First Pathfinder are also supporting 55 people in tenancies. Edinburgh is part of the Housing First Pathfinder programme and has been delivering Housing First since November 2018. Housing First provides ordinary, settled housing with separate provision of wrap around, flexible housing support for people with complex needs. In Edinburgh settled housing is provided via EdIndex and the housing support is delivered by a consortium. Funding responsibilities for housing first support is due to transfer to Local Authorities in 2021.

4.11 During this plan there will be an increase in the number of people accessing tenancies (both temporary and settled) as opposed to other forms of accommodation. To ensure that there is enough visiting housing support to meet demand we will commission one visiting housing support service for the city.

4.12 This service will provide the visiting housing support for people in receipt of housing first, people with complex needs and people who would currently receive support from the locality visiting housing support services. The benefits will include:

- The size of the service will allow enough staffing resource to provide a truly flexible service.

- One point of contact for anyone requiring support in the city.
- 4.13 In addition, the Council are working to develop proposals for a youth housing transition service. There were 698 homeless presentations from young people aged 16 to 24 in 2019/20. This would be a single point of contact where all young people who are homeless or threatened with homelessness can access support, accommodation and advice. This service will be developed further through co-production which will start in 2021. At present we anticipate that there will be no additional requirement for more visiting housing support (VHS) for young people, however a resource request to establish the hub is included in this plan.
- 4.14 More work is required to determine future provision of visiting housing support in the future however initial calculations would suggest the following based on the principle of 40% of households requiring medium to high support:
- Support for additional 723 TFF's – 279 additional VHS packages
- 4.15 A funding request for the additional VHS has been included in the resource plan.

Rapid rehousing transition plan

- 5.1 The rapid rehousing transition plan in Edinburgh centres on both prevention and increasing accommodation options. The plan below sets out details of actions required to deliver rapid rehousing. The RRTP Lead Officer, supported by an RRTP Development Officer, is responsible for delivering the revised RRTP. These posts are supported by RRTP funding.
- 5.2 The plan is set around a high level aims consistent with the aims of rapid rehousing, that is: homelessness is prevented wherever possible, where it does occur people can access the support and advice they need to resolve their homelessness quickly.
- 5.3 We have aligned our plan around the four objectives which are:
- We will prevent homelessness in the first place.
 - Where temporary accommodation is required this will meet the needs of the household.
 - We will support people to access settled accommodation as quickly as possible.
 - We will reduce the number of people sleeping rough.
- 5.4 As set out in earlier in this document achieving rapid rehousing is challenging in Edinburgh given the lack of affordable settled accommodation coupled with high rents in the private rented sector.
- 5.5 Between the end of March and the start of June 2020 the Council took on an additional 590 bed spaces in temporary accommodation to meet demand during COVID-19.

5.6 This increase demonstrates the need for a continued focus on prevention activity to ensure that more people keep their home where it is safe to do so. Without a significant reduction in the number of people becoming homeless it is unlikely Edinburgh will transition to rapid rehousing in the next ten years. Our rapid rehousing transition plan therefore has a dual focus on both prevention and increasing access to settled accommodation and will not be possible without the continued support from RSL and third sector partners.

5.7 The RRTP also includes a resource request for year 3 (2021/22). All of the new asks are detailed below.

5.7.1 **Additional Rapid Access Accommodation (RAA) for rough sleepers (32 bed spaces)** – The first RAA service for rough sleepers started in December 2017. It is accessed directly from the street via the commissioned outreach service, negating the need for rough sleepers to come into a Council office to access accommodation. RAA is a high tolerance accommodation service and does not have a curfew or a time limit for RAA stays. On-site support is provided, and this is supported by Link Workers who carry out homeless assessments. Third sector staff have been trained by a Council lead link worker to undertake provisional homelessness assessments. This means that the assessments can also be carried out on site.

At present there are 68 rooms in RAA across three different sites. Since RAA started in December 2017 322 unique individuals have accessed RAA. The development of an additional 32 bed spaces will increase the number of rooms to 100. This would reduce the pressure to move people on too soon, allowing people to gain stability in their life. By reducing this pressure people will be able to access the right move on option from RAA which will ultimately lead to fewer transitions within temporary accommodation. Included in this resource request is a request for an additional link worker to support the additional residents and additional funding to expand the street based outreach service to support the management of access to the additional RAA service.

5.7.2 **Converting existing RAA service to be fully managed by a housing support service** - In addition, a request for resource to convert an existing RAA service to be fully managed by a housing support service is included. Currently the service is delivered with onsite visiting housing support from 8am – 8pm Monday to Friday and 8am – 4pm on Saturday and Sunday. Housing management staff are on site 24 hours. Care Inspectorate registered support services tend to be more customer focused. Given the complex needs of the service users having access to a housing support service on site 24 hours per day will result in an improved service on offer.

5.7.3 **Early intervention multi-disciplinary response pilot** – Officers have been exploring ways to intervene earlier and actively engage with people who may be at risk of homelessness. This included a trip to Newcastle City Council where officers learnt more about their prevention activity, including their multi-disciplinary team. This multi – disciplinary team includes; a housing specialist, a family support worker, a job coach seconded from the DWP, a debt advisor and a welfare rights advisor. The team do not take referrals, instead they proactively identify households they think may be at risk of homelessness in the future and contact them to offer support.

We would like to explore ways in which we can work across Council services to identify trigger points that may put someone at risk of homelessness in the future and offer joined up support from a pilot multi-disciplinary response team. The resource request is to fund a pilot multi-disciplinary response team commencing in 2021/22 to support homeless prevention in Edinburgh.

- 5.7.4 **Officer to support partnership working** – This officer would support partnership working by identifying opportunities for partners and frontline staff across the Council to use their interactions with households in the city to recognise when there is a risk of homelessness. The role of the officer will be to identify partners, develop training for partners and internal staff and ensure that all parties know how to respond if a risk of homelessness is identified. This would support Edinburgh to respond to any prevention duty which may come into being over the course of this plan.
- 5.7.5 **Additional Visiting Housing Support** – One key aspect of the RRTP is to transform the mix of temporary accommodation, primarily by increasing the number of temporary furnished flats. Throughout the lifetime of this plan the intention is to increase the number of temporary furnished flats in the community by 697. On the basis that approximately 40% of households require medium to high support we have requested funding for an additional 279 visiting housing support packages to support people to remain in their temporary furnished flat.
- 5.7.6 **Youth Housing Hub** – Officers are developing a proposal for a youth housing hub. The hub will be a centrally located service where young people can access support, homeless assessments, advice and access accommodation. The youth housing hub will see a number of services co-located and will deliver more efficient case management. The resource request is for initial funding to set up the hub, including rent for the building and staffing costs. The service delivery will be enhanced by co-location and multiple-team joint working. Improved communication, closer operational coordination and single access 'one-stop' services will translate into more effective Young Persons services.
- 5.7.7 **Pilot Psychologists in Hostels (PiH) project** – In Edinburgh mental health is the most prevalent support need for homeless households (26%). A pilot PiH sees psychologists from South London and Maudsley NHS Trust embedded onsite in hostels. This has seen a wide range of positive outcomes, including a reduction in rough sleeping by 82% and a reduction in evictions by 67%. The work is informed by Psychologically Informed Environments (PIE). Two full-time NHS clinical psychologists (a Highly Specialist Clinical Psychologist and an Assistant Psychologist) are based in hostels where all care is informed by a psychological understanding of the service users' needs. This encourages homeless people to engage in psychological treatment and support and maintain accommodation.

The request for resource would enable Edinburgh to embed psychologists within a complex needs homeless accommodation with support service for a year's pilot.

Objective 1 - Preventing homelessness in the first place

Background / context

- 5.8 Edinburgh has a strong history of prevention which has resulted in a consistent drop in the number of homeless presentations for a decade. However, in 2019/20 homeless presentations in Edinburgh rose by 3% to 3, 491.
- 5.9 The COVID-19 crisis may result in a further increase in homeless presentations this year and an increase in the number of people in temporary accommodation due to the work done to accommodate and work with people who would not have previously engaged with homeless services. Whilst an increase in presentations is never desirable these interventions are likely to show the true level of homelessness in the city.
- 5.10 Tenancy loss from the Private Rented Sector is the third most common cause of homelessness in Edinburgh. To tackle this Edinburgh has set up a Private Rented Services Team with the specific aim of reducing this.
- 5.11 During consultation affordability was a recurring theme, our prevention activities reflect this with two new posts created to support income maximisation.

Actions already underway

- 5.12 Recognising the importance of prevention, Edinburgh had already begun making changes to the way services were delivered prior to the Scottish Governments Rapid Rehousing Programme. Listed below are prevention activities which were met from within existing budgets unless stated otherwise.
- 5.13 **Move to a locality-based provision for Homeless Preventions and Housing Options Team** - Delivery of Homeless Services moved from a central location to the four locality offices. This allows customers to access services in their locality and allows for further integration with other Council Services such as Family & Household Support and local housing teams.
- 5.14 **Team dedicated to supporting people from EEA/EU** - There is one Housing Officer per locality dedicated to supporting people from the EEA/EU, as entitlement legislation/guidance is complex with frequent changes. If eligible, a full homeless assessment is completed, and the person is provided with full services. If not, eligible people will be provided with a letter confirming this and provided with information/advice on what they need to be eligible for our service. Applicants will be sign posted to appropriate advice and support agencies. All information provided to applicants is provided in applicant's first language.
- 5.15 **Dedicated team for young people** - Our Youth Emergency Support Service (YESS) is keeping half of the young people it works with presenting as homeless at home with their families where they are safe and where this is not possible they are being supported in appropriate accommodation. Two centrally based Housing Officers are dedicated to this area of work. They work closely with through-care and aftercare service. The team signpost and refer people to appropriate advice and support

agencies. Support agencies can assist with people to prepare for becoming a tenant e.g. assistance with welfare benefits, employability, getting furniture and ongoing support to sustain the tenancy.

- 5.16 **Edinburgh Help to Rent** is a scheme to help homeless households' access and keep a private rented tenancy in Edinburgh. The scheme provides a deposit guarantee and can offer help with rent in advance and furniture and access to support if needed. The scheme also works with landlords so that households are able to maintain settled accommodation. The scheme is available to anyone assessed as homeless in Edinburgh following a referral from their Housing Officer. We are working on pathways for households at risk of, or experiencing homelessness, to get priority access to mid-market properties. In the first year of operation 34 households were helped into a private let with a rent deposit guarantee and 15 households have been supported with other Private Rented Sector outcomes.
- 5.17 **Establishment of a Private Rented Sector Team** - A key focus for prevention activity in the city is to reduce the number of people becoming homeless from the Private Rented Sector. In Edinburgh this is the third most common reason for homelessness. The team was established in November 2019 and will be up fully in place by the end of the summer 2020. Their main aim is to support people to remain in their PRS property where it is safe to do so and to work with private landlords and letting agents to establish the PRS as a housing option for homeless households. In 2019/20 there has been a reduction in the number of people presenting as homeless from the PRS and the percentage of presentation from the PRS has dropped from a high of 24% of presentation in 2017/18 to 19% in 2019/20. RRTP funding supports the Private Rented Sector Team.

Progress to date:

- 5.17.1 The PRS Team Leader started at the end of February 2020 with the 4th PRS officer starting in April. Since then, a member of the team has moved on to a new post and we are now recruiting for this vacant housing officer post. The recruitment process for the Financial Inclusion Officer post has commenced.
- 5.17.2 The team have continued to provide a service during Covid-19, supporting 96 households who had been issued a notice to quit their private rented tenancy during lockdown or prior to lockdown. The team have worked with both landlords and their tenants looking at solutions to resolve any issues faced which were based around worry and fear due to Covid-1919 restrictions.
- 5.17.3 During this period the PRS team have supported:
- 28 households to secure new PRS tenancies – once lockdown measures were relaxed
 - 8 households to remain in current PRS accommodation after new terms of lease negotiated.

- 30 households to remain in their PRS tenancy until new notice periods have been issued or first tier tribunals resume, continuing to provide ongoing support.
- 4 households to return to their RSL tenancy or to live with friends and family.
- 3 households to move to other local authorities.
- 3 households to access mid-market rental properties and worked with a MMR provider to withdraw notice for 1 other family who can now remain in the property.
- 13 households to access temporary accommodation where homelessness was unavoidable in some cases, providing ongoing support to secure new PRS tenancies.
- 7 lost contacts where the customer has not responded to the service

Actions we will take this year

- 5.18 Aligned to our strategic objective to prevent homelessness in the first place, we will develop the following areas of early intervention during the RRTP period. There will be a focus on developing interventions which take place before a person is threatened with homelessness, for example proactively identifying people who may be at risk of homelessness before this happens along with developing pathways to avoid homelessness during critical transition points such as leaving institutional settings such as hospital and prison. Officers have been looking at best practice from other local authority areas and will take on board learning, particularly around the Trailblazer work in Newcastle. By implementing these early intervention practices this should also prepare Edinburgh for the potential introduction of a prevention duty in the future. Where an RRTP resource request has been made, this has been noted. The priority areas for development in the next year will be:
- 5.19 **Partnership working** – As noted at 5.7.4
- 5.20 **Pilot of earlier intervention to identify and support people where they may be at risk of homelessness or rough sleeping in the future** – As noted at 5.7.3
- 5.21 **Developing pathways for vulnerable groups** – National preventative pathways for groups vulnerable to homelessness are being developed. We will work with partners to identify other vulnerable groups who may be at greater risk of homelessness and develop pathways to ensure that risk is minimised. In Edinburgh we have started to develop this work in an Edinburgh context, with a Domestic Abuse Housing Policy which focuses on a range of housing options where a homeless presentation should be seen as the last resort. Work has been undertaken with third sector agencies and partner Registered Social Landlords to maximise opportunities for victims/survivors of domestic abuse to access settled housing.

We have also developed a Housing Options Protocol for Care Leavers which supports the RRTP's strategy of avoiding homelessness where possible and prioritising a settled housing outcome with the provisions made to award young people leaving care exceptional housing need and ongoing support if required to maintain a home.

- 5.22 **Develop pathways to avoid homelessness at key transition points such as leaving hospital or prison** – Stakeholders have repeatedly identified this as an area for development in the RRTP.

Hospital – The Council's Home Accessibility Referral Team (HART) has a Hospital Outreach Officer who works with people in hospital who are at risk of homelessness to try and secure positive housing outcomes for people when they are discharged. This focuses on assisting them to access accommodation based on their assessed mobility needs.

Third sector partners have also recently started a hospital in reach project which aims to support people who are homeless or at risk of homelessness on leaving hospital. Officers from HART have met with partners to explore ways of working together without duplication and will continue to meet to discuss the best ways to work together. A hospital discharge pathway will be developed this year in conjunction with key stakeholders.

The Council also has a hospital outreach officer tasked with working with people who are homeless or at risk of homelessness with mental health issues and in the Royal Edinburgh Hospital. This officer is based within The Access Point and liaises with HART to find the best outcomes for this client group.

Leaving Prison – Currently a Prison Based Housing Outreach Officer from the Council engages with prisoners due for release at least 12 weeks prior to liberation. They meet in the Links Centre at HMP Edinburgh, where the prisoner will be given a full housing options interview and where appropriate, a homeless assessment will be completed. It is at this point that the individual may be identified as suitable for Housing First. The Officer will also work with the person to secure suitable temporary accommodation on release if this is required. A pathway will be developed this year and will complement the national review of the Sustainable Housing on Release for Everyone (SHORE) standards.

- 5.23 **Develop ways to make information on service availability more easily accessible for people**– Stakeholders and service users highlighted that they did not know about all the services available in the city to support people who are homeless or at risk of homelessness. Some service users noted that their homelessness may have been prevented if they had known about services available. Discussion with stakeholders highlighted a need for some kind of online resource where all the above information is accessible.
- 5.24 Ways to do this will be explored during the RRTP period. Work is already underway to refresh the Council's webpages related to homeless services. This is scheduled to be completed in 2023. In addition, the Council are involved in discussion with partners regarding the development of a homeless prevention app which would provide information on services available for people experiencing or at risk of homelessness in the city.
- 5.25 **Income Maximisation Capacity Building Officer** - Affordability of housing is an issue which was raised repeatedly at consultation events. In addition to the Financial

Inclusion Officer in the PRS this post will focus on training and guidance with regards to income maximisation. The postholder will deliver training to:

- Homeless services staff
- Family & Household Support
- Third sector homeless services providers
- Registered Social Landlords

It is hoped this will build the capacity of frontline workers to provide income maximisation advice to service users and in turn help with the prevention of homelessness. The postholder started in July 2020. This is funded through the RRTP and continued funding in 2021/22 is included in the resource request.

- 5.26 **Development of the Private Rented Service Team** - We will continue to develop our Private Rented Services Team to ensure that people are supported to stay in their private rented home. The recruitment process has begun for a Financial Inclusion Officer who will be based in the Private Rented Services Team. They will be able to provide immediate welfare rights and income maximisation assistance to people presenting from the PRS. This is funded through the RRTP and continued funding in 2021/22 is included in the resource request.

A Homeless Prevention Fund will also be trialled in the PRS team in 2020 /21 as part of their suite of interventions. Frontline officers will be able to access the fund to help prevent homelessness from the PRS. The fund is intended to be used innovatively to help households remain in their PRS tenancy where it is safe and affordable to do so in the long term. This is funded through the RRTP and continued funding in 2021/22 is included in the resource request.

- 5.27 **Development of Edinburgh Help to Rent** - Additional funding has resulted in a second Tenant Support Officer being recruited and the Landlord Liaison Officer role increased to full time. They have been able to work with the Council's new PRS team to improve referrals and preventative work. They have also developed fast-track referral process, worked with DWP to accelerate rent-in-advance decisions, established positive relationships with landlords and agents across Edinburgh. The Edinburgh Help to Rent Scheme was originally set up to deliver rent deposit bonds to a maximum of 40 households. The demand for the service has been high and work is underway to expand the scheme to deliver to up to 80 households. This is funded through the RRTP and continued funding in 2021/22 is included in the resource request

Objective 2 – Temporary Accommodation will meet the needs of the household

Background / Context

- 5.28 The key focus for the transformation of temporary accommodation is to reduce the amount of unsuitable accommodation over the next five years, aligned with the RRTP aim of most people's temporary accommodation placement being in temporary furnished flats within the community. Section 3 set out how we aim to do this.

- 5.29 Set out below are actions which we have already taken to transform temporary accommodation in Edinburgh which met from within existing budgets unless stated otherwise.

Actions already underway

- 5.30 **Increasing the supply of Temporary Furnished Properties for families with children or pregnant women** - We're increasing the number of flats available for use as temporary accommodation. We have increased the number of temporary furnished flats, including CEC / RSL flats, and during COVID19 Private Rented Temporary Accommodation. Edinburgh has used the RRTP funding to purchase additional self-contained properties for families from the existing PSL provider. In 2019 / 20 124 properties were secured. This has assisted the council to stop breaching the Unsuitable Accommodation Order. A new PSL contract started on 1 April 2020 with increased capacity, initially households with children and pregnant women will be prioritised and offered PSL flats.
- 5.31 **Introduction of Revenue Collection Officers** - We have recruited 6 Revenue Collection Officers to maximise income for those in Temporary Accommodation. The new officers provide residents in Temporary Accommodation with assistance to maximise their income ensuring they are in receipt of all benefits they are entitled to. Revenue Collection Officers also ensure that there is increased revenue collection for Temporary Accommodation.
- 5.32 **Commissioning Homeless Accommodation with Support** - Additional accommodation with on-site support has been procured following a successful commissioning exercise including:
1. Rapid Access Accommodation
 2. General Homeless Accommodation with Support
 3. Complex Needs Homeless Accommodation with Support
 4. Young People's Homeless Accommodation
 5. Homeless Accommodation with Support for Veterans
 6. Move on accommodation
- This has resulted in an increase of 48 accommodation places.
- 5.33 **Replacing Bed and Breakfast with Shared Housing** - Following customer feedback, a commissioning exercise to replace bed and breakfast accommodation with shared houses started in 2015 with the conversion of two bed and breakfast accommodation services. Following a commissioning exercise in 2018 all "on contract" bed and breakfast accommodation services were replaced with shared houses. Contracts started in August 2018. Shared houses provide residents with access to the kitchen to enable them to cook and store food and access to laundry facilities. This is a shift away from traditional B&B accommodation and reduces costs for people. The Locality Visiting Housing Support Service also provide residents with opportunity to access visiting housing support where required. There are currently 639 places in Shared House beds.

- 5.34 **Moved to a locality-based provision for Temporary Accommodation Service -** Delivery of Temporary Accommodation Services moved from a central location to the four locality offices. This allows customers to access services in their locality and allows for further integration with other Council Services such as Family & Household Support and local housing teams.
- 5.34 **Pilot sharing and matching scheme (home share)** A pilot is currently underway testing the concept of sharing and matching (home share).. The criteria being piloted at the moment is:
1. Residents are over 30.
 2. Residents are working.
 3. Residents have no support needs.
- Residents share a living room, kitchen and bathroom and have their own bedroom. This model is significantly cheaper for working homeless households and there is no curfew. This model will continue to be developed. We have six properties in the Home Share pilot and RRTP funding has been used to support the funding of this.
- 5.35 **Study into community hosting / supported lodgings -** A study was carried out by Partnership & Planning Team to determine whether this model would be appropriate for Edinburgh. Supported lodgings / community hosting have been investigated as an alternative to young people accessing mainstream temporary accommodation. These models centre around a 'host' being on site in accommodation either in a model similar to student accommodation or in a family home. Support is provided by the 'host'. CEC piloted this model in partnership with Through Care and After Care who provided support to residents and private sector (CGHG) who provided the accommodation and "Mentor". The model started as a Shared House, but as young people were managing well, this became an early prototype for Supported Lodgings employed model.

Actions we will take this year to transform temporary accommodation

- 5.36 In addition to our plan set out in section 3 of this document, there are a number of additional actions we aim to take this year, these are set out below. Where an RRTP resource request has been made, this has been noted
- 5.37 As noted in section 3, as we transition to more people in temporary furnished flats in the community we will ensure that there is capacity within the visiting housing support service for people who require housing support in temporary accommodation, where support is not delivered on site. A resource request for additional visiting housing support is included in the resource plan.
- 5.38 To support our most vulnerable service users in temporary accommodation, officers are scoping out options for a Psychology in Hostels pilot as noted in 5.7. 7.
- 5.39 Given the pressures on temporary accommodation we recognise a need to ensure that we use our stock more effectively. We will develop plans to ensure that people's needs are matched to their temporary accommodation placement as soon as possible. This will help to ensure that best use is made of accommodation with

support and the default position for most households will be, as per rapid rehousing guidance, a temporary furnished flat within the community.

- 5.40 We have identified a need to review our out of hours provision to ensure that people requiring temporary accommodation outside of office hours can access accommodation, particularly people with the most complex needs who require accommodation with support. In 2019/20 a high proportion (approximately 70%) of our failures to accommodate happened out of hours. By reviewing our out of hours provision, along with our aim to use our existing stock more effectively, we hope to be able to minimise failures to accommodate.
- 5.41 To help us increase the supply of temporary accommodation to meet people's needs we are currently investigating the potential for developing 'gap homes' for use as temporary accommodation. This could be way of innovatively using small surplus areas of land in Council ownership for small scale housing developments which may allow Edinburgh to purpose build temporary accommodation which meets the needs of service users. Officers are currently identifying potential gap sites and for any which meet the criteria will develop a business case which will include timelines for completions.
- 5.42 As we use our stock more effectively we will also explore the possibility of 'flipping' temporary furnished flats into permanent homes, if, and when stock levels allow.
- 5.43 A demand for additional long term supported accommodation has been identified in conjunction with health and social care partners. This is primarily for men who have a history of homelessness and long-term alcohol misuse issues. There is currently one Council commissioned service for men who are aged 50 plus, this has capacity for up to 12 single men. The newly commissioned service funded by RRTP transitional funding will reduce the age criteria to men over the age of 35. A resource request is included in the resource plan. It is anticipated that the service will be up and running in mid to late 2020 with capacity to support up to 12 people.
- 5.44 In addition to this we will aim to reduce the amount of time people spend in temporary accommodation over the lifetime of this plan. However, given the increase in the number of people accessing temporary accommodation and the lack of affordable move on options this may prove difficult in the coming year.

Objective 3 – Supporting people to access settled accommodation as quickly as possible

Background / Context

- 5.45 Social rented housing in Edinburgh is accessed via a common housing register, called EdIndex. This is a partnership between the Council and 19 partner landlords. Over 95% of social rented housing in the city is accessed via EdIndex.
- 5.46 Where a household is assessed as statutorily homeless as per the Housing (Scotland) Act the household is categorised as a Starter household for bidding under the Choice system and the application is awarded silver priority status. Homeless

households are required to bid for three properties each week where there are properties available which meets the households need.

- 5.47 Affordability of housing in Edinburgh is an issue raised by both stakeholders and service users. In order to maximise the number of housing options available to homeless households, this also corresponds with the initial recommendations of the Poverty Commission to 'ensure people are able to access a decent home they can afford to live in'. We are therefore piloting two new posts in the next year aimed at supporting people to maximise their income.
- 5.48 Set out below are actions which we have already been taken in Edinburgh and have been met from within existing budgets unless stated otherwise.

Actions already underway

- 5.49 **Dedicated Housing Options & Homeless Prevention Team** - Edinburgh has a dedicated Homeless Prevention & Housing Options Team who operate from the four locality offices in the city, which includes the PRS service discussed above. The team provide people with who are homeless or at risk of homelessness with comprehensive housing options advice with the aim to prevent homelessness wherever possible. The team are also responsible for completing homeless assessments and through case management continue to work with individual households until suitable settled housing has been accessed by households.
- 5.50 As noted in the first iteration of the RRTP, housing officers have on average 180 cases to manage each. In 2019/20 there were 5, 159 advice and assessment interviews carried out, the vast majority by Housing Options and Homeless Prevention officers (89%). The service was recently audited and all actions to date have been completed. This includes an action to update the information pack provided to customers which details their personal action plan, information on advice, support and employability services, and information on the service standards that housing officers must adhere to.
- 5.51 **The Private Rented Sector** - plays an important role as a settled housing option in Edinburgh. The Private Rented Sector makes up approximately 25% of housing stock in the city. COVID 19 has brought a temporary increase in LHA rates and a reduction in private sector rents. Edinburgh already has a rent deposit guarantee scheme; a dedicated Private Rented Sector Team and we are currently exploring other innovative ways for the private rented sector to become a viable housing option for homeless households.

Actions we will take this year to support people to access settled housing as quickly as possible

- 5.52 **Moving people through the system quicker** - this is difficult in Edinburgh due to the high number of cases that each housing officer has responsibility for. Officers are exploring the possibility of employing housing assistants to support this work. Housing assistants would carry out the following tasks:

- Regularly checking that people are actively bidding for housing.
- Contacting people who are not bidding to find out why and refer to the housing officer where appropriate.
- Placing bids for people where they do not have the facility to do so themselves.
- Keeping the information packs up to date.
- Keeping the online information up to date.

This would allow the housing officers to focus on providing quality housing options advice and securing settled accommodation for people more quickly.

5.53 **Working practises** - During the COVID-19 pandemic Council offices were closed to the public, except in emergency circumstances. This resulted in new ways of working for housing options staff with a reduction in face to face contact and an increase in telephone appointments and assessments. As part of the recovery from COVID -19 officers will review the working practises during this time to ascertain if there are any processes which can continue to be useful.

5.54 **Social rented homes** - Going forward RSL partners have agreed to a rehousing target of a minimum of 50% of lets (both new build and existing) being allocated to homeless households with the target for Council social lets being a minimum of 70% (both new build and existing). These targets take account of the need to provide housing to meet other priority/urgent housing needs. This compares to the national average of 41 % of Council lets to homeless households and 40% of RSL lets. An increase in target lets to homeless households would impact on ability to meet other/priority urgent housing needs; including households that require a move to accessible housing or are severely overcrowded.

Council and RSL partner landlords are committed to maximising lets to homeless households and other cases of priority housing need in response to Covid-19. In response to Scottish Government and Public Health guidance and to protect staff, the public and communities, the Council and RSL partner landlords decided to pause advertising and letting of social rented homes for a short period of time. Whilst the public advertising of homes was suspended landlords worked with Homelessness Services to make some empty homes, not already pre-allocated, available for emergency use including temporary accommodation and a small number of homes progressed for urgent permanent moves.

Advertising of homes recommenced at the end of June 20, to align with the Scottish Government roadmap for moving out of lockdown and landlords' preparedness for safe working arrangements for letting homes. Adverts for available homes will continue to maximise available homes homeless households are able to bid for, to continue to support positive outcomes for homeless households into permanent social housing in Edinburgh.

5.55 **The Role of Mid-Market Rent** - Mid market rent (MMR) provides quality affordable housing to working households on low to moderate incomes. Most MMR in

Edinburgh is owned and managed by housing associations, and homes are accessed via a number of portals, including citylets, and through housing associations own websites. Rents are higher than social rents but still significantly lower than average private rents. For example, an average 2 bedroom social rent is around £470 per month, MMR is around £670 per month and an average two bedroom private rent is £1,013 per month. MMR is, therefore, providing a means for people on low/moderate incomes to resolve housing need in the private sector rather than pursuing social housing or presenting as homeless.

- 5.56 MMR is also an option for working households who have been assessed as homeless and/or in temporary accommodation. In the remaining four years of the RRTP Edinburgh Living will continue to target working homeless households as a key market for mid-market rent homes and continue to assist in the promotion of mid-market rent as a growing affordable housing tenure across the city. Work is underway to improve the information available on MMR to customers seeking to access housing via EdIndex. A dedicated MMR page will form part of the Common Housing Register (EdIndex) and Choice website in Edinburgh. Later phases of the improvements will include an on-line housing options checker for households that will help direct them to the affordable housing options in Edinburgh. Ongoing engagement is also taking place with “Build to Rent” developers, who can help increase the supply of housing for rent for people on low to moderate incomes with no grant funding required due to long term institutional investment.
- 5.57 **Affordable Housing Stock Profile** - A detailed analysis of the profile of affordable housing stock will be undertaken 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. This is being funded by RRTP transitional funding.
- 5.58 Given the upcoming legislation regarding STLs, due to come into force in March 2021, we anticipate that a large number of these properties may return to housing supply, however there is a risk that some return to the STL market.
- 5.59 **Affordability** - Service users told us that support with benefits and income maximisation was important to them to enable them to keep their home. To support this, a new role has been established within the Council’s Advice Shop to deliver training, advice and support to both internal staff, third sector partners and RSL partners in relation to income maximisation and welfare rights matters. The officer started in post in July 2020. A key area of the role will be the delivery of training sessions to increase knowledge in this area. The officer will also act as a first point of contact for staff in both the Council and external partners if they need support or advice in relation to an income maximisation or welfare benefit matter. We are also recruiting a Financial Inclusion Officer who will be embedded within team to ensure that people’s income is maximised, and all affordable housing options can be realised
- 5.60 **Employability** - Officers are engaged with colleagues from the Council’s employability services. A programme to share information on the availability of employability services in the city is being developed. Officers are also working with

services to establish a streamlined referral process. This will allow Housing Options and Homeless Prevention Officers to connect people with the most appropriate employability service to meet their individual needs. Officers from both services will meet regularly to review this and establish any gaps in employability services for homeless households.

Rapid Rehousing Modelling

- 5.61 Officers have developed a series of illustrative rehousing models to demonstrate the impact of new supply of social rented, mid-market rent homes and the private rented sector and projected homeless demand scenarios on rapid rehousing. It should be noted that the modelling has been completed as per rapid rehousing guidance and does not take into account factors such as requirements for specific sizes of property available.
- 5.62 Additionally, through the COVID-19 period house building was stopped for a significant amount of time. This is likely to result in some delays to the scheduled timelines for completions, as could the need for developers to comply with safe working practices which limits the number of people on site. The slow-down in housebuilding completions could result in more tenants remaining in temporary / emergency accommodation and others reliant on the private rented sector and unaffordable rents. Increased default on rent/mortgage payments due to financial pressures from job losses or accumulation of debt could result in a number of private rented sector evictions and a surge in demand for council homelessness services.

5.63 **Homeless Demand Assumptions and Challenges**

Assumptions – The total demand figure takes the number of homeless households where a duty to provide settled housing is owed at 31 March 2020 (residual demand at year 2) as the starting point. In the subsequent years this is calculated as the gap between housing supply and need in the previous year. Added to this figure is the actual or estimated 1 year new demand, the starting point being the number of households assessed as homeless or threatened with homelessness in 2019/20. Where an increase or decrease in homeless demand is included in the model it assumes that the increase is static across the years.

Challenges - Whilst the RRTP contains a number of ideas and initiatives aimed at preventing homelessness in the first place there are external factors which are likely to impact negatively on homeless demand. This may mean that despite implementing these initiatives, homelessness demand may still increase.

In the short term the impact of COVID – 19 on the economy, with the potential for an increase in unemployment may subsequently result in an increase in homelessness. In the medium term the removal of local connection in May 2021 is likely to see an increase in the number of households making a homeless presentation in Edinburgh, thus further increasing demand.

Within each model where there is a change in homeless demand an increase in the number of households accessing settled homes in the PRS increasing by 3% year on

year from 180 per year in year 2 until 200 per year is achieved, along with an increase in supply from MMR from year 2, increasing from 15% at 3% increments until supply from MMR reaches 160 homes per year. However, this is predicated on the increase in Local Housing Allowance (LHA) rates remaining at the current increased level. At present this is only due to remain in place until the end of March 2021.

Delivery Assumptions and Challenges

Assumptions – The total outcomes figure is calculated by totalling supply available minus the number of households who were discharged, but not housed. This is based on the 2019/20 case outcome figure and is static throughout the model.

Challenges - Social rent delivery is shown increasing to 700 new homes per year and Mid Market Rent delivery to 1,250 homes per year. This would require an annual Affordable Housing Supply Programme grant funding budget of £51.8 million to sustain delivery of the social rent and an additional budget of up to £57.5 million for sustained mid market rent delivery. However, there is still a residual number of homeless households who have not been housed at years five and ten; the shortfall in grant funding to provide these homes as social rent in year 5 is noted in the narrative below regarding the modelling.

Even with sufficient grant funding, there would be other delivery challenges – not all sites within the city are viable for social rent, as land values are high and social rents are low. Grant funding, on average, pays for less than 50% of the cost of delivering a new social rented home and private finance is likely to be linked to the amount of rent that a property can generate. There are around 3,000 new market and affordable homes currently built each year. Significant volumes of land would need to be brought into the control of affordable housing providers to enable a sustained increase in social rented and affordable homes. This would require legal action and use of compulsory purchase powers. Increased delivery would also require an increase in construction sector capacity, otherwise demand for construction skills will outstrip supply and this will increase the cost of construction.

5.64 **Modelling – See appendix 3 for accompanying excel sheets.**

Model 1 – static demand

This model assumes that homeless demand remains static and concludes that in this scenario rapid rehousing will be achieved in year 19 (2037/38). There is a shortfall of £363.5 million in new build grant funding at year five in this model. Given the challenges set out above static homeless demand is unlikely.

Models 2 and 3 – 2% reduction in homeless demand

This model assumes that from year 2 onwards there is a 2% year on year reduction in homeless demand. In this scenario rapid rehousing is achieved in year 12 (2030/31). If settled homes in the PRS are increased, along with an increase in supply from MMR from year 2, this reduces the time to achieve rapid rehousing by one year. There is a shortfall of £315.9 million in grant funding at year five if the

number of settled homes in the PRS remain at 120 throughout and supply from MMR remains at 15%, capped at 160, this reduces to a £291 million shortfall if there is an increase in the number of households achieving settled housing in the PRS and supply from MMR are increased. As noted above a 2% year on year reduction in homeless demand is unlikely.

Models 4 and 5 – 5% increase in homeless demand

This model assumes that from year 2 onwards there is a 5% year on year increase in homeless demand. In this scenario rapid rehousing will not be achieved within 20 years, regardless of whether there is an increase in settled homes in the PRS along with an increase in supply from MMR. At the end of year 20 the gap between housing supply and need in model 4 is over 41,000 households. There is a £492.6 million shortfall in grant funding at year 5 if settled homes in the PRS remain at 120 throughout and supply from MMR remains at 15% (capped at 160) and £467.8 million shortfall if these are increased.

Models 6 and 7 – 10% increase in homeless demand

This model assumes that from year 2 onwards there is a 10% year on year increase in homeless demand. In this scenario rapid rehousing will not be achieved within 20 years, regardless of whether there is an increase in settled homes in the PRS along with an increase in supply from MMR. At the end of year 20 the gap between housing supply and need is over 121,000 households in model 6. There is a £634.5 million shortfall in grant funding at year 5 if settled homes in the PRS remain at 120 throughout and supply from MMR remains at 15% (capped at 160). This shortfall decreases to £609.7 million if these are increased.

Models 8 and 9 – 15% increase in homeless demand

This model assumes that from year 2 onwards there is a 15% year on year increase in homeless demand. In this scenario rapid rehousing will not be achieved within 20 years, regardless of whether there is an increase in settled homes in the PRS along with an increase in supply from MMR. At the end of year 20 the gap between housing supply and need is over 271,000 households in model 8. There is a £790.8 million shortfall in grant funding at year 5 if settled homes in the PRS remain at 120 throughout and supply from MMR remains at 15% (capped at 160) and a £766 million shortfall if these are increased.

Conclusions

The modelling confirms that Edinburgh is unable to achieve rapid rehousing by year 5 based on estimated demand and available housing; even with a significant increase in grant funding, other delivery challenges would remain. The most optimistic scenario is based on a 2% year on year reduction in homeless demand and an increase in the number of households achieving settled housing in the PRS and increased supply from MMR. Rapid rehousing is achieved here at year 11. Given the potential upcoming challenges relating to the impact of COVID -19 on the economy and the upcoming removal of local connection this scenario is unlikely.

An increase in homelessness demand is more likely as noted in models 4 – 9, these conclude that it will take more than 20 years to achieve rapid rehousing. These models are calculated using a flat year on year % increase, however in reality it is likely that after an initial surge of increased demand this will plateau over the years. Officers would therefore propose providing an update on the modelling scenarios as part of the annual RRTP update.

Objective 4 – reducing the number of people sleeping rough in Edinburgh

Background / Context

- 5.65 We have reinstated the Homelessness Task Force and it is focussing on the most vulnerable people in the city, people who are rough sleeping, experiencing addiction and suffering from poor mental health.
- 5.66 Prior to COVID-19 it was estimated that there were approximately 80 – 120 rough sleepers on any one night in Edinburgh. However, during the pandemic the Council and partners worked together to ensure that there was accommodation available for rough sleepers to safely self-isolate. This has meant that a number of people have been accommodated. Partners advised recently that there are approximately 30 people rough sleeping at the moment, this includes some people who had been repatriated to their European country of origin.
- 5.67 Set out below are actions which we have already taken in Edinburgh along with details of actions we will take in the coming year.

Actions already underway

- 5.68 **Rapid Access Accommodation** - We're expanding rapid access accommodation which is supported by RRTP funding, this has had incredibly successful outcomes in helping people who are rough sleeping to overcome the barriers to accessing services. Rapid Access Accommodation for rough sleepers allows people to access the accommodation directly from the street via the commissioned outreach service. The outreach service delivers dedicated street based outreach to rough sleepers and people begging 3 times a day 7 days a week.
- 5.69 There are currently 68 rooms (mostly single beds) across 3 different sites. During COVID-19 three additional hotels have been taken on by the Council and third sector partners to accommodate rough sleepers with an additional hotel taken on as a replacement for the Care Shelter. We will continue to build on this work to secure an alternative building for the replacement for the Care Shelter in the future, given that the previous pre-Covid accommodation is not suitable in terms of public health requirements.

- 5.70 Rapid Access Accommodation is high tolerance and does not have a curfew. There is no time limit for RAA stays for people with Recourse to Public Funds. This is to help facilitate a period of initial stability. However, move-on options are explored to help people access more suitable accommodation and facilitate throughput.
- 5.71 332 unique individuals have used RAA between December 2017 and December 2019, comprising of 246 males (74%) and 86 females (26%). Over 60% of people achieved positive outcomes. Throughout the lifetime of this plan we will continue to develop this model.
- 5.72 **Development of link worker model** - Homelessness assessments are carried out on site by 'Link Workers'. These workers meet residents on a regular basis and can develop more positive relationships than office-based staff might achieve. Link Workers also register applicants with Edindex and encourage engagement between applicants and Council rehousing officers. The intention is to ensure that rehousing cases are not closed if either party experiences difficulties with positive engagement.
- 5.73 Third Sector support staff are trained by a Council lead link worker to undertake provisional homelessness assessments. This augments the Council's capacity to undertake homelessness assessments. The Council retains 'sign off' authorisation and audits the overall process.
- 5.74 **Link Worker in Bethany Care Shelter** - The link worker model in rapid access accommodation has proved successful. Two part-time link workers are in post (36 hours FTE), supported by RRTP funding. Link Workers have been trained by CEC staff to undertake provisional homelessness assessments and are delivering on-site assessments to Care Shelter users. LWs are supervised by and their assessments signed off by appropriate CEC staff. Limited access to CEC ICT systems has delayed full implementation of activities but to date 33 homelessness assessments have been signed off with another 12 in progress (45 total). Moreover, all residents now have access to advice and support. A request for continued funding for Link Workers in the Care Shelter development is included in the resource plan.
- 5.75 **Support Hub** - There is also a support hub which is open 7 days a week and provides advice and support to people who are homeless along with practical facilities such as showers and laundry room plus drop in sessions from health professionals, link workers etc.
- 5.76 **Joint working to deliver Edinburgh's Housing First** - We're delivering Housing First in partnership with Social Bite and have committed to continued delivery after the programme ends in 2021, with the Council taking on responsibility for funding. The purpose of joint working is to deliver Edinburgh's housing first model for homeless households with the most complex needs. This has seen joint working between Homeless Prevention and Housing Options Team, Temporary

Accommodation Service and EdIndex partners and the Edinburgh Housing First Consortium. Currently the target is 275 properties from Choice Based Letting. As of June 2020, Edinburgh had 55 Housing First tenancies.

- 5.77 **Integrated Service for people with complex needs** - For single people with complex needs in the city (including rough sleepers) the access point (TAP) delivers housing options services. This service is integrated with social workers who are also based at TAP who deliver social work services to people experiencing homelessness and Edinburgh Access Practise (EAP) who deliver health services to people experiencing homelessness.
- 5.78 **The Edinburgh Integrated Joint Board (EIJB)** - is aiming to enhance service delivery, reduce inequality of outcome and improve the health and well-being of people who are homeless with complex needs through integration of primary care, housing, and social work. A single line manager has been appointed to the service and a new operational base has been identified offering a single point of access for support that will be ready to use by June 2021.
- 5.79 **The core service** - is provided by GPs, general and mental health nurses, clinical support worker, occupational therapist, medical and local authority support staff, housing officers, social workers, Mental Health Officer, community care assessors and a community link worker. Visiting services include Welfare Rights Adviser, Shelter adviser, Employability worker, psychologist, dentist, pharmacist, optician, podiatrist, psychiatrist, Hep C nurse, midwife and health visitor. Academics from The Centre for Homelessness and Inclusion Health and students from Edinburgh University ensure an evidence-based approach is adopted to service delivery.
- 5.80 **A psychologically informed environment** - is being developed to support wellness, promote safety, security, and respect with regular, reflective, protected time built in for multidisciplinary discussion. Staff work alongside people building confidence, self-esteem, and a trusting therapeutic relationship. They are being trained in responding to trauma, addictions and mental ill-health. Many of the people supported within the service have experienced poverty and have had Adverse Childhood Experiences (ACEs) which have contributed to debt, hardship and failed tenancies in adult life. The service is one of 3 GP pilot sites across Edinburgh working towards reducing the negative impact of ACEs.
- 5.81 **During COVID-19** the EAP Primary Care Service remained open to homeless people with complex needs providing GP's, Occupational Therapists, and a general and mental health nursing service. Outreach clinics were also established by the service in two additional accommodation services taken on with partners, this included a CPN providing outreach across homeless accommodation and on the street. A Single Point of Contact (SPOC) was also established to support the delivery of effective co-ordinated responses across homeless services, during the period 8 April to 27 May 89 calls to this service were received.
- 5.82 During COVID -19 we also worked in partnership with Bethany Christian Trust and the Scottish Government to provide an alternative to the Care Shelter.

Accommodation with en suite rooms were provided, along with support from the Council and partner agencies and food supplied via the Bethany volunteers.

Actions we will take this year

- 5.83 **Rapid Access** - We will continue to develop our Rapid Access Accommodation which provides direct access to temporary accommodation for rough sleepers. Access is through the commissioned Street based outreach service provided by Streetwork / Simon Community. Other services may refer via the outreach service to ensure bed access is coordinated. The commissioned street based outreach service operates 7 days a week, 365 days a year. Outreach is integral to the rapid access accommodation model and during the lifetime of this plan we will continue to commission a street based outreach service.
- 5.84 Included in the resource plan for year 3 is a request to fund an additional 32 rapid access bedrooms as at 5.7. 1. Officers are also exploring the potential of acquiring a hotel for use as rapid access accommodation. To commission 32 more rapid access accommodation bedrooms, there is no pressure to move people on from rapid access accommodation, leading to fewer transitions within temporary accommodation and allowing choice. Although there are several people within rapid access accommodation who look forward to moving on, there are also a number who wish to stay longer. Additionally, we have put in a resource request to allow an existing rapid access accommodation service to be fully managed by a housing support service as at 5.7.2.
- 5.85 **Outreach** - Primary Care also fund an outreach pharmacy project for people rough sleeping with partner agencies which is located within the EAP. The integrated homeless service for people with complex needs was also recently awarded Corra challenge funding for a 2 year period will offer assertive outreach nursing and peer navigator support to people rough sleeping and in rapid access accommodation.
- 5.86 **'Seek, Keep and Treat' funding** - The Integrated Service for people with complex needs has sought Scottish Government 'Seek, Keep and Treat' funding to support people with complex needs to move on and out of homelessness. The funding will be used by partner agencies to recruit community recovery workers with lived experience of homelessness and / or recovery. The posts will be based within the service and work alongside people who have been allocated a tenancy and meet the criteria for mainstream hub or primary care prescribing services but struggle to re-settled by supporting them to engage with mainstream services. This will result in improved pathways between centralised prescribing services and locality hub.

RRTP resource request (2021/22) in order of priority					
Description	2021/22 estimate total cost	Funded from existing 2020/21 RRTP funding allocation	CEC funding	Funding required for new initiatives proposed	Notes and related section in RRTP
Funding to continue existing RRTP projects / initiatives					
Interim accommodation from Link Housing Group	1,733,166		1,733,166		RRTP section 5.30
Rapid Access Accommodation	501,723	9,275	492,448		RRTP section 5.68 - 5.71
Rent for Homeshare	136,764	136,764	0		RRTP section 5.34
RRTP team	97,156	97,156	0		RRTP Team - RRTP section 5.1
Homelessness prevention fund	100,000	100,000	0		RRTP section 5.26
Private rented sector team	232,119	232,119	0		RRTP section 5.17 and 5.26
Bethany Link Worker	29,000	29,000	0		RRTP section 5.74
Expansion of Rent Deposit Guarantee Scheme	87,191		87,191		RRTP section 5.27
Income Maximisation Capacity Building Officer	37,686	37,686	0		RRTP section 5.25
Long Term Supported Accommodation	250,000	250,000	0		RRTP section 5.43
Totals	3,204,804	892,000	2,312,804	0	
Funding for new initiatives proposed for 2021/22					
Additional Rapid Access Accommodation for rough sleepers	495,000			495,000	with on site Visiting Housing Support. There are currently 68 bedrooms in RAA and the average occupancy rate is 98%. Bringing the number of bed spaces to 100 this would ensure that there is no pressure to move people on from RAA to soon, leading fewer transitions within temporary accommodation - RRTP section 5.7.1
Converting existing Rapid Access Accommodation	329,858			329,858	Funding to allow an existing RAA service to be operated in full by a housing support service. This would allow for 24 hours support which would improve the service delivered to residents - RRTP section 5.7.2
Early intervention multi disciplinary response pilot	168,000			168,000	Funding to pilot an early intervention multi disciplinary response pilot to allow us to intervene earlier to identify and support people where they may be at risk of homelessness or rough sleeping in the future. Team to include, housing homeless specialist / welfare rights officer / debt advisor. In total 3 x Grade 6 plus Gr7 Team Leader - RRTP section 5.7.3
Officer to support partnership working 1X G6	40,000			40,000	Funding for 1 Grade 6 officer to support partnership working and training, identifying opportunities for partners and frontline staff to use their interactions with people to recognise where there is a high risk of homelessness - RRTP section 5.7.4
Additional Visting Housing Support	536,656			536,656	To support projected additional 279 people who will move to TFF within the community - RRTP sections 5.7.5
Youth Housing Hub	367,000			367,000	Initial funding would allow planning to reorganise the youth homelessness funding (to absorb the costs of the hub), create the partnership arrangement, allow the provider to leverage-in additional funding, and for us to work with EHSCP/C&F on coordination of services - RRTP section 5.7.6
Pilot Psychologists In Hostels Project	132,356			132,356	2 FTE Clinical Psychologists and 2 FTE Assistant Clinical Psychologists to be embedded within a complex needs homeless accommodation with support service - RRTP section 5.7.7
Totals	5,273,674	892,000	2,312,804	2,068,870	
Funding request to SG to continue work started in 2019/20	892,000				
Funding request to SG for new initiatives to start in 2020/21	2,068,870				
Total funding request to Scottish Government	2,960,870				
CEC contribution	2,312,804				
Total year 3 costs	5,273,674				

Notes

Amount of 2021/22 RRTP funding yet to be confirmed. Above assumes this will be unchanged from 2020/21
CEC funding of £2.313m already included in 2020/21 forecast

Date	Forum
27/08/2019	Housing Officer Team Meeting
09/10/2019	RRTP Stakeholder Event
16/10/2019	Inclusive Edinburgh Board
24/10/2019	Housing First Governance Board
12/11/2019	Temporary Accommodation Team Meeting
21/11/2019	EAHP
26/11/2019	HP & HOT team meeting (SW &NW)
03/12/2019	Learning and Sharing ideas for RRTPs
05/12/2019	EVOC C &YP forum
09/12/2019	Service User Consultation
10/12/2019	HP & HOT team meeting (SE &NE)
10/12/2019	EdIndex Board
12/12/2019	Consultation with Shared House residents
11/12/2019	Inclusive Edinburgh Board
06/01/2020	Consultation with refuge residents
22/01/2020	P & P team meeting
27/01/2020	Consultation with HAWS residents
27/01/2020	Consultation with HAWS residents
28/01/2020	EVOC Temporary Accommodation group
29/01/2020	TAP team meeting
03/02/2020	Wider C & F SMT
03/02/2020	Consultation with HAWS residents
04/02/2020	Meeting with employability rep
05/02/2020	Inclusive Edinburgh Board
05/02/2020	SHAPE
11/02/2020	Consultation with HAWS residents
17/02/2020	Wider H & HHS Managers
20/02/20	EAHP
21/02/20	Meeting with DWP
24/02/20	Homeless Strategy Board
26/02/20	RRTP Leads Event
10/03/20	Housing Enabling & Partnerships Team Meeting
12/03/20	Visit to Newcastle City Council Homeless Services
16/03/20	Meeting with Cyrenians Hospital Discharge Lead
	RRTP Stakeholder event

City of Edinburgh Council - Rapid Re-Housing Modelling

Version: 10 September 2020

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- [Model 4](#) 5% increase in homeless demand
- [Model 5](#) 5% increase in homeless demand, increase in supply from MMR and settled housing in PRS
- [Model 6](#) 10% increase in homeless demand
- [Model 7](#) 10% increase in homeless demand, increase in supply from MMR and settled housing in PRS
- [Model 8](#) 15% increase in homeless demand
- [Model 9](#) 15% increase in homeless demand, increase in supply from MMR and settled housing in PRS

Variables	Year on year new case reduction	0%		
	Growth in number of outcomes	0%		
	"Housed" cap % of outcomes	80%		
	Growth in existing stock allocations	0%		
	RSL % new stock	50%		
	CEC % new stock	70%		
	MMR % (Year 2 baseline, growth rate, cap)	15%	0%	160
	PRS properties (Year 3 baseline, growth, cap)	120	0%	120

Model 1 - static homeless demand	
Years to Rapid Re-Housing	19

	Core RRTP Model					Extended RRTP Model					20 Year RRTP Model									
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20
Demand	Gap between housing supply and need from previous year																			
	Actual or estimated 1 year new demand																			
	Total Demand																			
Outcomes	Housed Outcomes																			
	Surplus supply																			
	Discharged (not housed)																			
	Total Discharged																			
Gap between housing supply and need																				
Shortfall in grant funding at year 5																				
Supply	Estimated social housing supply																			
	3.5% of total social housing supply allocated annually to homeless households																			
	New build RSL's																			
	50% new build RSL SR to homeless households																			
	New build CEC																			
	70% of new build CEC SR lets to homeless households																			
	MMR new build (total projections)																			
	MMR lets to homeless households																			
	Settled homes in the PRS																			
	Total supply to homeless households																			
	Balanced Check (for year calculation)																			

Variables	Year on year new case reduction	2%		
	Growth in number of outcomes	0%		
	"Housed" cap % of outcomes	80%		
	Growth in existing stock allocations	0%		
	RSL % new stock	50%		
	CEC % new stock	70%		
	MMR % (Year 2 baseline, growth rate, cap)	15%	0%	160
	PRS properties (Year 3 baseline, growth, cap)	120	0%	120

Model 2 - 2% reduction in homeless demand	
Years to Rapid Re-Housing	12

	Core RRTP Model					Extended RRTP Model					20 Year RRTP Model									
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20
Demand	Gap between housing supply and need from previous year																			
	Actual or estimated 1 year new demand																			
	Total Demand																			
Outcomes	Housed Outcomes																			
	Surplus supply																			
	Discharged (not housed)																			
Total Discharged																				
Gap between housing supply and need																				
Shortfall in grant funding at year 5																				
Supply	Estimated social housing supply																			
	3.5% of total social housing supply allocated annually to homeless households																			
	New build RSL's																			
	50% new build RSL SR to homeless households																			
	New build CEC																			
	70% of new build CEC SR lets to homeless households																			
	MMR new build (total projections)																			
	MMR lets to homeless households																			
	Settled homes in the PRS																			
	Total supply to homeless households																			
	Balanced Check (for year calculation)																			

Variables	Year on year new case reduction	2%		
	Growth in number of outcomes	0%		
	"Housed" cap % of outcomes	80%		
	Growth in existing stock allocations	0%		
	RSL % new stock	50%		
	CEC % new stock	70%		
	MMR % (Year 2 baseline, growth rate, cap)	15%	3%	160
	PRS properties (Year 3 baseline, growth, cap)	180	3%	200

Model 3 - 2% reduction in homeless demand, increase in supply from MMR and settled housing in PRS

Years to Rapid Re-Housing: 11

	Core RRTP Model					Extended RRTP Model					20 Year RRTP Model									
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20
Demand	Gap between housing supply and need from previous year																			
	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	34/35	35/36	36/37	37/38	38/39
	3454	4135	4519	4463	4232	3933	3509	2992	2374	1631	763	0	0	0	0	0	0	0	0	0
	3310	3244	3180	3117	3055	2994	2935	2877	2820	2764	2709	2655	2602	2550	2499	2450	2401	2353	2306	2260
	Total Demand					Total Demand					Total Demand									
	6764	7379	7699	7580	7287	6927	6444	5869	5194	4395	3472	2655	2602	2550	2499	2450	2401	2353	2306	2260
Outcomes	Housed Outcomes																			
	1782	1848	2224	2336	2342	2406	2440	2483	2551	2620	2688	2756	2824	2893	2961	3029	3097	3166	3234	3302
	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012
	Total Discharged					Total Discharged					Total Discharged									
	2794	2860	3236	3348	3354	3418	3452	3495	3563	3632	3700	3768	3836	3905	3973	4041	4109	4178	4246	4314
	Gap between housing supply and need																			
	3970	4519	4463	4232	3933	3509	2992	2374	1631	763	0	0	0	0	0	0	0	0	0	0
	Shortfall in grant funding at year 5					Shortfall in grant funding at year 5					Shortfall in grant funding at year 5									
	£291,042,000					£291,042,000					£291,042,000									
Supply	Estimated social housing supply																			
	40000	40000	40691	42114	43466	44766	46166	47816	49766	51716	53666	55616	57566	59516	61466	63416	65366	67316	69266	71216
	1412	1412	1424	1473	1521	1566	1615	1673	1741	1810	1878	1946	2014	2083	2151	2219	2287	2356	2424	2492
	0	216	755	660	500	400	300	200	200	200	200	200	200	200	200	200	200	200	200	200
	0	108	377	330	250	200	150	100	100	100	100	100	100	100	100	100	100	100	100	100
	N/A	141	228	405	400	400	450	500	500	500	500	500	500	500	500	500	500	500	500	500
	N/A	98	159	283	280	280	315	350	350	350	350	350	350	350	350	350	350	350	350	350
	N/A	334	440	287	400	600	900	1250	1250	1250	1250	1250	1250	1250	1250	1250	1250	1250	1250	1250
	N/A	50	79	60	96	160	160	160	160	160	160	160	160	160	160	160	160	160	160	160
	119	180	185	190	195	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200
	Total supply to homeless households					Total supply to homeless households					Total supply to homeless households									
	1531	1848	2224	2336	2342	2406	2440	2483	2551	2620	2688	2756	2824	2893	2961	3029	3097	3166	3234	3302
	Balanced Check (for year calculation)																			
	1	1	1	1	1	1	1	1	1	1	0	0	0	0	0	0	0	0	0	0

Variables	Year on year new case reduction	-5%		
	Growth in number of outcomes	0%		
	"Housed" cap % of outcomes	80%		
	Growth in existing stock allocations	0%		
	RSL % new stock	50%		
	CEC % new stock	70%		
	MMR % (Year 2 baseline, growth rate, cap)	15%	0%	160
	PRS properties (Year 3 baseline, growth, cap)	120	0%	120

Model 4 - 5% increase in homeless demand	
Years to Rapid Re-Housing	>20

	Core RRTP Model					Extended RRTP Model					20 Year RRTP Model									
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20
Demand	Gap between housing supply and need from previous year																			
	Actual or estimated 1 year new demand																			
	Total Demand																			
Outcomes	Housed Outcomes																			
	Surplus supply																			
	Discharged (not housed)																			
	Total Discharged																			
Gap between housing supply and need																				
Shortfall in grant funding at year 5																				
Supply	Estimated social housing supply																			
	3.5% of total social housing supply allocated annually to homeless households																			
	New build RSL's																			
	50% new build RSL SR to homeless households																			
	New build CEC																			
	70% of new build CEC SR lets to homeless households																			
	MMR new build (total projections)																			
	MMR lets to homeless households																			
	Settled homes in the PRS																			
	Total supply to homeless households																			
	Balanced Check (for year calculation)																			

Variables	Year on year new case reduction	-5%		
	Growth in number of outcomes	0%		
	"Housed" cap % of outcomes	80%		
	Growth in existing stock allocations	0%		
	RSL % new stock	50%		
	CEC % new stock	70%		
	MMR % (Year 2 baseline, growth rate, cap)	15%	3%	160
	PRS properties (Year 3 baseline, growth, cap)	180	3%	200

Model 5 - 5% increase in homeless demand, increase in supply from MMR and settled housing in PRS

Years to Rapid Re-Housing >20

	Core RRTP Model					Extended RRTP Model					20 Year RRTP Model									
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20
Demand	Gap between housing supply and need from previous year																			
	Actual or estimated 1 year new demand																			
	Total Demand																			
Outcomes	Housed Outcomes																			
	Surplus supply																			
	Discharged (not housed)																			
	Total Discharged																			
	Gap between housing supply and need																			
Shortfall in grant funding at year 5																				
Supply	Estimated social housing supply																			
	3.5% of total social housing supply allocated annually to homeless households																			
	New build RSL's																			
	50% new build RSL SR to homeless households																			
	New build CEC																			
	70% of new build CEC SR lets to homeless households																			
	MMR new build (total projections)																			
	MMR lets to homeless households																			
	Settled homes in the PRS																			
	Total supply to homeless households																			
Balanced Check (for year calculation)																				

Variables	Year on year new case reduction	-10%		
	Growth in number of outcomes	0%		
	"Housed" cap % of outcomes	80%		
	Growth in existing stock allocations	0%		
	RSL % new stock	50%		
	CEC % new stock	70%		
	MMR % (Year 2 baseline, growth rate, cap)	15%	0%	160
	PRS properties (Year 3 baseline, growth, cap)	120	0%	120

Model 6 - 10% increase in homeless demand	
Years to Rapid Re-Housing	>20

	Core RRTP Model					Extended RRTP Model					20 Year RRTP Model									
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20
Demand	Gap between housing supply and need from previous year																			
	Actual or estimated 1 year new demand																			
	Total Demand																			
Outcomes	Housed Outcomes																			
	Surplus supply																			
	Discharged (not housed)																			
Total Discharged																				
Gap between housing supply and need																				
Shortfall in grant funding at year 5																				
Supply	Estimated social housing supply																			
	3.5% of total social housing supply allocated annually to homeless households																			
	New build RSL's																			
	50% new build RSL SR to homeless households																			
	New build CEC																			
	70% of new build CEC SR lets to homeless households																			
	MMR new build (total projections)																			
	MMR lets to homeless households																			
	Settled homes in the PRS																			
	Total supply to homeless households																			
Balanced Check (for year calculation)																				

Variables	Year on year new case reduction	-10%		
	Growth in number of outcomes	0%		
	"Housed" cap % of outcomes	80%		
	Growth in existing stock allocations	0%		
	RSL % new stock	50%		
	CEC % new stock	70%		
	MMR % (Year 2 baseline, growth rate, cap)	15%	3%	160
	PRS properties (Year 3 baseline, growth, cap)	180	3%	200

Model 7 - 10% increase in homeless demand, increase in supply from MMR and settled housing in PRS

Years to Rapid Re-Housing >20

	Core RRTP Model					Extended RRTP Model					20 Year RRTP Model									
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20
Demand																				
Gap between housing supply and need from previous year	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	34/35	35/36	36/37	37/38	38/39
Actual or estimated 1 year new demand	3454	4135	4916	5686	6745	8239	10154	12569	15528	19065	23243	28134	33817	40378	47910	56518	66317	77432	90001	104177
	3310	3641	4006	4407	4848	5333	5867	6454	7100	7810	8591	9451	10397	11437	12581	13840	15224	16747	18422	20265
Total Demand	6764	7776	8922	10093	11593	13572	16021	19023	22628	26875	31834	37585	44214	51815	60491	70358	81541	94179	108423	124442
Outcomes																				
Housed Outcomes	1782	1848	2224	2336	2342	2406	2440	2483	2551	2620	2688	2756	2824	2893	2961	3029	3097	3166	3234	3302
Surplus supply	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Discharged (not housed)	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012
Total Discharged	2794	2860	3236	3348	3354	3418	3452	3495	3563	3632	3700	3768	3836	3905	3973	4041	4109	4178	4246	4314
Gap between housing supply and need	3970	4916	5686	6745	8239	10154	12569	15528	19065	23243	28134	33817	40378	47910	56518	66317	77432	90001	104177	120128
Shortfall in grant funding at year 5	£609,686,000																			
Supply																				
Estimated social housing supply	40000	40000	40691	42114	43466	44766	46166	47816	49766	51716	53666	55616	57566	59516	61466	63416	65366	67316	69266	71216
3.5% of total social housing supply allocated annually to homeless households	1412	1412	1424	1473	1521	1566	1615	1673	1741	1810	1878	1946	2014	2083	2151	2219	2287	2356	2424	2492
New build RSL's	0	216	755	660	500	400	300	200	200	200	200	200	200	200	200	200	200	200	200	200
50% new build RSL SR to homeless households	0	108	377	330	250	200	150	100	100	100	100	100	100	100	100	100	100	100	100	100
New build CEC	N/A	141	228	405	400	400	450	500	500	500	500	500	500	500	500	500	500	500	500	500
70% of new build CEC SR lets to homeless households	N/A	98	159	283	280	280	315	350	350	350	350	350	350	350	350	350	350	350	350	350
MMR new build (total projections)	N/A	334	440	287	400	600	900	1250	1250	1250	1250	1250	1250	1250	1250	1250	1250	1250	1250	1250
MMR lets to homeless households	N/A	50	79	60	96	160	160	160	160	160	160	160	160	160	160	160	160	160	160	160
Settled homes in the PRS	119	180	185	190	195	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200
Total supply to homeless households	1531	1848	2224	2336	2342	2406	2440	2483	2551	2620	2688	2756	2824	2893	2961	3029	3097	3166	3234	3302
Balanced Check (for year calculation)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1

Variables	Year on year new case reduction	-15%		
	Growth in number of outcomes	0%		
	"Housed" cap % of outcomes	80%		
	Growth in existing stock allocations	0%		
	RSL % new stock	50%		
	CEC % new stock	70%		
	MMR % (Year 2 baseline, growth rate, cap)	15%	0%	160
	PRS properties (Year 3 baseline, growth, cap)	120	0%	120

Model 8 - 15% increase in homeless demand

Years to Rapid Re-Housing >20

	Core RRTP Model					Extended RRTP Model					20 Year RRTP Model									
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20
Demand	Gap between housing supply and need from previous year																			
	Actual or estimated 1 year new demand																			
	Total Demand					Total Demand					Total Demand									
Outcomes	Housed Outcomes																			
	Surplus supply																			
	Discharged (not housed)																			
	Total Discharged					Total Discharged					Total Discharged									
	Gap between housing supply and need																			
Shortfall in grant funding at year 5					Shortfall in grant funding at year 5					Shortfall in grant funding at year 5										
Supply	Estimated social housing supply																			
	3.5% of total social housing supply allocated annually to homeless households																			
	New build RSL's																			
	50% new build RSL SR to homeless households																			
	New build CEC																			
	70% of new build CEC SR lets to homeless households																			
	MMR new build (total projections)																			
	MMR lets to homeless households																			
	Settled homes in the PRS																			
	Total supply to homeless households					Total supply to homeless households					Total supply to homeless households									
Balanced Check (for year calculation)																				

Variables	Year on year new case reduction	-15%		
	Growth in number of outcomes	0%		
	"Housed" cap % of outcomes	80%		
	Growth in existing stock allocations	0%		
	RSL % new stock	50%		
	CEC % new stock	70%		
	MMR % (Year 2 baseline, growth rate, cap)	15%	3%	160
	PRS properties (Year 3 baseline, growth, cap)	180	3%	200

Model 9 - 15% increase in homeless demand, increase in supply from MMR and settled housing in PRS

Years to Rapid Re-Housing >20

	Core RRTP Model					Extended RRTP Model					20 Year RRTP Model									
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20
Demand																				
Gap between housing supply and need from previous year	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	34/35	35/36	36/37	37/38	38/39
Actual or estimated 1 year new demand	3454	4135	5082	6225	7915	10351	13594	17803	23119	29689	37710	47411	59055	72943	89421	108889	131806	158699	190174	226929
	3310	3807	4379	5036	5792	6661	7661	8811	10133	11653	13401	15412	17724	20383	23441	26958	31002	35653	41001	47152
Total Demand	6764	7942	9461	11261	13705	17012	21255	26614	33252	41342	51111	62823	76779	93326	112862	135847	162808	194352	231175	274081
Outcomes																				
Housed Outcomes	1782	1848	2224	2336	2342	2406	2440	2483	2551	2620	2688	2756	2824	2893	2961	3029	3097	3166	3234	3302
Surplus supply	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Discharged (not housed)	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012	1012
Total Discharged	2794	2860	3236	3348	3354	3418	3452	3495	3563	3632	3700	3768	3836	3905	3973	4041	4109	4178	4246	4314
Gap between housing supply and need	3970	5082	6225	7913	10351	13594	17803	23119	29689	37710	47411	59055	72943	89421	108889	131806	158699	190174	226929	269767
Shortfall in grant funding at year 5	£765,974,000																			
Supply																				
Estimated social housing supply	40000	40000	40691	42114	43466	44766	46166	47816	49766	51716	53666	55616	57566	59516	61466	63416	65366	67316	69266	71216
3.5% of total social housing supply allocated annually to homeless households	1412	1412	1424	1473	1521	1566	1615	1673	1741	1810	1878	1946	2014	2083	2151	2219	2287	2356	2424	2492
New build RSL's	0	216	755	660	500	400	300	200	200	200	200	200	200	200	200	200	200	200	200	200
50% new build RSL SR to homeless households	0	108	377	330	250	200	150	100	100	100	100	100	100	100	100	100	100	100	100	100
New build CEC	N/A	141	228	405	400	400	450	500	500	500	500	500	500	500	500	500	500	500	500	500
70% of new build CEC SR lets to homeless households	N/A	98	159	283	280	280	315	350	350	350	350	350	350	350	350	350	350	350	350	350
MMR new build (total projections)	N/A	334	440	287	400	600	900	1250	1250	1250	1250	1250	1250	1250	1250	1250	1250	1250	1250	1250
MMR lets to homeless households	N/A	50	79	60	96	160	160	160	160	160	160	160	160	160	160	160	160	160	160	160
Settled homes in the PRS	119	180	185	190	195	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200
Total supply to homeless households	1531	1848	2224	2336	2342	2406	2440	2483	2551	2620	2688	2756	2824	2893	2961	3029	3097	3166	3234	3302
Balanced Check (for year calculation)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1