



**West Lothian
Council**

Rapid Rehousing Transition Plan

DRAFT

2019-2024

Appendix 5

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Executive Summary

The West Lothian Rapid Rehousing Transition Plan (RRTP) provides context to the West Lothian housing market and homelessness position. It identifies the gaps in the supply of affordable housing against demand as well as the support required to transition to rapid rehousing. The main challenge in West Lothian is increasing demand from households presenting as homeless for social rented housing against available supply to provide a settled housing solution. This has resulted in an increase in the use of Bed and Breakfast (B&B) Accommodation to meet the council's statutory duty to provide temporary accommodation along with longer stays in temporary accommodation while households wait on an offer for a suitable social rented tenancy.

There is evidence of good practice in West Lothian in relation to tenancy sustainment, quality support services and joined up working with key strategic partners. Housing Options advice has shifted to a prevention approach, with good outcomes in relation to working with the private rented sector, the Advice Shop and partner Registered Social Landlords (RSLs) to reduce homelessness. West Lothian also has the first Housing First project being piloted for young people leaving care.

To take forward a rapid rehousing transition approach to homeless, the West Lothian RRTP outlines a dual approach to generate a better flow through the homeless system while shifting focus further to an early intervention and prevention approach. Through a partnership vision of "Working Together", West Lothian Council, West Lothian IJB, RSLs and the voluntary sector, we will aim to reduce homelessness through early intervention and prevention. Through the provision of consistent advice and information, we will strive to work with the person to offer a range of housing options to find a settled home with access to services and support mechanisms. Where homelessness does occur we will work with the person to ensure they are housed as quickly as possible with reduced lengths of stay in temporary accommodation.

This vision is underpinned by 4 high level actions:

- Increase focus on early intervention, prevention and housing options to stop homelessness happening in the first place;
- Improving access to affordable housing options and reducing lengths of stay in temporary accommodation by improving the flow through the system diverting away from the use of B&B Accommodation;
- To ensure where homelessness does occur that housing options are focused on enabling households to navigate through the system as quickly as possible.
- Implement actions required to ensure peoples have access to the required levels of support.

These actions will be taken forward through four RRTP Work streams of, Early Intervention, Prevention and Housing Options, Supply and Temporary Accommodation, Support and Supported Accommodation and Health and Wellbeing.

The partnership cannot do this alone and Scottish Government financial support and assistance will be required to transition from the current homeless position in West Lothian to a rapid rehousing approach. At the time of finalising the RRTP, the Scottish Government have not yet announced the allocations to Local Authorities for the Ending Homelessness Together fund. The Scottish Government has also published consultation on Improving Temporary Accommodation which if approved to commence before 2023/24 would impact on the ability to deliver the RRTP.

1. Introduction

It has been recognised both nationally and locally through the work of the Homeless and Rough Sleeping Action Group (HARSAG) that a home is at the heart of any solution to the reduction of homelessness. People experiencing homelessness want a permanent solution as quickly as possible with fewer transitions and lengths of stay within temporary accommodation. (Jon Sparks, Chair of HARSAG, Scotland's Transition to Rapid Rehousing, June 2018)

It is also recognised that the causes of homelessness can be complicated and that local authorities and their strategic partners need to work together to prevent homelessness through early intervention and offer services which prevent people, where possible, from becoming homeless in the first place and enable people to sustain their home.

In June 2018 HARSAG, published the final set of recommendations in response to four questions set by the Scottish Government. Four reports have been published and a total of 70 recommendations have been made. The Scottish Government has accepted in principle 64 out of the 70 recommendations and given a commitment to take forward a transformational approach with local authorities.

[\(https://www.gov.scot/publications/homelessness-rough-sleeping-recommendations/\)](https://www.gov.scot/publications/homelessness-rough-sleeping-recommendations/)

The cornerstone of the recommendations is a transition to a 'Rapid Rehousing' approach by default of which the Housing First model is a smaller component. To move quickly towards the implementation of the recommendations all 32 local authorities were required to submit a 5 Year Rapid Rehousing Transition Plan (RRTP) 2019-2024 to the Scottish Government. The draft plan was submitted in Dec 2018 to the Scottish Government. A full response was submitted to the Scottish Government, feedback and their comments have been addressed in the final version of the plan.

RRTPs will describe how to readdress the local balance of temporary and settled housing options to align with the new national vision, initially over a 5 year planning cycle. Local authorities should set out their current temporary accommodation position, their vision and how they are going to get there. The national vision is detailed below:

National Vision: to transition to a rapid rehousing approach represents significant cultural and systems change in how we respond to homelessness and for the expectations of people affected by it. (RRTP: Briefing Statement, John Mills, Chair of ALACHO October 2018)

The vision for rapid rehousing is:

- A settled, mainstream and sustainable housing outcome as quickly as possible;
- Time spent in any form of temporary accommodation reduced to a minimum, with the fewer transitions the better;
- When temporary accommodation is needed, the optimum type is mainstream, furnished and within a community;

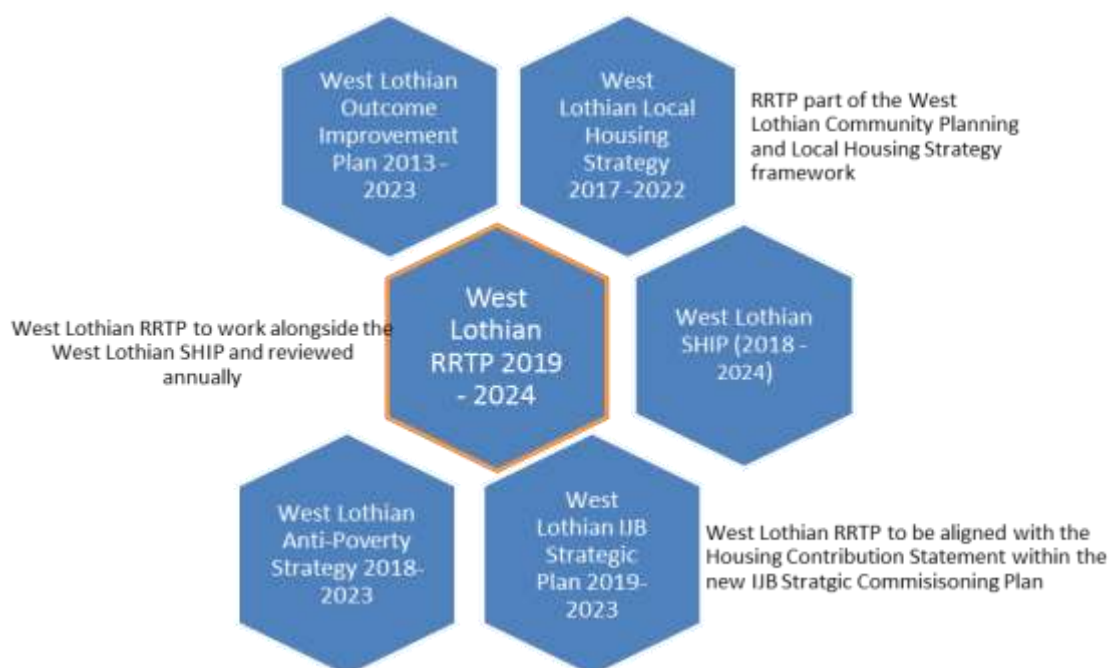
And for people with multiple needs beyond housing:

- Housing First is the first response for people with severe and multiple disadvantages;
- Highly specialist provision within small, shared, supported and trauma informed environments if mainstream housing, including Housing First, is not possible or preferable. These units may be better aligned with the broader health and social care strategy and commissioning frameworks.

RRTPs will work alongside the Strategic Housing Investment Plan (SHIP) and will be reviewed annually as part of the SHIP process. They will also sit within the Community Planning Partners wider strategic planning framework of the Local Outcome Improvement Framework and Local Housing Strategy. They are to be developed closely with Health and Social Care Partnerships, Registered Social Landlords (RSLs) and other relevant parties such as voluntary organisations.

The Scottish Government will use the plans to assess progress towards the five year vision of rapid rehousing and assist Scottish Government in the allocation of resources for local authorities and their partners to transition to rapid rehousing. The West Lothian RRTP will be part of the West Lothian planning framework as illustrated below.

Figure 1: West Lothian Planning Framework



Transitioning to Rapid Rehousing will mean that West Lothian Council and key strategic partners will need to readdress the current balance of housing and support options that are available and how quickly they are accessed.

There also needs to be a significant shift in West Lothian to prevent homelessness from occurring in the first instance including a greater focus on early intervention.

West Lothian Council Housing Needs Service has taken the lead in the preparation of the plan which has been developed in collaboration with the RSLs, the voluntary sector, service users, West Lothian IJB and other relevant services within the council including West Lothian Advice Shop, Social Policy, Housing Customer and Building Services, Education and Finance. Key strategic partners are listed in Appendix 1.

A West Lothian Rapid Rehousing Transition Board has been established with membership from across the council, West Lothian IJB, Social Landlords and the voluntary Sector. The RRTP Board developed and agreed the vision of the plan, established the performance monitoring framework, targets, and champion the partnership ethos of the plan across the council and its partners. The governance arrangements for the final plan are detailed in Appendix 2. The RRTP is supported by a detailed action plan which will be reviewed on an annual basis.

2. Consultation

A collaborative approach was undertaken in the preparation and development of West Lothian's RRTP. Due to the Rapid Rehousing Transition approach being a relatively new concept a series of briefings and feedback sessions were undertaken to ensure meaningful engagement and consultation with a wide range of key strategic partners, service users, tenants and staff. The consultation approach was undertaken in four stages.

- **Stage 1:** Initial briefings on HARSAG recommendations and the principles of rapid rehousing;
- **Stage 2:** Feedback sessions on findings of baseline information and gaps analysis;
- **Stage 3:** Feedback Event held in October 2018 to inform the development of the West Lothian RRTP Vision and key elements of the plan;
- **Stage 4:** Consultation and feedback on the first iteration of the draft plan to be submitted to the Scottish Government by 31st December 2018.

Following the submission of the first iteration of the draft RRTP to the Scottish Government in December 2018, further consultation on the draft plan was undertaken with partners, service users and tenants groups in January/February 2019.

Individual sessions have also been undertaken with the main providers of social rented housing in West Lothian to work towards agreeing a local target for the percentage of social lets in West Lothian required delivering the RRTP vision. The four main local social rented housing providers (Almond, Castle Rock/Edinvar, Weslo and the West Lothian Housing Partnership) also sit on the West Lothian RRTP Board. Appendix 7 provides further information on each of the consultation stages, the organisations involved and when they were undertaken.

3. Local Population Context

3.1 Population Estimates and Household Numbers

According to the National Records of Scotland the population of West Lothian was 181,310 on 30th June 2018 which is the 9th highest population out of all 32 council areas in Scotland. The area also has one of the fastest growing and youngest populations in Scotland, reflecting West Lothian's location within the central belt close to Edinburgh and Glasgow and its appeal as a place to invest, work and visit. Between 2016 and 2026, the population of West Lothian is projected to increase from 180,130 to 191,979 an increase of 6.6%, which compares to a projected increase of 3.2% for Scotland as a whole.

In relation to Homeless Service provision there are certain population and household trends which will influence future demand and type of service delivery. Increasing population trends could mean higher demand for services while increasing numbers of household will increase demand for housing. Trends in household type and age group will influence the housing type and size required and services to be provided. The following population and household trends may influence service delivery:

- 45 to 64 age group was the largest population in 2017, with a population of 51,086.
- 75 and over age group was the smallest, with a population of 11,981
- 16-24 age group in West Lothian is anticipated to increase by 1% between 2016 to 2026. For Scotland as a whole the population of this age group is anticipated to decrease by 9% between 2016 and 2026.

- The age group with the highest projected increase in numbers between 2016 and 2026 is those aged 75 and over at 46%.
- The number of households in West Lothian is projected to increase by 10% between 2016 and 2026 from 76,630 to 84,262, this compares to 6.4% for Scotland.
- In 2026, the household type “One adult” is projected to remain the most common (32.7%) and the household type “Three or more adults” is projected to become the least common (8.8%) in West Lothian.

3.2 Health and Homelessness

In West Lothian, life expectancy at birth was higher for females (80.8 years) than for males (78.3 years) in 2014-16. Male life expectancy at birth has increased more rapidly than female life expectancy at birth between 2001-03 and 2014-16. In West Lothian, female life expectancy at birth is lower than at Scotland level and male life expectancy at birth is higher than at Scotland level.

It has been accepted for a number of years that there are significant links between poor health and homelessness in Scotland. The National Health and Homeless standards were published in 2005 and are designed to assist NHS Boards to continuously improve their services to homeless people and those at risk of homelessness. <http://www.gov.scot/Publications/2005/03/20774/53761>

The standards recognised that poor health is not only a consequence of homelessness but can also help to precipitate it with there being greater risk of premature deaths and morbidity amongst the homeless population than the population at large. It should also be recognised that health problems are not confined to those sleeping rough. People living in temporary accommodation, with friends or in hostels have little stability, often having to share kitchens and bathrooms with little privacy or security.

The first time a comprehensive study was undertaken to understand the links between ill health and homelessness was in 2017/18. (Health and homelessness in Scotland, June 2018, Dr Andrew Waugh).

The study compared 3 distinct groups:

- Approximately 500,000 people who had been homeless between 2001 and 2016 (Ever Homeless cohort);
- The least deprived cohort, and
- The most deprived cohort.

The study identified that almost 1 in 10 people in the Scottish population (as of June 2015) have experienced homelessness. 50% of the homeless cohort had no health conditions relating to drugs, alcohol or mental health. This may dispel some of the myths held by the general population regarding those who are homeless. In the homeless cohort, people were at the younger end of the age range of the Scottish population.

The study highlighted that there is a correlation between increasing interactions with health services immediately preceding a homeless crisis, with the peak of interactions being around the time of homeless assessment and then as the household achieves settled accommodation health interactions decrease again, however some remained at a higher level than previously.

The council has recently agreed to take part in a project with the Information Services Division (ISD), part of NHS Scotland, to collect Homelessness data and link it with existing Health and Social Care data. The work will help inform the key areas of work required to be taken forward in relation to homelessness, health and social care.

3.3 Local Economic Context

Material poverty is still a significant issue for many households and communities. West Lothian, like many other parts of Scotland experienced the impact of the credit crunch and subsequent recession with substantial job losses and a rise in local levels of unemployment. Although the headline unemployment level has fallen since 2013, there are still underlying issues of poverty and deprivation – with a core of individuals and households experiencing extreme hardship and wider groups experiencing financial difficulties and challenges.

Low pay as well as unemployment is a key factor. Gross wage levels for West Lothian (both residence and workplace) are below the Scottish and UK levels. An estimated 19% of West Lothian working residents earn below the living wage level of £8.25 per hour compared to 22% for Scotland as a whole. Approximately 7,900 children are found in working households that are in receipt of Working Tax Credit. This represents 17% of all working households (slightly higher than the Scottish level of 15%)

The Scottish Index of Multiple Deprivation (SIMD) identifies small concentrations of deprivation across all of Scotland in a consistent way. Almost 9,000 people in West Lothian live within some of the most deprived areas of Scotland, which accounts for 5% of West Lothian's population. (Source: West Lothian Corporate Plan 2018-2023).

4. Understanding West Lothian's Housing Market Context

4.1 Housing Development Strategic Context

The scale of housing development in West Lothian is determined largely by the South East Scotland Strategic Development Plan which covers six South East Scotland local authorities (West Lothian, East Lothian, Midlothian, City of Edinburgh, Scottish Borders and the southern part of Fife council) and by the West Lothian Local Development Plan.

The Housing (Scotland) Act 2011 places a statutory duty on local authorities to prepare Local Housing Strategies (LHS) supported by an assessment of housing need and demand. This forms a key part of the evidence base for the LHS and the development planning framework.

Housing Need and Demand Assessments (HNDAs) provide a framework to enable an understanding of additional and future housing estimates and help local authorities to consider the level of housing that can be realistically delivered across an administrative or wider regional area such as South East Scotland Strategic Development Plan (SES Plan). The total additional future housing estimate is then used to inform the process of setting Housing Supply Targets and Housing Land Requirements.

There have been two HNDAs prepared over the past six years. The first HNDA was used as evidence for the first strategic development plan, a second HNDA was approved in 2015 to inform the second strategic development plan.

Figure 2: West Lothian Housing Development Strategic Context



4.2 Housing Tenure in West Lothian

The pattern of housing tenure in West Lothian is similar to that of Scotland but with a higher level of Local Authority rented stock. In 2017 there were estimated to be 79,000 dwellings in West Lothian. Table 1 shows that of these 57% were owner occupation, 15% private rented, 17% local authority, 9% housing associations with 2% of the estimated stock being vacant private dwellings. The stock in the private rented sector and in the owner occupied sector is broadly comparable with the national position.

Table 1: National and West Lothian Estimated Stock of Dwellings by Tenure (2017)(Source: <https://www.gov.scot/Topics/Statistics/Browse/Housing-Regeneration/HSfs/Stock/>)

Dwelling Type	West Lothian (000s)	West Lothian (%)	Scotland (000s)	Scotland (%)
Local Authority Rent	13	17%	315	12%
HA Rent	7	9%	279	11%
Owner Occupied	45	57%	1,502	58%
Private Rented Sector	12	15%	393	15%
Vacant Private Dwellings	2	2%	97	4%
Total	79	100%	2,585	100%

In 2017, West Lothian had a social rented stock of 20,845 units provided by the council and a range of national and local housing associations. (Source:

<https://www.gov.scot/Topics/Statistics/Browse/Housing-Regeneration/HSfs/Stock/>)

West Lothian Council's social rented housing stock was 13,355 homes in 2017 which represents 65% of the total social rented stock available.

RSLs in West Lothian social rented housing stock was 7,302 homes which represents 35% of the total social rented stock available. Table 2 show the breakdown of total RSL stock per housing provider).

Table 2: Registered Social Landlord (RSL) Stock by RSL(Source: **Scottish Housing Regulator directory of social landlords 2017/18**)

<http://directory.scottishhousingregulator.gov.uk/pages/Landlord%20search.aspx>)

RSL	Current Stock
Almond HA Ltd	2492
Ark HA Ltd*	18
Barony HA	200
Bield Housing and Care*	549
Blackwood Homes & Care	62
Cairn HA*	60
Castle Rock Edinvar Ltd	776
Dunedin Canmore Housing Ltd	345
Hanover (Scotland) HA Ltd*	223
Horizon HA Ltd	144
Link Group Ltd	131
Trust HA Ltd*	87
Weslo Housing Management	1834
West Lothian Housing Partnership	381
Total	7,302

*Specialist Housing Provision for Older People and People with Learning Disabilities

At the end of May 2019 there were 8021 applicants on the West Lothian Housing Register (WLHR) compared to 8,424 applicants in September 2018. West Lothian Housing Register is a partnership agreement between Weslo Housing Management, Almond Housing Association and West Lothian Council.

Analysis of WLHR applicants as of the end of May 2019 assessed on the council's Housing Allocations policy gave the following breakdown of reason for application. Further analysis of the 8,021 advises that 3,113 (38%) had no housing needs points.

Table 3 (Source: internal information held by WLC)

Reason	Percentage
Homeless Applicant	6.6%
Transfer Applicant	19.2%
General Needs Applicant	46.5%
Unsatisfactory Housing	21.7%
Housing with Care	1%
Out with West Lothian	5%
Total	100%

Private Rented Housing in West Lothian

In West Lothian, there has been an increasing trend since 2013 in the number of registered private landlords from 4,107 to 5,465 as of 17th September 2018.

The number of registered properties in the private rented sector has also increased from 7,215 at 31st December 2014 to 8,216 as of 6th November 2018.

Private rents in West Lothian are much less than in Edinburgh. The average rent for a 2 bedroom home in West Lothian in quarter 2 of 2018 was £607 per month, whilst in Edinburgh it was £956 per month. (Source <https://www.gov.scot/publications/private-sector-rent-statistics-2010-2018/>)

Table 4 demonstrates that there is a shortfall between the average monthly rent in the private sector and the Local Housing Allowance (LHA) across all property sizes in west Lothian. There is a significant shortfall between the average rent for a three bedroom property and the LHA. This may cause affordability issue for all households type in the private rented sector.

Table 4: Private Sector Rents

(Source: PRS rents data-people communities and places Private sector Rent statistics, Scotland, 2010-2018 Scottish Govt. LHA data- SAG publication LHA Rates 2017/2018)

West Lothian	1 bed	2 bed	3 bed	4 bed
Average Private Sector Rent (monthly)	£490.00	£609.00	£736.00	£1007.00
LHA rents (monthly)	£425.00	£523.00	£597.00	£781.95
Shortfall (monthly)	£65.00	£84.00	£137.00	£225.05
Shortfall (weekly)	£16.25	£21.00	£34.25	£56.26

Owner Occupied

The private sector housing market has shown signs of improvement in recent years. Many of the new build sites that were stalled due to the recession in 2007 are now starting to pick up with development continuing on a number of sites, particularly in the Core Development Areas of Armadale, Winchburgh/ East Broxburn/ Uphall and Livingston and Almond Valley.

Private sector completions increased from 279 in 2012/13 to 477 in 2017/18.

According to the Registers of Scotland, the average house price in West Lothian in June 2017 was £158,761 and in June 2018 it was £180,788, an increase of 13.9% over a 12 month period. House

prices in Scotland increased by 13.8% over the same period. In June 2018, West Lothian house prices were slightly higher than the Scottish average. In June 2018 the average house price in West Lothian was £180,788 while the average house price in Scotland in June 2018 was £178,405.

House prices in West Lothian are considerably less than Edinburgh. The average house price in Edinburgh in June 2018 was £263,500 over £80,000 more than the average housing price in West Lothian. The main areas that attract purchasers from Edinburgh are Livingston, the Calders, Winchburgh, Broxburn and Uphall. New developments in Winchburgh and Calderwood are attractive to Edinburgh purchasers due to the proximity and connectivity with Edinburgh and may make these areas less affordable to people on lower incomes.

4.3 Need for Affordable Housing in West Lothian

West Lothian Local Housing Strategy (LHS) 2017-2022 identified both affordable and market housing supply targets based on Housing Need and Demand Assessment (HNDA) 2. These targets are 300 affordable homes per annum and 333 market homes per annum. Housing supply targets will be reviewed and monitored during the course of the LHS.

A target of 3,000 new affordable homes over the period 2012-2022 has been set in West Lothian and work is ongoing with RSLs to achieve this target. Over the period 2012/13 to 2017/18 a total of 1,032 affordable homes have been provided leaving a balance of 1,968 to be provided between the council and RSLs by end of 2021/22.

Table 5: All Tenure new build completions 2012/13 to 2017/18

(Source: WLC LHS 2017-2022)

New Build Completions	2012/13-2017/18
WLC New Builds	804
RSL New Builds	228
Sub Total	1,032
Private Completions	2939
Total	3,971

4.4 Increasing Affordable Housing Supply

Affordable Housing Supply Summary Position*

- From 2012/13 and 2017/18, there were 1,032 new build affordable completions.
- There were 228 RSL completions and 804 council completions and 2,939 private completions to 2017/18.
- 76% of WLC new build completions between 2012/13 and 2017/18 were built in the wards of Livingston North, Livingston South, East Livingston and the Calders, Broxburn, Uphall and Winchburgh and Bathgate.
- From 2018/19 to 2023/24 1,968 affordable completions are anticipated.
- WLC completions will reduce from 2022/23 onwards.
- Future programme beyond 2021/22 will be determined following confirmation on funding from Scottish Government.
- The Strategic Housing Investment Plan (SHIP) 2019-2024 identifies sites for a further 906 RSL homes over the period but funding requires to be confirmed on all future sites.

* Figures were initially developed for 2017/18 and will be updated as part of the annual review of the RRTP

The current Strategic Housing Investment Plan (SHIP) 2019-24 identifies sites for **2291** affordable homes over the five year period 2018/19 to 2023/24. This includes 323 properties for Mid-Market Rent and 73 for Shared Equity.

Scottish Government has provided Resource Planning Assumptions (RPAs) to support the delivery of affordable housing. The RPAs have been made available for the years 2018/19 to 2020/21. The availability of funding after 2020/21 has yet to be confirmed. Indicative figures may be available over the next year but the funding will not be able to be confirmed until after the Scottish Parliament elections in 2021

2018/19: £12.174 million
 2019/20: £13.848 million
 2020/21: £14.690 million

Table 6 provides indicative future new build completions, year on year to 2023/24. These figures are assumptive based on the current and future new build programmes; current RSL new build programmes and the sites included in the Strategic Housing Investment Plan 2019-2024. Of the 961 RSL new build affordable housing completions, 299 units are estimated to be mid-market rent.

Table 6: Indicative Future New Build Affordable Completions
 (Source: West Lothian SHIP 2019-2024)

	2019/20	2020/21	2021/22	2022/23	2023/24	Total
RSL	318	55	145	31	100	518
WLC	151	228	351	0	0	861
Total	469	283	496	31	100	1379

*above figures exclude market acquisitions and mortgage to rent

Table 6 provides indicative future new build completions, year on year to 2023/24. These figures are assumptive based on the current and future new build programmes; current RSL new build programmes and the sites included in the Strategic Housing Investment Plan 2019-2024. Of the 518 RSL new build affordable housing completions, 87 units are estimated to be mid-market rent.

To meet future homeless demand it is estimated that the supply of new build affordable housing will need to be at least 300 units per annum beyond 2021/22.

At this stage no council completions are assumed beyond the period of the current council administrations five-year capital housing new build programme. A conservative estimate for RSL completions is made for 2022/23 and 2023/24 as resource planning assumptions for these years are currently unknown.

4.5 Open Market Acquisitions

In addition to new build affordable housing, the council and RSLs also acquire homes on the open market.

Table 7: Profile of Open Market Acquisitions by West Lothian Council
(Source: WLC internally held data)

Year	Number of Units
2012/13-2015/16	66
2016/17	45
2017/18	38
2018/19	73
2019/20	14
2020/21	20
2021/22	10
Total	266

There have also been a further 21 acquisitions concluded by RSLs during 2012/13-2018/19. Over the last three years, there have been 124 open market acquisitions across West Lothian with 45 properties concluded in 2016/17, a further 38 were concluded in 2017/18 and 73 properties have been offered on or concluded in 2018/19.

The open market acquisitions have been successful in quickly increasing the available social rented stock. As a result, a further 26 acquisitions will be purchased in the Armadale and Blackridge ward by 2019/20 to replace units at a development site in Armadale. The total number of Open Market Acquisitions between 2012/13 and 2021/22 is projected to be 266 properties which will increase social housing stock in West Lothian.

4.6 New Build Allocations

The current West Lothian Council Allocations policy gives priority for new build housing to existing tenants who wish to transfer. This means that houses will be made available for rent when a current tenant is allocated a new build. The council can secure nomination rights to 50% of new build lets for properties built by RSLs.

Some of the partner RSLs in West Lothian also implement a transfer led approach in terms of their new build supply, whilst other RSLs in West Lothian allocate based on housing needs.

5. West Lothian Homeless Position

5.1 West Lothian Homeless Profile

Summary Homeless Position 2017/18*

1,530 total homeless applicants in West Lothian in the year

1,165 households where West Lothian Council has a duty to provide settled accommodation, defined here as unintentionally homeless

1,061 homeless open case with a duty to house as of 31st March 2018

165 households Sleeping Rough at least once in the last 3 months

57 households are likely to have multiple and complex support needs and **5** households are likely to require specialist accommodation provision

* Figures were initially developed for 2017/18 and will be updated as part of the annual review of the RRTP

Increase in Homeless Applications

Table 8 below demonstrates that over the last 5 Year period between 2013/14 to 2017/18, an increase from 1,290 applications in 2014/15 to 1,530 in 2017/18 which equates to an 18.6% increase. This increase is a significantly different picture from the national position which has seen a decrease in homeless applications by 5%.

Until 2016/17 the number of homeless applications in West Lothian remained fairly static in West Lothian, but between 2016/17 and 2017/18 there was an 11% increase. It should also be noted there was a slight increase in applications nationally between 2016/17 and 2017/18 of 1%. For the first 6 month period of 2018/19 there were 779 homeless applications in West Lothian compared with 766 for the first 6 month period in 2017/18. This is an increase of 1.7%.

Table 8 (Source: Scottish Government Homeless annual statistics publication 2017/18 supplementary tables)

	2013-14	2014-15	2015-16	2016-17	2017-18	Number	Percentage
Scotland	36825	35964	34939	34570	34972	402	1%
West Lothian	1290	1336	1365	1364	1530	166	11%

Age Profile and Household Composition

Since 2013/14 the majority of homeless applicants have continued to be from the age group 25-59 years, representing 62% of homeless applicants in 2017/18. This is significantly lower than the national percentage of homeless applicants aged between 25 to 59 of 70.6% and is due to West Lothian having a higher number of homeless applicants from the younger age groups with 29.9% from the 18-24 year old age group and 5.1% from the 16 to 17 year old age group. Table 9 below provide a breakdown of the age profile of homeless applicants in West Lothian and Table 10 provides the age profile of across Scotland. Appendix 1 provides further detail on the profile of homeless applicants.

Table 9 (Source: Scottish Government West Lothian specific HL1 annual reports for the years concerned)

	2013/14		2014/15		2015/16		2016/17		2017/18	
	West Lothian		West Lothian		West Lothian		West Lothian		West Lothian	
16 to 17yrs	74	5.7%	79	5.9%	66	4.8%	59	4.3%	79	5.1%
18 to 24yrs	456	35.3%	462	34.6%	463	34%	406	29.9%	457	29.9%
25-59yrs	724	56.1%	762	57%	794	58.3%	860	63.2%	949	62 %
60yrs plus	36	2.8%	33	2.5%	40	2.9%	35	2.6%	45	3.2%
Total	1290		1336		1363		1360		1530	

Since 2013/14 in West Lothian, the percentage of applicants from the 16-24 age group, has been significantly higher than the national average. In 2017/18, West Lothian had 10% more in this age range than the national average. There has however been a steady decline in applications from 16-24 year olds from the high in 2013/14 of 41% to 34.2% in 2016/17 which is a reduction of 6.8%, with 2017/18 showing a slight increase to 35%.

Table 10 (Source: Scottish government Homeless annual statistics publications, supplementary tables and charts 2017/18)

	2013/14		2014/15		2015/16		2016/17		2017/18	
	National		National		National		National		National	
16 to 17yrs	1,788	4.9%	1,690	4.7%	1,511	4.3%	1,382	4.1%	1,321	3.8%
18 to 24yrs	9,104	24.7%	8,824	24.5%	8,370	24%	7,805	22.9%	7,563	21.6%
25-59yrs	24,723	67.1%	24,202	67.3%	23,770	68.1%	23,620	69.3%	24,697	70.6%
60yrs plus	1,204	3.3%	1,230	3.4%	1,275	3.7%	1,293	3.8%	1,391	4%
Total	36,819		35,946		34,926		34,100		34,972	

Homeless applications from single people in West Lothian make up the vast majority of applications. For the 5 year period 2013/14 to 2017/18 the percentage has remained fairly static between 84% and 86%. The majority of single person households are single person male representing 43% of households in 2017/18. Single parent households represent 22% of homeless household type. Table 11 provide a breakdown of household type of homeless applicants.

Table 11 (Source: Scottish Government West Lothian specific HL1 annual reports for the years concerned)

Household Types	2013/14	2014/15	2015/16	2016/17	2017/18
Single Person: Male	39%	42%	46%	45%	43%
Single Person: Female	24%	23%	21%	20%	19%
Total Single Person	63%	65%	64%	65%	62%
Single Parent: Male	8%	5%	3%	3%	4%
Single Parent: Female	14%	16%	17%	18%	18%
Total Single Parent	22%	21%	20%	21%	22%
Total Apps Single Person Households	85%	86%	84%	86%	84%
Couple without children	7%	7%	6%	5%	7%
Couple with children	6.5%	6.6%	6%	7%	8%
Other without children	0.40%	0.40%	0.30%	0.20%	0.5%
Other with children	0.10%	0.20%	0.70%	0.30%	0.7%

Housing Options Approach

The housing options service considers all options to prevent homelessness whenever possible. This includes negotiating with the landlord if a NTQ is served or trying to resolve arrears by looking at a repayment plan or assistance with benefits. Support is also provided to address arrears, claim benefits, engage with utilities etc.

Youth Homelessness

At 19.2 per 1,000 households, West Lothian has the third highest rate of youth homelessness in Scotland and has a history of significant numbers of homeless presentations by young people. It is recognised however that the reported figures underestimate the true picture of youth homelessness as many young people who may be “sofa surfing” do not approach the council for assistance. Table 12 below provides information on applications aged 16-25 years old.

Table 12 - Homeless Applications by 16-25 years olds

(Source: Scottish Government West Lothian specific HL1 annual report 2017/18 & Scottish government Homeless annual statistics publications, supplementary tables and charts 2017/18)

Year	West Lothian Applicants (16-25years)	West Lothian % of Homeless Applicants 16-25years	National % of Homeless Applicants 16 – 25years
2013/14	530	41%	31%
2014/15	541	40%	29%
2015/16	530	39%	28%
2016/17	467	34.2%	28%
2017/18	536	30.5%	28%

Reasons for Homeless Applications

Over the 5 year period 2013/14 to 2017/18 “asked to leave” has been the most prevalent reason for people to make a homeless person application in West Lothian. Appendix 4 provides full detail on reasons for homeless applications. Table 13 highlights the key points to note in relation to future prevention strategies as follows;

- “asked to leave” ranges from 58% in 2013/14 to 58.8% in 2017/18. This is significantly higher than the Scottish average of 25%.
- Relationship breakdown accounts for some 78% of homeless presentations compared to 54% nationally. (Asked to leave and Household Dispute)
- Other action by landlord” has been increasing numerically from 16 in 2014/15 to 71 in 2017/18.

Table 13 - Top three reasons for Homelessness presentations West Lothian and Scotland 2017/18

Reason West Lothian (Top 3)	WL %	Scotland %
Asked to leave	58.8	25.1
Household Dispute (non-violent – non abusive)	10.1	17.7
Household Dispute (violent – abusive)	9.1	12.6

Homelessness and Domestic Abuse

In 2017/18 the council received 139 applications from households as a result of a “violent or abusive situation within their current accommodation”. This definition generally relates to instances where domestic violence has occurred. The council has a Domestic and Sexual Assault Team who provide specialist support and immediate accommodation where police have been involved. Households are offered the choice to remain in their current accommodation or to be re housed. The council’s Housing Needs Service will also assist those who are fleeing domestic violence and where necessary can request the specialist provision of DASAT and Women’s Aid in order to provide specific support and accommodation.

Rough Sleeping

In 2017/18 the council recorded 165 households were sleeping rough at least once in the last three months. Although West Lothian does not have a visible population of rough sleepers the council is aware that the community is currently supporting a range of household’s who are sofa surfing. Exact numbers are unknown but we are aware that some of those will have multiple and complex needs and would benefit from the Housing First approach.

Prison Discharge

In 2017/18 22 household’s reason for application was “discharged from Prison, hospital, care or other institution”. The council recognises that this official figure is under representative of the number of people who come from this type of situation. Some households will be discharged and then spend a period of time with friends or family before this breaks down and they present as homeless. In order to prevent those being discharged from prison with no settled accommodation the council has implemented the Sustainable Housing on Release for Everyone (SHORE) standards with both Addiewell Prison and HMP Edinburgh.

Homeless Assessment Decisions and Outcomes

Homeless decisions (temporary accommodation duty) in West Lothian have remained in the region of 80% since 2013/14. 8 out of 10 households assessed are therefore entitled to temporary accommodation. Lost contact before decision has been increasing since 2014/15 and at 2017/18 accounted for 9% of all decisions.

Tenancy sustainment and Repeat homelessness

In West Lothian there is a good record in ensuring that sustainable outcomes are achieved for both households who were formally homeless and households who secure tenancies via the general needs list or transfer list. Sustainment rates for the council and the Scottish national average, for the past two years are noted in Table 14 below.

Table 14: Tenancy Sustainment

Year	Homeless Applicants	Transfer Applicants	General Need Applicant's
West Lothian 2016/17	87%	95%	93%
National Average 2016/17	87%	93%	89%
West Lothian 2017/18	87%	96%	90%
National Average 2017/18	87%	93%	90%

West Lothian performs well compared with the national average, particularly in relation to formerly homeless households where the council currently allows choice in selection of areas to be rehoused. In addition the council provides support to homeless households whilst in temporary accommodation and which assist with the transition into permanent accommodation.

West Lothian's good record in resettling homeless households is further evidenced by the low level of repeat homeless applications, which was 2.1% of all applications in 2017/18. Further work is required to review sustainment over a greater period of time to further influence sustainment strategies.

5.2 Demand for Temporary Accommodation

Summary Temporary Accommodation Demand Position 2017/18*

1,039 homeless applicants where council has a duty to provide temporary accommodation as of 31st March 2018

552 homeless applicants living in temporary accommodation as of 31st March 2018

190.5 days is the average length of stay in council furnished temporary tenancies.

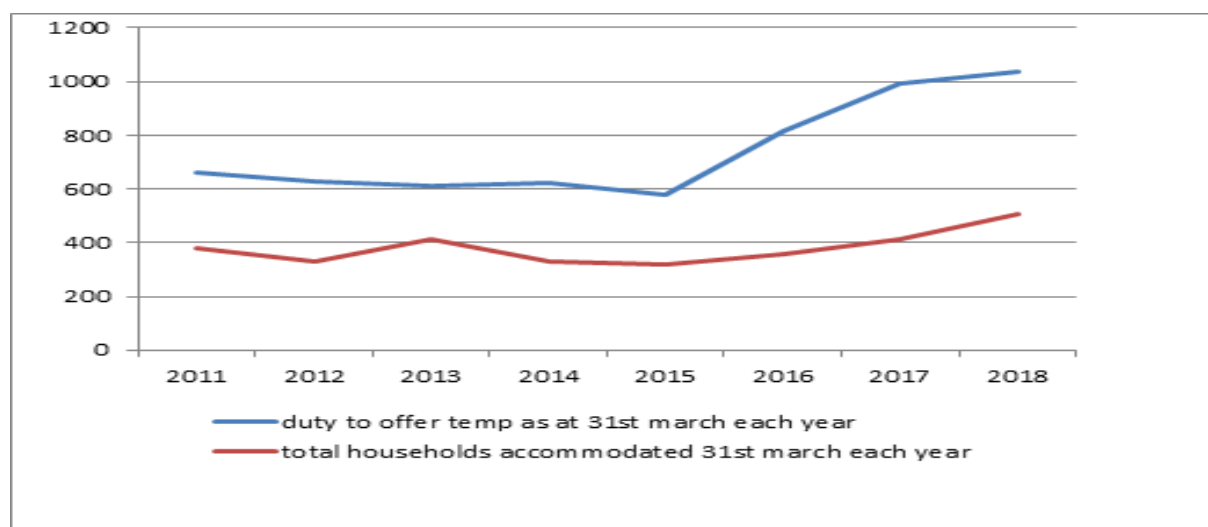
78% increase in the use of bed and breakfast between 31.3.2017 and 31.3.2018 with increase length of stay increasing from 20 to 30 days over the same period.

* Figures were initially developed for 2017/18 and will be updated as part of the annual review of the RRTP

Demand for temporary accommodation has risen significantly in West Lothian since 2011/12. Due to legislative changes, the council's statutory duty to offer temporary accommodation has increased from a lowest point of 577 applicants as of 31st March 2015 to 1,039 applicants as of 31st March 2018.

There has also been a significant increase in the number of people self-accommodating while waiting for a settled housing option illustrated in the chart below. This can also be evidenced with some people moving in and out of temporary accommodation, particularly B&B Accommodation, while waiting for a permanent settled housing outcome.

Chart 1: Number of People Self Accommodation in West Lothian
(Source: Internal WLC data 2017/18)



Unless there is an increase in the current availability of permanent settled housing solutions, along with strategies delivered to prevent homelessness, it is projected that the demand and length of stay in temporary accommodation will continue to increase in West Lothian.

Between 2016 and 2026, West Lothian's population is projected to increase by 6.6% with households expected to increase in West Lothian by 10% over the same period. In 2026 it is expected that the largest household type will be 1 adult household at 32.7%.

Increasing homeless demand will continue to impact on the average length of stay in temporary accommodation and therefore increase the backlog of open homeless cases where the council has a statutory duty to provide settled accommodation.

5.3 West Lothian Homelessness Rehousing Position

Summary Rehousing Position 2017/18*

1,418 total lets were available in the social rented sector which represents **6.8%** of total social rented stock

54% (766 units) of social rented lets in West Lothian were to statutory homeless

- of which 79% of social lets available to statutory homeless were by WLC
- of which 21% of the total lets to statutory homeless were by an RSL

3% (25 units) of total lets to statutory homeless were by the private rented sector

* Figures were initially developed for 2017/18 and will be updated as part of the annual review of the RRTP

In 2017/18 there were 791 total lets available to statutory homeless in West Lothian. The majority of these lets 766 (97%) were in the social rented sector; while a very small proportion 25 (3%) were in the private rented sector.

Social Rented Lets Available in West Lothian

Table 15 below outlines available social rented lets for each year between 2015/16 and 2017/18. In 2017/18 there were 1,418 social lets available in West Lothian with 930 units (65%) council lets and 488 units (35%) RSL lets. These figures include transfer led lets. Across the social rented sector in West Lothian 766 social lets (54%) went to statutory homeless with 605 lets (43%) made by West Lothian Council and 162 (11%) by RSLs.

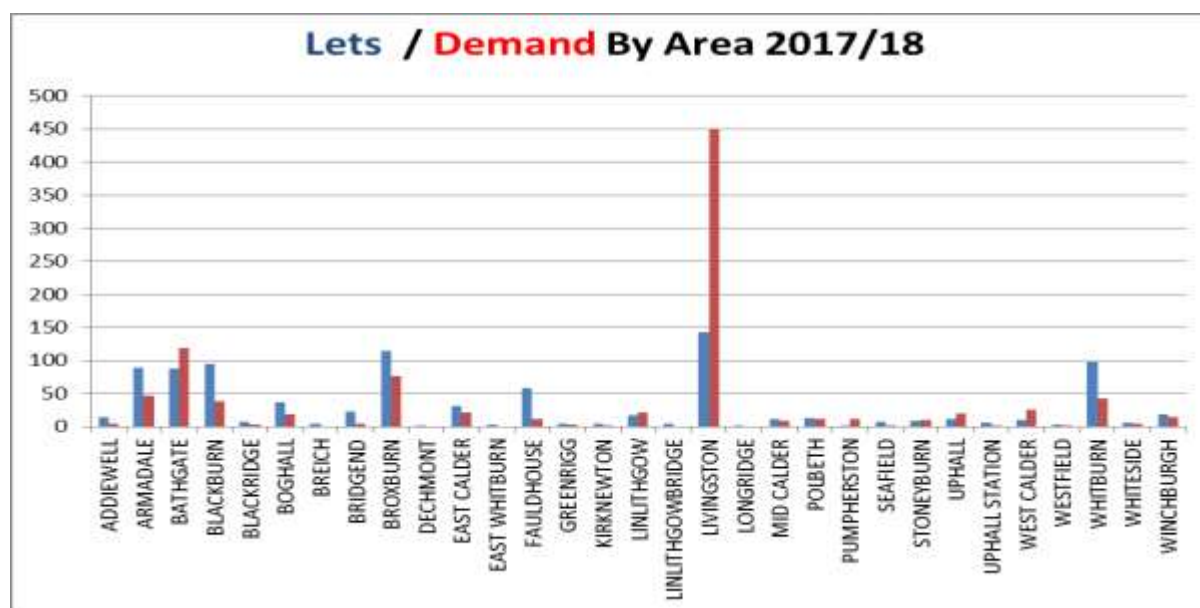
Table 15 Social Lets in West Lothian						
Year	2015/16	%	2016/17	%	2017/18	%
WLC Total Lets	592	55%	891	63%	930	66%
RSLs Total Lets	487	45%	522	37%	488	34%
Total Lets in West Lothian	1079	100%	1413	100%	1418	100%
WLC lets to Homeless	432	73%	544	76%	605	79%
RSLs lets to Homeless	162	27%	170	24%	161	21%
Total Lets to Homeless	594	100%	714	100%	766	100%
WLC lets to Homeless as % available lets	73%		61%		65%	
RSL lets to Homeless as % available lets	33%		33%		33%	
Total lets to Homeless as % available lets	55%		51%		54%	

Total available lets have increased between 2015/16 to 2017/18 from 1079 units to 1418 units. However analysis of the split between council and RSL lets shows that the council total lets available have increased from 592 units to 930 units in the same period while RSL available lets have remained more static. This can, in the main, be explained by the council's new build 1,000 housing programme. Table 16 below identifies total available social lets decrease if RSL specialist provision (older peoples housing and housing for people with learning disabilities) is excluded from the social rented lets analysis. The percentage of RSL lets to homeless households is higher when specialist provision is excluded and overall, the total lets to homeless in 2017/18 increase from 54% to 59%.

Table 16 Social Lets in West Lothian Excluding RSL Specialist Provision						
Year	2015/16	%	2016/17	%	2017/18	%
WLC Total Lets	592	63%	891	69%	930	72%
RSLs Total Lets	349	37%	397	31%	360	28%
Total lets in West Lothian	941	100%	1288	100%	1290	100%
WLC lets to Homeless	432	73%	544	76%	605	79%
RSLs lets to Homeless	160	27%	169	24%	161	21%
Total Lets to Homeless	592	100%	713	100%	766	100%
WLC lets to Homeless as % available lets	73%		61%		65%	
RSL lets to Homeless as % available lets	46%		43%		45%	
Total lets to Homeless as % Specialist Lets	63%		55%		59%	

Analysis has also been undertaken to consider the homeless households preferred location of social rented housing in West Lothian against available social rented lets. Chart 2 below demonstrates that the homeless households preferred location by a significant margin is Livingston followed by Bathgate then Broxburn, Armadale, Blackburn, Whitburn and West Calder. Demand for homeless households for social rented housing in for Livingston and Bathgate outstrip available lets. While available lets in the areas of Whitburn, Armadale and Blackburn are greater than demand.

Chart 2: Homeless Area Demand 2017/18 (Source: Internal West Lothian Council data)



5.4 West Lothian Homeless Demand v Supply Gaps Analysis

Summary Position Homeless Demand Vs Supply*

1,165 homeless unintentional demand cases in 2017/18

1,061 homeless live cases (backlog) as of 31.3.2018

117 lost contacts and refusals

1,290 social lets available in 2017/18 (excluding RSL specialist provision)

766 (59%) social lets went to statutory homeless households in 2017/18.

* Figures were initially developed for 2017/18 and will be updated as part of the annual review of the R RTP

For West Lothian, the transition to rapid rehousing and reducing time in temporary accommodation will require an increase in the provision of settled accommodation in the social rented sector and the private rented sector. This is due to the current levels of lets offered to homeless households not meeting new homeless demand and backlog of live cases. Increasing social lets will be challenging given the high percentages already being offered to homeless household. There is also a smaller provision of private sector properties being registered in West Lothian than compared with the national average and the city areas.

Alongside any analysis of increase in lets to homeless households there will need to be strategies with a greater emphasis on the delivery of early intervention and prevention to reduce homeless from happening in the first place.

In order to take forward discussions with RSL partners on agreeing a local target for percentage lets to homeless households, the council developed a model which considered the impact of 4 different scenarios of social letting to homeless households over the 5 year period of the plan. The model has factored in new affordable housing supply and quantified the impact of each scenario on reducing homelessness and the use of bed and breakfast/temporary accommodation over the five year period of the plan. (See Appendix 5).

A baseline position (Year 0) was developed to identify the total gap in social lets in 2018/19 of 819. This consisted off the unintentional homeless demand for 2017/18 plus the total number of open cases at the end of March 2018, less lost contacts/refusal which gave the total homeless demand of 2,109.

Table 17 Demand and Supply Gap Analysis

Demand and Supply Gap Analysis – Year 0 (2018/19)	
Homeless Unintentional Demand Cases in 2017/18	1,165
homeless live cases (backlog) as of 31.3.2018	1,061
Less Contacts and Refusals	117
Total Homeless Demand	2,109
Social lets available in 2017/18 (excluding RSL specialist provision)	1,290
Gaps in Social Lets at Year 0 2018/19	819

One of the main requirements of RRTPs is to improve flow by increasing offers of permanent accommodation to homeless households thereby reducing the backlog of open cases and improving the through put in temporary accommodation.

As part of the initial iteration of the RRTP four scenarios were modelled, using certain assumptions, which quantify the impact on open cases and the use of temporary accommodation, including B&B Accommodation if social lets in West Lothian were increased from the current position of 59%. Appendix 5 provides further detail for each scenario.

The scenarios have assisted in developing proposed targets for meeting the RRTP vision of reducing homelessness, reducing use of B&B accommodation and reducing length of stay in temporary accommodation. The preferred scenario for implementation was scenario 4 which increased the percentage of social rented lets to homeless households from 59% to 75% and would stop the use of B&B Accommodation by Year 2 with the eradication of open cases by Year 5.

- Scenario 1: 59% lets to homeless: If the percentage of social rented lets to homeless households remains at current levels the council and its partners will not realise the vision of reducing homelessness and the use of B&B Accommodation. There will be no impact on open cases which will continue to rise over the period of the plan from 1,061 to 1,145. There will also continue to be high demand for B&B Accommodation at 146 places at the end of Year 5 of the plan.
- Scenario 2: 65% lets to homeless: Increasing the percentage of social rented lets to homeless households from 59% to 65% will have some impact on reducing the backlog of open cases from 1,061 to 649 over the 5 year period of the plan. The need for B&B Accommodation by Year 5 will have reduced from 126 places to 28 places. However there will continue to be a need for the same level of furnished temporary accommodation in the community.

- Scenario 3: 70% lets to homeless: Increasing the percentage of social rented lets from 59% to 70% will reduce open cases from 1,061 to 235 by end of Year 5 and reduce the use of B&B Accommodation by Year 3. The need for furnished temporary accommodation in the community will also reduce from 450 to 125 units.
- Scenario 4: 75% lets to homeless: Increasing the percentage of social rented lets to homeless households from 59% to 75% would have stopped the use of B&B Accommodation by Year 2 and open cases will have been eradicated by Year 5.

Negotiations with the RSLs on the increase in lets to homeless to 75% commenced in October 2018 but, it has not been possible to reach a collective agreement with the four main RSLs on target social lets to homeless.

Table 18 below outlines the individual targets that have been agreed with RSLs for Year 1 of the plan.

Table 18: Lets to Homeless

Landlord	Total Stock	Actual Lets 17/18	RRTP Preferred Targets	Individual Agreed Targets
Almond	2,643	37%	75%	60%
Castle Rock/Edinvar	776	49%	75%	50%
Weslo	1,834	47%	75%	50%
*WLHP	944	49%	75%	50%
WLC	13,555	74%	75%	75%
Overall West Lothian %	19,752	66%	75%	69%

*Includes Barony and Dunedin Canmore

Based on 2017/18 property turnover levels, the revised combined target of 69% will result in 67 fewer units being let to homelessness in Year 1 compared to the 75% target as set out in the RRTP as at December 2018. Further detail on the movement per landlord is set out in Appendix 6.

RSLs are concerned about the levels of support available and the uncertainty of funding for the support required identified within the RRTP Transitional Fund bid to ensure sustainable communities as well as the impact on areas with smaller stock levels. It has been agreed to complete a detailed analysis of supply demand and turnover of social housing at a community level.

As a result modelling has been undertaken on a West Lothian average of 69% social lets to homeless for Year 1 and 2 reducing to 50% for the last three years of the plan (Appendix 7). This is to align with the council's Allocations Policy Review and a shift to prevention of homeless through increasing points to those at risk of homelessness to encourage people to apply to the council for mainstream housing. Assumptions on the reduction in homeless demand were also revised to 5% in Year 1, 10% in Year 2 and 5% for the remaining 3 years. The reviewed backlog figure as of 31 March 2019 of 838 open homeless cases with duty to house has been used.

This scenario aims to reduce the need for B&B accommodation by the end of Year 2 of the plan with a slight reduction in the need for temporary accommodation in Years 2 and 3. However, by Years 4 and 5 it should be noted that there will be a change and that temporary accommodation will need to

increase back to current levels with a risk of 1 person in Year 4 and 69 people in Year 5 of self-accommodating or requiring B&B Accommodation. This is due to the reduction in percentage social rented lets to homeless along with reduced new build supply and subsequent reduction in secondary lets.

As a result of being unable to reach a collective agreement with our RSL partners on a West Lothian the percentage increase in social housing lets to homeless across the sector to 75%, through consultation, a revised scenario 5 (Appendix 7) has been developed and agreed with the following assumptions:

2019/20-2020/21 (Years 1&2)

- WLC 75% lets to homeless
- RSLs lets to homeless by individual agreement
- Overall average of 69% lets to homeless in 2019/20 and 2020/21

2021/22-2023/24 (Years 3-5)

- Overall average of 50% lets to homeless

It is anticipated that the move to prevention will result in a reduction in the demand for homeless services. To reflect this, a projected reduction in applications of 5% per annum has been factored into our RRTP temp accommodation calculations for 2019/2020 rising to 10% in 2020/21. Thereafter we anticipate a reduction of 5% per annum until the 2023/24.

The implications of this scenario 5 is that we will require to maintain temporary tenancies at 450 and will see the length of stay in temporary accommodation would decrease from 195 days per year to 148 days in Year 1 , 105 days in Year 2 and 88 days in Year 3. In Year 4 length of stay would begin to increase to 96 days and to 124 days by Year 5.

It should be noted that the modelling makes no allowance for the different household size and the large range of preferences and needs by location, type and size of home required as suitable options for homeless households. The scale of the options, variables and outcomes make this infinite. However, it is with some certainty, we can conclude that even if a balance between demand and supply in volume terms is reached, the actual balance will not be achieved in the same timescales and will go beyond the projected period due to imbalance between size, type and location. Further work will be undertaken by the council and RSL partners through the Supply and Temporary Accommodation Working Group to improve our collective understanding of the local social housing stock profile and demand.

6. West Lothian Temporary Accommodation Provision

Summary Position 31.3.2018*

61.5% of accommodation is temporary mainstreamed furnished flats/houses provided by the local authority, RSLs or PSL

80% of main stream furnished flats/houses are provided by the council

5% of temporary accommodation is hostel type accommodation

11% of temporary accommodation is supported accommodation for vulnerable people

16% of temporary accommodation is bed and breakfast, an 11% increase from 31.3.2017

6.5% of temporary accommodation is self-contained flats/shared flats at Blackburn Assessment Centre

* Figures were initially developed for 2017/18 and will be updated as part of the annual review of the RRTP

Type of Current Temporary Accommodation in West Lothian

Between end March 2017 and end of March 2018, there has been an increase in the provision of temporary accommodation from a capacity of 515 units to 595 units. This shift has predominately been due to the increase in the use of Bed and Breakfast/Hotel type of accommodation by the council to meet its statutory duty to provide temporary or interim accommodation. This has in the main been caused by an increase in homeless presentations in West Lothian by 11% over the same period as well as slowing through put in the main stream furnished temporary accommodation provision.

Table 19. Temporary Accommodation Type

Temporary Accommodation Type	Capacity 31.3.17	Capacity 31.3.18	Household Type	Length of Stay 17/18
WLC Emergency Accommodation	49	49	Mixed	65 days
Younger People Supported Accommodation	20	20	Single	59 days
Family Homeless Accommodation	9	9	Families	161 days
Younger People Supported Flats	34	35	Single	189.5 days
Addictions Supported Flats	10	10	Mixed	392 days
Women's Aid Refuge	12	12	Other	180 days
WLC Furnished Temporary Tenancies	306	293	Mixed	195 days
RSL Furnished Temporary Tenancies	42	43	Mixed	175 days
PSL Furnished Temporary Tenancies	12	30	Mixed	131 days
Bed and Breakfast	21	94	Mixed	20 days
Totals	515	595		

There is currently a range of temporary accommodation provision in West Lothian. The majority of the provision (61.5%) consists of mainstream furnished flats/houses within communities provided by the council, RSLs or Private Sector Leasing (PSL). 80% of furnished tenancies are provided by the council, with 12% provided by RSLs and 8% provided through the PSL.

Prior to March 2017, the council had managed to minimise the use of B&B/Hotel Accommodation and historically had only used this type of emergency accommodation as a last resort. However, between end of March 2017 and end of March 2018 there has been 78% increase in the use of B&B/Hotel Accommodation, with an 11% increase in at the end of September 2018.

The council provides a Homeless Assessment Centre in Blackburn which consists of 10 hostel places, 18 sharing spaces and 21 self-contained flat. There is a staff team based at the centre 24/7 which provides support along with duty staff to undertake housing options. The centre was modernised and extended to provide more emergency temporary self-contained accommodation for single people and couples.

Hostel style supported accommodation is also provided for young homeless applicants provided by the council at Newlands House (6 tenancies), Open Door (10 tenancies) and Bethany Christian Trust (4 tenancies). Hostel accommodation therefore represents a small proportion of temporary accommodation in West Lothian representing 30 (5%) out of total capacity of 595 temporary accommodation units in the Table 19.

West Lothian also has in place a range of supported accommodation of varying sizes for vulnerable groups such as addictions, families, young people and people fleeing domestic violence. This tends to comprise a mix of self-contained accommodation some with shared common spaces and facilities.

West Lothian has also recently introduced its first Housing First pilot which is a joint project for Young People with care experience between Almond Housing Association and The Rock Trust. The Housing First project commenced working with 5 young people and has recently been successfully in extending this to 10 young people with Almond Housing Association agreeing to provide a further 5 tenancies.

The costs of temporary accommodation can be passed on to tenants in the form of rent and service charges. Charges in Scotland vary from £181.43 for local authority temporary accommodation, £158.60 for housing association stock and £174.10 for private sector placements. (Source: Scotland's Housing Network benchmarking Data). Table 20 below shows the weekly charge per temporary accommodation type in West Lothian and demonstrates that the charges are below the Scottish average.

Table 20 Temporary Accommodation and Affordability

Temporary Accommodation Type	Weekly Charge
*WLC Dispersed Temporary Tenancy	£100.57
*RSL Dispersed Temporary Tenancy	£118.00
*Private Sector Leasing Temporary Tenancy	£102.64
Blackburn Homeless Unit Self Contained Flats	£98.12
Open Door Hostel	£104.76
Quentin Court Flats	£107.07
Strathbrock Homeless Unit	£143.44
Newlands House	£121.88
Bed and Breakfast/Hotel	£98.07

7. Future 5 Year Plan for Temporary Accommodation

It is predicted that there will be an ongoing demand for main stream temporary accommodation and supported accommodation for vulnerable people over the 5 year of the plan. This can be evidenced by the current demand projections for homeless presentations along with the increase in population and households trends between the period 2016 to 2026, especially for single adults, couples and young people. At this stage, it is unclear whether the rate of demand for temporary accommodation has peaked in West Lothian or has plateaued.

Alongside influence of demographic projections, it is unlikely that the impact of RRTP prevention strategies to shift demand away from people presenting as homeless will be realised in Year 1 and 2 of the RRTP.

Although West Lothian has a good provision of affordable, furnished temporary accommodation across local communities there are several issues to be addressed as part of the transition to rapid rehousing.

The challenges and issues associated with the increasing reliance on the use of B&B Accommodation as temporary accommodation. During 2018/19 the average number of homeless applicant cases being accommodated in Bed and Breakfast per night is 99 with an average length of stay of 34 nights.

- Due to the current demand pressures, homeless households are frequently being transitioned through a number of different types of temporary accommodation while waiting for a permanent settled outcome.
- Length of time spent in temporary accommodation needs to be reduced where possible.
- Younger people's hostel accommodation at Open Door and Newlands House and the Women's Aid refuge provision not meeting models as outlined in the HARSAG recommendations.

Five Year Vision for Temporary Accommodation

- Temporary accommodation is used as the stop gap it is meant to be and to reduce the use of B&B accommodation.
- When it is used it should be mainstreamed, furnished temporary tenancy in the community, with the fewer transitions the better
- Use supported accommodation more effectively by those who need it.
- Develop further housing first models for those with multiple complex needs
- Work with West Lothian IJB to establish residential models for people where independently living in the community is not possible.

Accommodation Provision

To take forward this vision, there is a need to increase throughput in the furnished dispersed temporary tenancies and ensure supported accommodation for vulnerable people is used by people who need this type of provision as a housing option. This would be done by increasing permanent lets to address the backlog and new demand while the shift to early intervention and prevention strategies are implemented.

A calculation has been undertaken to determine the impact on throughput in furnished dispersed temporary accommodation if social landlords increase the permanent lets. If available social lets were increased to an average of 69% which equates to an additional 241 lets in year one of the plan, length of stay would decrease from 195 days per year to 148 days in Year 1, 105 days in Year 2 and

88 days in Year 3. In Year 4 length of stay would begin to increase to 96 days and to 124 days by Year 5.

Improving the flow through furnished dispersed temporary tenancies will reduce the reliance on the need for B&B accommodation and also enable more effective use of the current temporary accommodation provision. If a local target of lets to homeless was set at 69%, for the first 2 years and then reduced to 50% for the remainder of the plan it can be estimated that the current stock of furnished dispersed temporary tenancies will require to be maintained over the life of the plan, with a potential increase by the end of Year 5.

Younger People Supported Accommodation and Flats

Accommodation in relation to younger people will be part of the 'Moving on Project' underway within the council. There will be shift in the current provision to ensure younger people are provided the appropriate housing options to prevent homelessness.

West Lothian currently has a Housing First Project for Young People leaving care offering 10 tenancies with wrap around support. The accommodation is provided by Almond Housing Association with the Rock Trust providing the support. There is likely to be additional need for this type of provision for young people who are not leaving care but at risk of homeless who have medium to multiple complex needs.

A need has been identified for at least one new build supported accommodation unit for 10-12 young people to replace Newlands House, Bathgate. The council is currently considering proposal to reconfigure Newlands House on the completion of the new build to either shared furnished temporary accommodation or main stream accommodation for 25 – 59 age group.

Women's Refuge Provision

The accommodation and the support requirements are to be reviewed as part of the Violence against Women Strategy and Safe at Home approach. It is acknowledged that the model currently used for women's refuge has not been refreshed for some time but there is a need to develop the model to ensure that women and children affected by domestic abuse can access the most appropriate forms of temporary accommodation which ensures safety and security while housing options to find settled accommodation as quickly as possible are sourced.

8. Identifying Support Needs

To transition to a rapid rehousing approach an analysis of the enhanced housing management and support needs of 1,312 homeless applicants was undertaken between 23rd August 2018 and 31st October 2018. This was undertaken to get a better understanding of the support needs to enable people to be rehoused as quickly as possible and also identify people with multiple complex/high support needs where a rehousing solution may not be suitable.

The work has prompted some initial discussion around the need to change the culture and language associated with homelessness around tenancy readiness. The analysis included people accommodated in temporary accommodation (supported accommodation, temporary tenancies, B&B Accommodation) as well as people who are self-accommodating.

The analysis was undertaken in three stages:

- Number of homeless people estimated to have no/low support, medium support, SMD/multiple complex or residential support needs:
- Analysis of support need and accommodation provision, and
- Analysis of homeless presenting issues and vulnerabilities.

The definitions used within the RRTP Guidance for Local Authorities and Partners have been used as to estimate enhanced housing management / support requirements to transition to rapid rehousing.

Category	Definition
No/Low Support Needs	Proportion of current homeless cases with no/low support requirements who will easily move into mainstream settled housing with no need for specific support other than signposting and low level housing management support provided by housing providers.
Medium Support Needs	Proportion of current homeless cases with medium support need whether visiting housing support, or multi professional wrap around support to enable people to live independently in the community.
SMD/Complex Need	Proportion of current homeless cases with severe and multiple deprivation or complex needs who would benefit from intensive wrap around support and a Housing First Approach.
Residential Support	Proportion of current homeless cases where independent living within the community is not possible or preferable for whatever reason (safety, risk to self or others, choice) and for whom shared and supported accommodation is the preferred housing option route.

The analysis undertaken estimated that of the 1,312 homeless cases, 76% (1,103 people) required no or low levels of support and could be moved directly into main stream housing if available. This provided a set of figures to use in collating low level support services to resettle applicants through rapid rehousing route.

18% (237 people) of homeless cases were estimated to have medium support needs to enable independent living. A smaller percentage of cases, 4.3% (57 people) were estimated to require more intensive wrap around support and would benefit from a Housing First Approach. A very small

proportion, 0.38% (5 people) are estimated to need more shared or supported accommodation as the preferred housing options. Applicants requiring this type of accommodation were placed within residential care, specialised schooling and long term psychiatric wards.

Table 21 Support Analysis

Support Needs	Number of People	People In Temporary Accommodation	People Self - Accommodating	Percentage
No/Low Support Needs	1013	404	609	76.40%
Medium Support Needs	237	127	110	17.87%
SMD/Complex Needs	57	50	7	4.30%
Residential Support	5	0	5	0.38%
Total	1312	581	731	100%

Further analysis was undertaken to establish if applicants estimated to have medium and SMD/Complex needs were currently being appropriately housed in supported accommodation and to look at gaps for those self-accommodating.

Of the 1,312 applicants, 294 were categorised as either medium or complex needs. Of these a total of 206 homeless persons who met the criteria for medium, complex/SMD levels of support have been identified as not being accommodated appropriately as either living in hotels/B&B, dispersed in community in temporary tenancies or sofa surfing.

Table 22 Support Analysis and Temporary Accommodation Type

Location	No/Low Support	Medium	SMD/Complex	Residential	Total units
Blackburn Homeless Unit	22	11	9	0	42
Assessment Centre	2	7	0	0	10 (1 void)
Quentin Court	14	0	1	0	16 (1 vacant)
Strathbrock Homeless Unit	1	3	8	0	9 (families)
Newlands House	0	4	2	0	6
Open Door	0	8	2	0	10
*Supported Outreach Flats	1	20	13	0	34
Temporary Furnished Accommodation	274	53	10	0	337
B&B/Hotels	90	21	5	0	116(var)
Not in Accommodation	609	110	7	0	726
Residential	0	0	0	5	5
Total	1013	237	57	5	1,312

* Open Door Outreach Flats, Kharis Court, Rock Trust Supported Flats, TRFS

Data Label: Public

A detailed analysis of the 57 high support need and 127 of the 237 medium support need cases has been undertaken against the following seven key characteristics to identify support needs;

- History of failed tenancies
- History of rent arrears
- Mental Health Issues
- Physical Disabilities
- Drug/Alcohol Dependencies
- Suicide Thoughts/Behaviours
- Criminal Justice/Criminal Convictions

The results of the analyses are summarised below:

High Support Needs (57 cases)

- 83% mental health needs
- 47% drug/alcohol dependencies
- 47% history of failed tenancies

18 of the high support cases (32%) demonstrated five or more of the seven key characteristics assessed

6 of the high support cases (10%) were under 18 years of age

Medium Support Needs (127 cases)

- 56% mental health needs
- 38% housing rent arrears
- 37% drug/alcohol dependencies

13 of the medium support cases (10%) demonstrated five or more of the seven key characteristics assessed

16 of the medium support cases (13%) were under 18 years of age

The above information will be used to assist in the scope of the review of commissioning plans currently being undertaken by the IJB and other key service changes including Moving On Project (Young People) and PSP's.

9. Transitioning to a Rapid Rehousing Approach in West Lothian

This section sets out how the council and key strategic partners are going to move from the current homeless position to the future vision. It also identifies the changes required to temporary accommodation along with any changes required in housing supply systems and wrap around support to address the balance of settled housing options for homeless households. Finally, it sets out how the council and partners will move homeless households into settled housing outcomes as quickly as possible.

West Lothian RRTP Vision

Working together, West Lothian Council, West Lothian IJB, registered social landlords and the voluntary sector, we will reduce homelessness through early intervention and prevention.

Through the provision of consistent advice and information, we will strive to work with the person to offer a range of housing options to find a settled home with access to services and support mechanisms.

Where homelessness does occur we will work with the person to ensure they are rehoused as quickly as possible with reduced lengths of stay in temporary accommodation.

9.1 Shifting from the Current Provision to the future vision

To shift from the current provision to the West Lothian vision, the council and key strategic partners have identified four high level actions. These are:

- Increase focus on early intervention, prevention and housing options to stop homelessness happening in first place
- To ensure where homelessness does occur that housing options are focused on enabling households to navigate through the system as quickly as possible
- Implement actions required to ensure that people have access to the required levels of support
- Improving access to affordable housing options and reducing the length of stay in temporary accommodation by improving flow through the system diverting away from the use of B&B

Appendix 8 sets out Action Plan for delivery of the West Lothian RRTP.

These actions will be taken forward through four RRTP Work streams. These are:

- Early intervention/ Prevention and Housing Options
- Supply and Temporary Accommodation
- Support and Supported Accommodation
- Health and Wellbeing

A review of the council's Housing Allocations Policy will dovetail with the RRTP in terms of ensuring compliance with the plan and ability to move people that are homeless through the system quickly in order to obtain a permanent let. The review will also need to make provision for persons on the

mainstream housing list in order to ensure that their needs are provided for and that homelessness is not seen to be the only route to a council house.

Targets of lets to homeless will be aligned with the position agreed with the respective RSLs. The main focus of the policy review will be to shift those applicants who are identified as homeless with low or no support needs away from homelessness. This will be achieved through a review of the existing points framework, reviewing points levels and introducing strategic needs categories (prevention points).

In addition, the policy review will capture allocation/referral to alternative sources of lets such as the use of the Private Rented Sector and mid-market rented sector as an option to meet general housing need for persons on the Housing List.

A key element of the success of the West Lothian RRTP will be the communication strategy not only amongst the council and its key strategic partners but also to service users and the communities of West Lothian.

It is estimated that the impact of strategies to reduce homelessness will result in a projected reduction in applications of 5% per annum for 2019/2020 rising to 10% reduction in 2020/21. Thereafter we anticipate a reduction of 5% in applications annum until 2023/24. Progress will be monitored throughout each year through the RRTP Board and the Councils governance processes.

9.2 Increase Focus on Early Intervention, Prevention and Housing Options

In order to increase focus on Early Intervention, Prevention and Housing Options to stop homelessness happening in the first place we will evaluate existing prevention and early intervention activities and research and develop new approaches during 2019/20. This will ensure that we implement actions to prevent homelessness occurring in the first place, improve tenancy sustainment and reduce homelessness, reviewing and renewing our focus on housing options advice through the promotion of a joint housing options approach. To achieve this we will:

- Develop a consistent joint West Lothian Housing Options approach in partnership with the RSLs and private sector to capture all housing options available, including mid-market rent and the private rented options, in order to maximise opportunity and choice.
- Develop a West Lothian approach to increase the use of the private rented sector which is incorporated into the Housing Options approach. This will include the appointment of a private sector officer and the introduction of a flexible fund (subject to additional Scottish Government resources).
- Review Personal Housing Planning (PHP) approach to ensure consistency across all social rented landlord partners and align housing options and allocations approached with PHPs.
- Review the council's Housing Allocations Policy to shift the balance to prevention.
- Develop a resettlement service which prevents homelessness and assist with creating sustainable communities.
- Develop and implement an Education Programme to dispel the myths of homelessness and support/mediation service for school age children experiencing homelessness either as part a family or an individual. This will be achieved through effective use of the Risk Matrix, to identify potential homelessness in targeted groups and implementing necessary strategies to deliver high level support.

- Develop and implement a Moving on Model for young people leaving care and other vulnerable young people. Many young people are caught in the poverty trap of being restricted by single room rent rate for housing benefit and thus being unable to afford to access the private rented sector for accommodation. The Council will explore options with the Advice Shop and the councils Access2employment service to provide employability support to young people who are at risk of homelessness, with the engagement of the third sector.
- Develop a mediation service particularly focussed on young people and their parent/guardians/carers in order to minimise homelessness as a result of relationship breakdown which is the main reason given from those presenting as homeless in West Lothian
- Identify triggers of homelessness and referral process for partners in Health and Social Care.
- Develop pathway process for vulnerable people at risk of homeless including people suffering from domestic abuse, mental health issues and addictions.
- Refine roll out of the Shore Standards for people leaving prison to prevent homelessness
- Review protocols for Hospital Discharge with purpose of prevention.
- Review Health and Homeless Service to ensure early intervention and prevention.
- Ensure people have access to appropriate advice in order to maximise income and receive money advice.

9.3: Rehousing Options for Homeless Households

Where homelessness does occur we want to work with homeless household's to move through the system as quickly as possible minimising time spent in temporary accommodation. To achieve this we will:

- Develop a consistent joint West Lothian Housing Options approach to capture all housing options available for homeless households including mid-market rent and private sector rent, in order to maximise opportunity and choice.
- Develop and implement an on line self-assessment, Housing Need and Homeless assessment form.
- Identify households in suitable temporary accommodation with the option of converting/flipping these tenancies to Scottish Secure Tenancy (SST) where appropriate to meet the needs of the household.
- Review the roles and process within service teams to improve flow through the system for homeless households and consider options for teams to allow delivery of a more generic and flexible approach.
- Work together with RSL partners to optimise rehousing process including WLHR Partners allocating directly from WLHR Homeless Group.
- Improved communication between RSLs and the council to optimise current nomination and Section 5 agreements.

In ensuring that households can wherever possible be prevented from homelessness we will reduce demand. Where homelessness does occur by rapidly rehousing households into permanent accommodation will reduce the length of stay in furnished temporary accommodation. It is estimated that, if the local target of 69% of available lets are offered to homeless households then

average length of stay in a WLC furnished dispersed temporary tenancy will reduce from 195 days in 2017/18 to 88 days by Year 3.

Alongside this, it is recognised that there is a need to minimise the impact of homelessness on people’s health and wellbeing when they do present as homeless to the council.

- We will work with West Lothian IJB to develop standards for homeless people accessing services in line with the National health and Homeless Standards
- Review and improve hospital discharge protocols
- Develop a more joined up approach between housing and health services.
- Health and Housing Service Review

9.4 Accessing the Right Levels of Support

Support analysis undertaken estimates that the largest proportion of the homeless cases, 76.4% required no or low levels of support, 17.87% of homeless cases were estimated to have medium support needs to enable independent living, 4.3% were estimated to require more intensive wrap around support and would benefit from a Housing First Approach. A very small proportion, 0.38% were estimated to need more shared or supported accommodation as the preferred housing options. 1.15% of cases were closed by the time estimate of support needs were undertaken.

This information provided has been used to determine the proportion of low level support services required to resettle applicants through a rapid rehousing route. It also provided the information required to determine the proportions requiring for medium, Housing First and Supported Accommodation as detailed in the Table 23 below.

Table 23: Support Analysis and Rapid Rehousing Route

Housing	Support	Proportion of current homeless cases	%	Number of current cases + new need annual for 5 years	Number of Cases
Mainstream housing	None/Low (housing management based)		76.4%		1,208
Mainstream housing	Medium (individual housing support/wrap around multi-service)		17.87%		283
Mainstream housing – Housing First	High Level wrap around support		4.3%		68
Supported Accommodation	Residential support	0.38%	6		

*1.15% of cases were closed by the time estimate of support needs were undertaken.

To ensure appropriate action is taken to meet the support needs of households moving forward we will:

- Review current process and resource allocations for low level support and enhance housing management to enable people to transition quickly to rapid rehousing.
- Explore different models of approach for low level provision including resettlement services.

- Review current support provision within the homeless supported accommodation (Blackburn Homeless Unit, excluding 10 Assessment Centre Spaces, Strathbrock Homeless Unit and Newlands House) to ensure they meet the model required to transition to a rapid rehousing approach.
- Further review of medium support cases who require wrap around specialist support services against the council's new eligibility criteria in order to quantify any gaps in provision.
- Review current customer journey for assessing and access to wrap around specialist support to fast track referral process for people requiring to be rehoused quickly.
- Develop Housing First model for adults with addiction and/or mental health issues linking in to current commissioned services.
- Further enhancing Housing First model for young people as part of the Moving on Project.
- Review current model of domestic abuse refuge and develop a Housing first model which aligns with the Violence Against Women Strategy.
- Quantify with the IJB the residential/support accommodation requirements for people where housing in the community would not be suitable.
- Identifying other models of support which may be required and utilising additional resources e.g. West Lothian Alcohol and Drug Partnership.

9.5 Access to Affordable Housing and Temporary Accommodation

9.5.1 Affordable Housing Supply Targets

One of the main challenges in transitioning to a rapid rehousing approach in West Lothian is the current demand for social rented housing in the area compared with available lets. There is also a high concentration of demand for the towns of Livingston and Bathgate.

Gaps analysis undertaken on homeless demand against supply has established that the number of lets until 2021/22 will meet new homeless demand plus backlog. This is due to the new affordable housing supply target of 3,000 homes over the ten year period to 2021/22. However, new affordable supply would need to be at least 300 per annum in 2022/23 and 2023/24 to meet new demand given the increasing population and household demographics for West Lothian.

9.5.2 Improving Access to Affordable Housing Options

Increasing the percentage of lets to homelessness applicants will have an impact on people applying to the council through the mainstream allocations process. Therefore it is vital that in West Lothian there are strategies in place to delivery early intervention and prevention to shift the focus from crisis and homelessness to prevention and early intervention.

In order to implement action which improves access to affordable housing options as well as reduce the length of stay in temporary accommodation we will:

- Review the council's Housing Allocation policy to shift the balance to prevention and ensure those who continue to experience homelessness reach a settled housing outcome as quickly as possible
- Agree an annual target of percentage of social lets to homeless households across all social landlords in West Lothian. It has been identified that in order to meet the West Lothian R RTP vision the council and its partners will need to increase social rented lets to homeless

households. An interim target of an average of 69% up from the current 59% of all social rented lets has been developed for 2019/20-2020/21.

- Review nomination agreements and section 5 protocols
- Develop an approach to increase the use of the private rented sector to be incorporated into the housing options approach
- Review Rent Deposit Guarantee Scheme (RDGS)
- Develop partnership approach with local letting agents and individual landlords including development of a referral process
- Review current approach to market acquisitions in West Lothian to ensure properties meet local housing needs.
- Review potential to 'flip' further temporary tenancies to mainstream.

A locally agreed target for the maximum time that a homeless household will be living in dispersed furnished temporary accommodation in the communities has been agreed at 88 days by Year 3 of the plan.

To transition to this target will require the current levels of furnished temporary tenancies in the community to remain at current levels 450 units for a period of 5 years. The shift will focus on reducing the number of homeless households being provided with B&B accommodation, reducing length of stay and minimising the number of transitions homeless households have in temporary accommodation.

The aim to reduce B&B Accommodation and the use of temporary accommodation over the lifetime of the plan will be dependent on the delivery of targets for percentage social lets to homeless as well as the RRTP actions aimed at reducing homeless from happening in the first place. Alongside this we will undertake a review of:

- The current voids process for temporary and mainstream tenancies to ensure properties are available to let as quickly as possible, and
- The use of RSL and PSL as temporary accommodation

10. Communication Approach

A comprehensive Communications Plan will be developed to ensure that key activities and messages are communicated effectively. Work will be undertaken to segment key stakeholder groups and ensure that communications activity and resource is focussed on reaching these targeted groups. A variety of communications activities and channels will be utilised, including both traditional and digital. Where possible, evaluation of communications activity will be carried out.

11. Resource Planning

Summary of RRTP Resource Requirements

£1.9m: Multidisciplinary Housing Options and Resettlement Services including an Interim Tenancy Resettlement Services

£0.1m: Expansion of Mediation Services

£0.75m: Development and Expansion of Housing First Model

£0.25m: Business Change Resource

£3m: Total RRTP Resource Requirement

The evidence contained within the West Lothian RRTP identifies that the main challenge in transitioning from the current homeless position to the RRTP vision is the increasing demand for assistance with finding permanent affordable housing solutions against available supply.

Increasing demand against available supply has created a backlog of 838 open homeless cases as of 31st March 2019, with homeless households staying for longer periods in temporary accommodation until a suitable permanent housing solution becomes available. This compares to a backlog of 1061 at 31st March 2018. As a result the council has increasingly used Bed and Breakfast (B&B) Accommodation to meet its statutory duty to provide temporary accommodation.

This section will layout the resources required to deliver the vision of eradicating the current backlog of open cases while actions are implemented to redesign existing service provision and developing the collaborative approaches which focus on early intervention and prevention.

11.1 Revenue Resources Pressures

In West Lothian the total cost of the homeless service provision by the council was £3.268million in 2017/18. This includes costs associated with a range of council homeless service provisions including housing options, tenancy sustainment, supported accommodation, temporary accommodation, furniture storage, homeless transport and contributions to other service areas including, health, domestic abuse, addictions and the Advice Shop. There are three main areas of overspend to note which are related to the current homeless position in West Lothian.

- B&B Accommodation: As of the 31 March 2017 there were 21 people accommodated in B&B. This had increased to 94 people as of 31 March 2018. This increase generated an over spend against budgeted resources of £369,000. This trend has continued in 2018/19 with an average of 112 people accommodated per night. Current forecasted overspend on B&B Accommodation is £1.065million for 2018/19.

- Furniture Storage: The increase in use of B&B accommodation has also seen a subsequent rise in the need to assist people with storing their furniture while in temporary accommodation. Overspend in 2017/18 on furniture storage was £130,000.
- Homeless Transport: The council provides transport for pupils whose families have been accepted as unintentionally homeless, and who move to a temporary address. The increasing lengths of stay in temporary accommodation has impacted on the length of time transport is required and thus contributed to the current overspend for the Housing Services homelessness transport budget. In 2017/18 the overspend on Homeless Transport was £230,000, increasing to an overspend of £357,976 in 2018/19.

There is also evidence that the current homeless position has had some impact on service delivery across other services areas within the council, with services shifting to a more reactive approach due the volume of presentations and the increasing use of B&B Accommodation.

Although the council has managed to avoid over spends in these areas and continues to perform well in areas of support and sustainable outcomes, the current position is creating pressures within the Allocations Team, Accommodation Team and Housing Options team as well as Housing Management and Building Services.

Therefore a fundamental shift to a more early intervention and preventative approach is required to move to a refocus on taking forward an innovative housing options approach making sure people receive advice on a full range of affordable housing solutions.

The role of the RRTP key strategic partners is also crucial in the required shift from the current position. The council and key strategic partners will need to review current practice and develop new approaches which deliver consistent and more joined-up housing options at an early stage in the customer journey across West Lothian.

In 2017/18 £1.641 million was spent on externally commissioned services by the council and West Lothian IJB to provide care and support service to people in the community based on an assessment of need. These include Mental Health, Addictions, Domestic Abuse and Young People Vulnerable due to their age. Whilst these services are currently in place, the RRTP recognises that there is a need to realign these services taking into account any recent changes to eligibility criteria, to ensure services are aligned with the RRTP vision.

11.2 New Housing Supply and Temporary Accommodation Capital Investment

The council has an approved Housing Capital investment of £157million for the period 2018/19 to 2022/23 of which £81million relates to the provision of new build council houses, open market acquisitions and mortgage to rent units.

The Scottish Government has confirmed Resource Planning Assumptions (RPA) for the supply of new affordable housing as follows:

2018/19:	£12.174 million
2019/20:	£13.848 million
2020/21:	£14.690 million

The council has also approved a £4million capital budget in the General Services Capital Budget for the provision of a 36 single person, homeless accommodation unit to the East of West Lothian. The purpose of the unit was to help reduce the use of B&B Accommodation and provide supported accommodation to prevent young people from becoming homeless. Given the Homeless and Rough Sleepers Action Group (HARSAG) recommendations on temporary accommodation published in June 2018, the council is currently considering alternative options for the £4million capital investment available however, this will be insufficient funding to meet the current levels of demand.

11.3 West Lothian RRTP Resource Requirements

The West Lothian RRTP has demonstrated that to transition to a rapid rehousing approach in West Lothian will require 4 key actions:

- Increase focus on early intervention, prevention and housing options to stop homelessness happening in first place.
- To ensure where homelessness does occur that housing options are focused on enabling households to navigate through the system as quickly as possible.
- Implement actions required to ensure that people have access to the required levels of support.
- Improving access to affordable housing options and reducing the length of stay in temporary accommodation by improving flow through the system diverting away from the use of Bed and Breakfast Accommodation.

The success of achieving the vision is dependent on eradicating the backlog by the end of Year 4 through agreeing a local target of lets to homeless whilst the shift to early intervention and prevention is delivered to reduce the number of people presenting as homeless to the council.

A high proportion of the social rented stock available in West Lothian is currently allocated to homeless applicants in West Lothian. In 2017/18 the council and RSL partner offered 59% of social rented lets to homeless households, 79% of which were council and 21% RSLs. Modelling undertaken has identified that continuing at the current level of 59% will have limited impact in addressing the backlog. For planning purposes the following assumptions are made.

2019/20-2020/21 (Years 1&2)

- WLC 75% lets to homeless
- RSLs lets to homeless by individual agreement
- Overall average of 69% lets to homeless in 2019/20 and 2020/21

2021/22-2023/24 (Years 3-5)

- Overall average of 50% lets to homeless

However by increasing the percentage lets to homeless households could, in turn, increase overall demand for homeless services. In West Lothian the RRTP approach must also take account of early intervention and expanding the other housing options available, including increasing supply of affordable housing to address the overall housing needs of West Lothian.

Increasing the local target of 69% of social rented lets to homeless during 2019/20-2020/21 is ambitious and the impact will be monitored through the RRTP Board and the councils governance processes. Furthermore, any agreement to increase percentage lets to homeless, and to move away from the culture of tenancy readiness would need to be underpinned by access to the relevant support to people as they are rapidly rehoused. This is due to risks which have been raised at the RRTP Board in relation to gaps in tenancy resettlement services and support services to support sustainment and balanced communities.

Estimates of the support needs of open homeless cases undertaken in August 2018 identified that the majority of homeless households, 76.4% had no/low support needs and 17.87% had medium individual wrap around support needs. Only a small proportion 4.3% had been identified as being suitable as high level wrap around (Housing First) and 0.38% for residential support.

Alongside the implementation of the West Lothian RRTP, the council and key strategic partners will continue to deliver homeless services to meet the needs of the people of West Lothian. Therefore when outlining the resource requirements to enable the shift to a rapid rehousing approach, consideration has been given to ensuring that any impact to people needing assistance is minimised and current areas of good practice are maintained. There is also a need to build on the good practice in West Lothian as well as shifting Housing Options advice and intervention to earlier in the customer journey.

Resource gaps have been identified in the following areas:

- Early intervention and prevention to reduce homelessness by Year 5 of the RRTP.
- The provision of temporary accommodation to divert away from B&B Accommodation by Year 2 of the plan and to reduce capacity and length of stay in furnished temporary tenancies by Year 3.
- The tenancy resettlement and housing support services required to rapidly rehouse current homeless households into mainstream accommodation by Year 5 of the plan.
- Business change resource to transition to the rapid rehousing approach and coordinate the West Lothian RRTP.

At this stage work is ongoing to identify any additional resources required to meet the RRTP vision particularly in relation to early intervention required through working with the IJB and the voluntary sector. Work will continue to quantify potential resources out with the RRTP which could be attracted through joint working with the voluntary sector that would support the plan.

- **Early Intervention and Prevention**

Generic Housing Options and Resettlement Team: To reduce demand through early intervention and prevention the current delivery of Housing Options needs to be expanded to provide a wider range of housing solutions which successfully intervene at an earlier stage. Where there is a risk of homelessness or where homelessness does occur, there needs to be greater flexibility within the current system to respond to the needs of people.

Therefore funding is required to develop and pilot a multifunctional Housing Options and Resettlement Team. The team will initially consist of people from within the current range Housing Needs Services of Tenancy Support, Housing Options, Accommodation and Allocations,

but the aim to transition to a fully mainstreamed, generic Rehousing Team in West Lothian by Year 3 of the plan.

While shifting to a multifunctional approach to Housing Options and Resettlement Services, additional resources will be required to rapidly rehouse the 76.4% of open homeless with no /low level support. The resources would be required across the social rented sector and potentially the private rented sector. Further discussions are required with individual RSLs regarding the mechanism for the allocations of resources.

Funding of £1.9million would enable the team to be developed and piloted while continuing to provide statutory homeless and support services.

West Lothian has the third highest youth homeless rate in Scotland, to assist in reducing these colleagues in Education and Housing will develop new and effective resources to target this key group including the use of peers. Funding of £30,000 is required to support the development of these resources.

- **Voluntary Sector**

Recognising the key role of the voluntary sector in addressing homelessness across a range of measures a fund of circa £120,000 is required over the plan period to address key priorities. It is anticipated that this fund will lever in further support funding from voluntary sector partners.

- **Mediation Services**

In partnership with the voluntary sector, additional resources will focus on the expansion of current mediation services available to people to prevent homeless due to being asked to leave the family home. Funding of approximately £100,000 has been identified as required.

- **Temporary Accommodation**

Temporary Tenancies: To divert away from the use of B&B accommodation will require additional capacity within furnished temporary tenancies to meet demand. The council is currently considering alternative options for the £4million approved in June 2018 for a 36 single person homeless unit.

- **Housing First for Adults in West Lothian**

Estimates of support needs of current live cases has identified that approximately 4.3% of open homeless cases require high level wrap around services and may be suitable for rapid rehousing as part of a housing first approach to the provision of mainstream accommodation. There is currently a gap in resources for this type of model in West Lothian for adults with Addictions and Mental Health issues. To meet this gap, a total resources requirement of £750,000 has been identified. This would be used as follows:

- **Housing First Co-ordination Team:** To develop the Housing First model in West Lothian, there is a need for a Housing First Co-ordination Team. It is proposed that this model will build on the successful approach of the Syrian Refugee Service. The key remit of the team will be to identify the support packages of housing first clients, co-ordinate services, develop

peer mentoring and procure SDS support services if required. Housing First Officers will take on the role of a case officer, including 6 monthly reviews and refer to Housing First Services for Addictions and Mental Health identified below as well as other relevant service such as Education, Employability and Health.

- **Housing First and Addictions:** The council currently has contracted provision of for supported flats for people with mental health and addictions. It is proposed that this contract could be part of a reconfiguration to a housing first model. Current tenancies could be flipped to permanent housing and the housing first model provided for those who are assessed as needing the service. The intensive wrap around support service provision could be funded through ADP funding which has been allocated for rapid rehousing for people with addictions. Further work is required to develop this proposal.
- **Housing First and Mental Health:** Gaps in service provision and the need for housing first will be aligned with the outcomes of the review of commissioned support services for mental health services.
- **Housing First and Domestic Abuse:** as part of the review of current refuge provision and housing models which align with the Violence Against Women Strategy, the role of the Housing First approach and capacity requirements will be quantified. Proposals are being developed to promote a pilot Housing First project targeting victims of domestic abuse.
- **Housing First Service for Young People:** Building on the success of the Housing First Project for Young People provided by Rock Trust/Almond the need for an additional 10 places over three years has been identified. The funding will continue to be aimed at young people due to the prevalence of Youth Homelessness in West Lothian and would also align with the 'Moving On' project for young care leavers in West Lothian. Future funding of housing first for young people would be dependent on the success of the projects and the outcome of the Public Social Partnership which has commenced for the current contracted housing support provision for young people.
- **Business Change and Project Management**

Business Change: The preparation and development of the plan has been undertaken within existing council resources and has been delivered within the timescales set by the Scottish Government. The Housing Needs Team has taken the lead in project managing the development of the first draft of the RRTP which has involved co-ordination of a wide range of key strategic partners, service users and relevant staff as outlined in Appendix 1. This has had some impact on the delivery of performance monitoring and project management of service development which is not sustainable over the 5 Year period of the RRTP. The success of the RRTP Action Plan and the transition to a rapid rehousing approach will require a Business Change resource to project manage and drive forward the work streams identified in the Action Plan coordinating a range of internal and external service areas. The Business Change costs would be for a fixed period of 3 years and will cost in the region of £250,000.

12 Performance

A suite of performance indicators will be prepared to monitor the performance of the RRTP including:

- Numbers of homelessness applications/statutory homelessness
- Levels of support: High/Medium/Low
- Numbers in Temp Accommodation
- Numbers in B&B
- Numbers of families in temp accommodation
- Length of stay in Temp Accommodation and B&B
- Average number of moves per household in temp accommodation
- No of people who had 3 or more moves between temporary and mainstream accommodation
- Let's to Homeless by council and RSLs
- Numbers of customers in Housing First
- % of homeless cases rehoused into settled accommodation via Rapid Rehousing
- Cost of homeless services/Spend on B&Bs
- Customer Satisfaction
- Tenancy sustainment

As a member of the Scottish Housing Best Value Network the council will benefit from the ongoing discussion on measuring the performance of the RRTP.

Performance will be considered at every RRTP Board meeting (quarterly) and as part of the annual review of the RRTP.

References and Further Reading

Rapid Rehousing Transition Plan Guidance for Local Authorities August 2018	http://www.ghn.org.uk/rapid-rehousing-transition-plan/
Homeless and Rough Sleeping Action Group Recommendations June 2018	http://www.ghn.org.uk/publications/harsag/
West Lothian Corporate Plan 2018 - 2023	https://www.westlothian.gov.uk/media/19574/West-Lothian-Council-Corporate-Plan-2018---2023/pdf/West_Lothian_Council_Corporate_Plan_2018-2023.pdf
West Lothian Local Housing Strategy 2017-2022	https://www.westlothian.gov.uk/article/9810/Policy-and-Strategies
Housing and Needs Demand Assessment 2	http://sesplan.gov.uk/assets/images/HNDA/FINAL%20SESPLAN%20HNDA2.pdf
Demographic Information	https://www.nrscotland.gov.uk/files//statistics/council-area-data-sheets/west-lothian-council-profile.html
National Health and Homeless Standards 2005	http://www.gov.scot/Publications/2005/03/20774/53761
Housing Tenure in West Lothian	https://beta.gov.scot/publications/housing-statistics-scotland-2018-key-trends-summary/pages/3/
Scottish government homeless statistics. Contains data and analysis on HL1, HL2 HL3 and PREVENT 1 from 2009/10 to 2017/19	https://www2.gov.scot/Topics/Statistics/Browse/Housing-Regeneration/RefTables

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Appendix 4: Characteristics of Homelessness

Appendix 5: West Lothian RRTP Percentage Lets to Homeless Modelling Scenarios

Appendix 6: West Lothian Movement per Social Landlord

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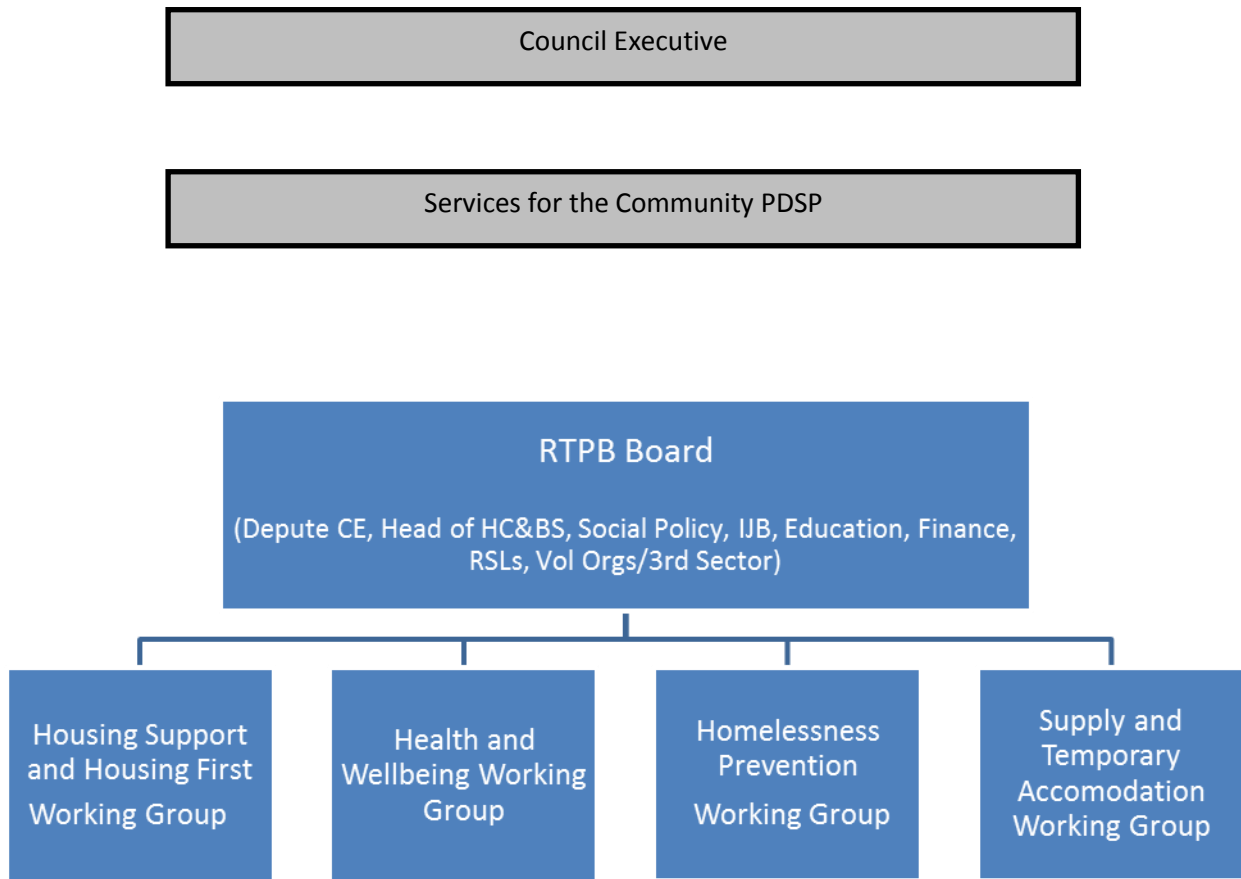
Appendix 8: West Lothian RRTP Action Plan

Appendix 9: Equality Impact Assessment

Appendix 1: West Lothian RRTP Key Strategic Partners

Organisation	Sector
Almond Housing Association	Social Rented Housing
Castle Rock Housing Association	Social Rented Housing
WESLO	Social Rented Housing
West Lothian Housing Partnership	Social Rented Housing
West Lothian Advice Shop	Welfare Benefits and Finance
West Lothian Council	Children and Families, Criminal Justice, Domestic Abuse, Education, Housing, Customer and Building Services, Finance and Property
West Lothian Joint Integration Board	Health and Social Care Adults
West Lothian Joint Strategy Group	Voluntary Sector
Action for Children	
Bethany Christian Trust	
Open Door	
Shelter Scotland	
Rock Trust	
The Cyrenians	
The Richmond Fellowship	
West Lothian Women's Aid	

Appendix 2: Rapid Rehousing Transition Plan – Governance Arrangements



Appendix 3: RRTP - Consultation Approach Paper

Stage 1: Initial Briefings :During August to September 2018 a series of 15 workshop briefings were undertaken with council colleagues and partners

Service Areas	Date	Area
Housing Needs Managers	07.08.18	Front Line Staff/Allocations
Housing Needs Teams	30.08.18	Front Line Staff/Allocations
Housing Managers	10.09.18	Housing Management
Weslo	10.09.18	RSL
Almond	10.09.18	RSL
Corporate Management Team	19.09.18	RSL
WLHP	24.09.18	RSL
Castle Rock/Edinvar	24.09.18	RSL
All other RSLs operating in	16.10.18	RSL
Social Policy Senior Management Team	26.09.18	Mental Health, Young People, Addictions
West Lothian IJB	18.10.18	Commissioner of floating support services
Homeless Network Group	26.09.18	Service Users
Tenants Network	21.08.18	Service Users
Joint Strategy Group	16.09.18	Voluntary Organisations/RSLs
ALL other Housing Staff	24.10.18	

Stage 2: Feed Back Sessions : Follow up sessions were then organised over the period October to December 2018

Service Areas	Date	Area
Housing Needs Managers	Weekly	Sit as part of RRTP Working Group Accommodation and Allocations
Housing Needs Teams	w/c 08.10.18	Front Line Staff Allocations
Housing Managers		Sit as part of RRTP Working Group.
Housing Strategy and Development/Performance	On going	Sit as part of RRTP Working Group.
Weslo	03.10.18	RSL – targets to be agreed
Almond	01.10.18	RSL – targets to be agreed
WLHP	w/c 08.10.18	RSL – targets to be agreed
Castle Rock/Edinvar	w/c08.10.18	RSL – targets to be agreed
All other RSLs operating in	w/c 15.10.18	All other RSLs in West Lothian
Social Policy Senior Management Team	Ongoing	Mental Health, Young People, Addictions – commissioner of floating support services
West Lothian IJB	18.10.18	Health and Social Care
Homeless Network Group	23.10.18	Service Users
Tenants Panel	06.12.18	Service Users
Joint Strategy Group	04.10.18	Voluntary Organisations/RSLs
West Lothian Advice Shop	23.10.18	Welfare Benefit and Finance Advice

Stage 3: WORKSHOP – RRTP Collaboration and Consultation 31.10.18

- Feedback on proposed vision and high level objectives
- Inform work streams required in the action plan to take forward vision and objectives

Stage 4: Draft RRTP for circulation and comment: 18.12.18

Stage 5: Following the submission of the draft RRTP to the Scottish Government, further consultation was undertaken during January and February 2019.

Appendix 4:

HL1 Reasons for presenting homeless 2012-13 to 2017-18 Scotland

Reason for Application	2013-14		2014-15		2015-16		2016-17		2017-18		National Change 2016-17 to 2017-18	
	National	National	National	National	National	National	National	National	National	Number	%	
Loss of secure tenancy due to arrears/default	1,893	5.14%	1,698	4.72%	1,533	4.39%	1,512	4.43%	1,704	4.87%	192	12.70%
Other action by landlord resulting in the termination of the tenancy	3,368	9.15%	3,465	9.64%	3,606	10.32%	3,593	10.54%	3,690	10.55%	97	2.70%
Applicant terminated secure accommodation	722	1.96%	709	1.97%	633	1.81%	615	1.80%	650	1.86%	35	5.69%
Loss of service / tied accommodation	253	0.69%	229	0.64%	195	0.56%	190	0.56%	194	0.55%	4	2.11%
Discharge from prison / hospital / care / other institution	2,416	6.56%	2,384	6.63%	2,251	6.45%	2,163	6.34%	2,061	5.89%	-102	-4.72%
Emergency (fire, flood, storm, closing order from Environmental Health etc.)	191	0.52%	192	0.53%	218	0.62%	184	0.54%	157	0.45%	-27	-14.67%
Forced division and sale of matrimonial home	233	0.63%	212	0.59%	184	0.53%	152	0.45%	161	0.46%	9	5.92%
Other reason for loss of accommodation	2,296	6.24%	2,617	7.28%	2,366	6.77%	2,272	6.66%	2,200	6.29%	-72	-3.17%
Dispute within household: violent or abusive	4,267	11.59%	4,384	12.20%	4,156	11.90%	4,136	12.13%	4,395	12.57%	259	6.26%
Dispute within household / relationship breakdown: non-violent	6,123	16.63%	6,087	16.93%	5,974	17.10%	6,095	17.87%	6,201	17.73%	106	1.74%
Fleeing non-domestic violence	922	2.50%	1,053	2.93%	908	2.60%	910	2.67%	1017	2.91%	107	11.76%
Harassment	689	1.87%	703	1.96%	616	1.76%	597	1.75%	568	1.62%	-29	-4.86%
Overcrowding	463	1.26%	412	1.15%	447	1.28%	392	1.15%	402	1.15%	10	2.55%
Asked to leave	9,738	26.45%	9,130	25.40%	8,976	25.70%	8,385	24.59%	8,768	25.07%	383	4.57%
Other reason for leaving accommodation / household	3,245	8.81%	2,671	7.43%	2,863	8.20%	2,904	8.52%	2,804	8.02%	-100	-3.44%
Total	36,819		35,946		34,926		34,570		34,972		402	1.00%

Appendix 4 ctd

HL1 Reasons for presenting homeless 2012-13 to 2017-18 West Lothian

Reason for Application	2013-14		2014-15		2015-16		2016-17		2017-18		WL Change 2016-17 to 2017-18	
	WL		WL		WL		WL		WL		Number	%
Loss of secure tenancy due to arrears/default	46	3.57%	104	7.78%	75	5.50%	72	5.29%	45	2.94%	-27	-37.50%
Other action by landlord resulting in the termination of the tenancy	32	2.48%	16	1.20%	43	3.15%	52	3.82%	71	4.64%	19	36.54%
Applicant terminated secure accommodation	4	0.31%	6	0.45%	7	0.51%	6	0.44%	12	0.78%	6	100.00%
Loss of service / tied accommodation	0	0.00%	0	0.00%	0	0.00%	1	0.07%	2	0.13%	1	100.00%
Discharge from prison / hospital / care / other institution	13	1.01%	13	0.97%	13	0.95%	11	0.81%	22	1.44%	11	100.00%
Emergency (fire, flood, storm, closing order from Environmental Health etc.)	3	0.23%	2	0.15%	3	0.22%	2	0.15%	5	0.33%	3	150.00%
Forced division and sale of matrimonial home	6	0.47%	2	0.15%	15	1.10%	12	0.88%	14	0.92%	2	16.67%
Other reason for loss of accommodation	30	2.33%	48	3.59%	58	4.26%	61	4.49%	67	4.38%	6	9.84%
Dispute within household: violent or abusive	111	8.60%	133	9.96%	108	7.92%	122	8.97%	139	9.08%	17	13.93%
Dispute within household / relationship breakdown: non-violent	111	8.60%	84	6.29%	113	8.29%	124	9.12%	155	10.13%	31	25.00%
Fleeing non-domestic violence	3	0.23%	17	1.27%	5	0.37%	9	0.66%	13	0.85%	4	44.44%
Harassment	10	0.78%	8	0.60%	11	0.81%	3	0.22%	13	0.85%	10	333.33%
Overcrowding	11	0.85%	13	0.97%	15	1.10%	10	0.74%	21	1.37%	11	110.00%
Asked to leave	813	63.02%	812	60.78%	844	61.92%	792	58.24%	900	58.82%	108	13.64%
Other reason for leaving accommodation / household	97	7.52%	78	5.84%	53	3.89%	83	6.10%	51	3.33%	-32	-38.55%
Total	1,290		1,336		1,363		1,360		1,530		170	12.50%

Appendix 4: ctd

Homeless Presentations Age Profile West Lothian 2013/2018

	2013/14		2014/15		2015/16		2016/17		2017/18	
	WL		WL		WL		WL		WL	
16 to 17yrs	74	5.7%	79	5.9%	66	4.8%	59	4.3%	79	5.1%
18 to 24yrs	456	35.3%	462	34.6%	463	34.0%	406	29.9%	457	29.9%
25-59yrs	724	56.1%	762	57.0%	794	58.3%	860	63.2%	949	62.0%
60yrs and over	36	2.8%	33	2.5%	40	2.9%	35	2.6%	45	3.2%
total	1,290		1,336		1,363		1,360		1,530	

Homeless Presentations Age Profile Scotland 2013/2018

	2013/14		2014/15		2015/16		2016/17		2017/18	
	Scotland		Scotland		Scotland		Scotland		Scotland	
16 to 17yrs	1,788	4.9%	1,690	4.7%	1,511	4.3%	1,382	4.1%	1,321	3.8%
18 to 24yrs	9,104	24.7%	8,824	24.5%	8,370	24.0%	7,805	22.9%	7,563	21.6%
25-59yrs	24,723	67.1%	24,202	67.3%	23,770	68.1%	23,620	69.3%	24,697	70.6%
60yrs and over	1,204	3.3%	1,230	3.4%	1,275	3.7%	1,293	3.8%	1,391	4%
total	36,819		35,946		34,926		34,100		34,972	

Appendix 4 – Prevent 1 Reasons for approach 2018/19

Primary Reason For Approach	Total	%
15A.01 Term of tenancy/mortgage due to rent arrears/default on payment	27	2.40%
15A.02 Other action by Landlord resulting in the termination of the tenancy	56	4.97%
15A.03 Applicant terminated secure accommodation	13	1.15%
15A.04 Loss of service/tied accommodation	2	0.18%
15A.05 Discharge from prison/hospital/care/other institution	11	0.98%
15A.06 Emergency (fire, flood, storm, closing order from environmental health)	1	0.09%
15A.07 Forced division and sale of matrimonial home	4	0.35%
15A.08 Other reason for loss of accommodation	45	3.99%
15B.09 Dispute within household: violent or abusive	40	3.55%
15B.10 Dispute within household/relationship breakdown: non violent	95	8.43%
15B.11 Fleeing non domestic violence	2	0.18%
15B.12 Harrassment	1	0.09%
15B.13 Overcrowding	22	1.95%
15B.14 Asked to leave	147	13.04%
15B.15 Other reason for leaving accommodation/household	11	0.98%
15C.16 general housing options advice	612	54.30%
15C.21 property condition - disrepair	3	0.27%
15C.23 property condition - fire/flood	1	0.09%
15C.24 Accommodation unsuitable - overcrowded	2	0.18%
15C.25 Accommodation unsuitable - mobility/adaptation issues	2	0.18%
15C.30 Personal issues/affordability/financial difficulties	4	0.35%
15C.31 Risk of losing accommodation - eviction/repossession	7	0.62%
15C.34 Risk losing accommodation - asked to leave-parents	4	0.35%
15C.35 Risk losing accommodation - asked to leave - other family	2	0.18%

15C.36 Risk losing accommodation - asked to leave - friends	1	0.09%
15C.38 Landlord issue- illegal eviction - private sector landlord	3	0.27%
15C.39 Other	9	0.80%
Total	1127	

Appendix 4 ctd

Prevent1 Outcomes 18/19

Outcomes	Total	%
Home Ownership - Low Cost	1	0.08%
Home Ownership/Bought Own home	1	0.08%
LA Tenancy	16	1.22%
Lost Contact with Applicant	14	1.07%
Made Homeless Application to LA	635	48.40%
Moved in with Friends/Relatives	61	4.65%
Not Known	64	4.88%
Other Known	27	2.06%
Prison	9	0.69%
Private Rented Assured Tenancy	10	0.76%
Privated Rented Short Assured Tenancy	38	2.90%
Remained in Current Accommodation	427	32.55%
RSL (Housing Association Tenancy)	7	0.53%
Shared Property - Private Rented Sector	1	0.08%
Sheltered Accommodation	1	0.08%
Total	1312	

Appendix 5: West Lothian RRTP lets to Homeless Scenarios

Scenario 1: 59%								
	Year -1		Year 0	Year1	Year2	Year3	Year4	Year 5
	2017/18		2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Open Cases	1,250	(a)	1,061	1,183	1,160	1,132	1,111	1,145
New Demand	1,165	(b)	1,165	1,165	1,120	1,057	1,006	959
Less loss contacts and refusals	- 117	(c)	- 117	- 117	- 112	- 106	- 101	- 96
Total Demand	2,299		2,110	2,232	2,168	2,083	2,017	2,008
Temp Tenancies	472							
Lets to Homeless	766	(d)	926	1,072	1,036	971	872	820
Total Supply	1,238		926	1,072	1,036	971	872	820
Open Cases	1,061		1,183	1,160	1,132	1,111	1,145	1,188
Open Cases:								
Temp Tenancies - Council	450		450	450	450	450	450	450
Temp Tenancies - RSL	10		10	10	10	10	10	10
Temp Tenancies - PSL	12		12	12	12	12	12	12
B&B	120		145	140	134	130	137	146
Self Accommodation	469		567	548	525	509	536	570
Total	1,061		1,183	1,160	1,132	1,111	1,145	1,188
Length of stay TT								
Assumptions:								
(a) Open Cases								
Temp Tenancies - Council	450	95%	450	450	450	450	450	450
Temp Tenancies - RSL	10	2%	10	10	10	10	10	10
Temp Tenancies - PSL	12	3%	12	12	12	12	12	12
Sub Total	472	100%	472	472	472	472	472	472
Open Cases excl Temp Tenancies			711	688	660	639	673	716
B&B	120	20%	145	140	134	130	137	146
Self Accommodation	469	80%	567	548	525	509	536	570
Sub Total	589	100%	711	688	660	639	673	56 716
Total	1,061		1,183	1,160	1,132	1,111	1,145	1,188

Data Label: Public

(c) New demand reduction	0%		0%	0%	4%	6%	5%	5%
(b) Less loss contacts and refusals	10%		10%	10%	10%	10%	10%	10%
(d) Lets to Homeless								
Available Lets			1,290	1,290	1,290	1,290	1,290	1,290
% Lets to homeless	59%		761	761	761	761	761	761
WLC New Build			504	221	203	79	-	-
RSL New Build			55	275	233	198	100	100
Total			559	496	436	277	100	100
New Build phasing	50%		280	248	218	139	50	50
				280	248	218	139	50
			280	528	466	357	189	100
New build secondary Lets to Homeless	59%		165	311	275	210	111	59
Total Lets to Homeless			926	1,072	1,036	971	872	820

Data Label: Public

Scenario 2: 65%								
	Year -1		Year 0	Year1	Year2	Year3	Year4	Year 5
	2017/18		2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Open Cases	1,250	(a)	1,061	1,089	956	823	704	649
New Demand	1,165	(b)	1,165	1,165	1,120	1,057	1,006	959
Less loss contacts and refusals	- 117	(c)	- 117	- 117	- 112	- 106	- 101	- 96
Total Demand	2,299		2,110	2,138	1,965	1,774	1,610	1,512
Temp Tenancies	472							
Lets to Homeless	766	(d)	1,020	1,181	1,141	1,070	961	904
Total Supply	1,238		1,020	1,181	1,141	1,070	961	904
Open Cases	1,061		1,089	956	823	704	649	608
Open Cases:								
Temp Tenancies - Council	450		450	450	450	450	450	450
Temp Tenancies - RSL	10		10	10	10	10	10	10
Temp Tenancies - PSL	12		12	12	12	12	12	12
B&B	120		126	99	72	47	36	28
Self Accommodation	469		492	386	280	185	141	108
Total	1,061		1,089	956	823	704	649	608
Assumptions:								
(a) Open Cases								
Temp Tenancies - Council	450	95%	450	450	450	450	450	450
Temp Tenancies - RSL	10	2%	10	10	10	10	10	10
Temp Tenancies - PSL	12	3%	12	12	12	12	12	12
Sub Total	472	100%	472	472	472	472	472	472
Open Cases excl Temp Tenancies			617	484	351	232	177	136
B&B	120	20%	126	99	72	47	36	28
Self Accommodation	469	80%	492	386	280	185	141	108
Sub Total	589	100%	617	484	351	232	177	136
Total	1,061		1,089	956	823	704	649	608

Data Label: Public

(c) New demand reduction	0%		0%	0%	4%	6%	5%	5%
(b) Less loss contacts and refusals	10%		10%	10%	10%	10%	10%	10%
(d) Lets to Homeless								
Available Lets			1,290	1,290	1,290	1,290	1,290	1,290
% Lets to homeless	65%		839	839	839	839	839	839
WLC New Build			504	221	203	79	-	-
RSL New Build			55	275	233	198	100	100
Total			559	496	436	277	100	100
New Build phasing	50%		280	248	218	139	50	50
				280	248	218	139	50
			280	528	466	357	189	100
New build secondary Lets to Homeless	65%		182	343	303	232	123	65
Total Lets to Homeless			1,020	1,181	1,141	1,070	961	904

Data Label: Public

Scenario 3: 70%								
	Year -1		Year 0	Year1	Year2	Year3	Year4	Year 5
	2017/18		2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Open Cases	1,250	(a)	1,061	1,011	787	566	365	235
New Demand	1,165	(b)	1,165	1,165	1,120	1,057	1,006	959
Less loss contacts and refusals	- 117	(c)	- 117	- 117	- 112	- 106	- 101	- 96
Total Demand	2,299		2,110	2,059	1,795	1,517	1,270	1,098
Temp Tenancies	472							
Lets to Homeless	766	(d)	1,099	1,272	1,229	1,153	1,035	973
Total Supply	1,238		1,099	1,272	1,229	1,153	1,035	973
Open Cases	1,061		1,011	787	566	365	235	125
Open Cases:								
Temp Tenancies - Council	450		450	450	450	348	225	119
Temp Tenancies - RSL	10		10	10	10	8	5	3
Temp Tenancies - PSL	12		12	12	12	9	6	3
B&B	120		110	64	19	-	-	-
Self Accommodation	469		429	251	75	-	-	-
Total	1,061		1,011	787	566	365	235	125
Assumptions:								
(a) Open Cases								
Temp Tenancies - Council	450	95%	450	450	450	348	225	119
Temp Tenancies - RSL	10	2%	10	10	10	8	5	3
Temp Tenancies - PSL	12	3%	12	12	12	9	6	3
Sub Total	472	100%	472	472	472	365	235	125
Open Cases excl Temp Tenancies			539	315	94	-	-	-
B&B	120	20%	110	64	19	-	-	-
Self Accommodation	469	80%	429	251	75	-	-	-
Sub Total	589	100%	539	315	94	-	-	-
Total	1,061		1,011	787	566	365	235	125

Data Label: Public

(c) New demand reduction	0%		0%	0%	4%	6%	5%	5%
(b) Less loss contacts and refusals	10%		10%	10%	10%	10%	10%	10%
(d) Lets to Homeless								
Available Lets			1,290	1,290	1,290	1,290	1,290	1,290
% Lets to homeless	70%		903	903	903	903	903	903
WLC New Build			504	221	203	79	-	-
RSL New Build			55	275	233	198	100	100
Total			559	496	436	277	100	100
New Build phasing	50%		280	248	218	139	50	50
				280	248	218	139	50
			280	528	466	357	189	100
New build secondary Lets to Homeless	70%		196	369	326	250	132	70
Total Lets to Homeless			1,099	1,272	1,229	1,153	1,035	973

Data Label: Public

Scenario 4: 75%								
	Year -1		Year 0	Year1	Year2	Year3	Year4	Year 5
	2017/18		2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Open Cases	1,250	(a)	1,061	932	618	309	25	-
New Demand	1,165	(b)	1,165	1,165	1,120	1,057	1,006	959
Less loss contacts and refusals	- 117	(c)	- 117	- 117	- 112	- 106	- 101	- 96
Total Demand	2,299		2,110	1,981	1,626	1,260	931	863
Temp Tenancies	472							
Lets to Homeless	766	(d)	1,177	1,363	1,317	1,235	931	863
Total Supply	1,238		1,177	1,363	1,317	1,235	931	863
Open Cases	1,061		932	618	309	25	-	-
Open Cases:								
Temp Tenancies - Council	450		450	450	295	24	-	-
Temp Tenancies - RSL	10		10	10	7	1	-	-
Temp Tenancies - PSL	12		12	12	8	1	-	-
B&B	120		94	30	-	-	-	-
Self Accommodation	469		367	116	-	-	-	-
Total	1,061		932	618	309	25	-	-
Assumptions:								
(a) Open Cases								
Temp Tenancies - Council	450	95%	450	450	295	24	-	-
Temp Tenancies - RSL	10	2%	10	10	7	1	-	-
Temp Tenancies - PSL	12	3%	12	12	8	1	-	-
Sub Total	472	100%	472	472	309	25	-	-
Open Cases excl Temp Tenancies			460	146	- 0	- 0	-	-
B&B	120	20%	94	30	-	-	-	-
Self Accommodation	469	80%	367	116	-	-	-	-
Sub Total	589	100%	460	146	-	-	-	-
Total	1,061		932	618	309	25	-	-

Data Label: Public

(c) New demand reduction	0%		0%	0%	4%	6%	5%	5%
(b) Less loss contacts and refusals	10%		10%	10%	10%	10%	10%	10%
(d) Lets to Homeless								
Available Lets			1,290	1,290	1,290	1,290	1,290	1,290
% Lets to homeless	75%		968	968	968	968	968	968
WLC New Build			504	221	203	79	-	-
RSL New Build			55	275	233	198	100	100
Total			559	496	436	277	100	100
New Build phasing	50%		280	248	218	139	50	50
				280	248	218	139	50
			280	528	466	357	189	100
New build secondary Lets to Homeless	75%		210	396	350	267	141	75
Total Lets to Homeless			1,177	1,363	1,317	1,235	1,109	1,043

Appendix 6: Property Turnover per Social Landlord

Landlord	Total Stock	% Total Social Housing	Property Turnover 17/18	Turnover Rate	Lets to Homeless 17/18	% Lets to Homeless 17/18	RRTP Target Dec 18	Lets to Homeless @ Dec 18 %	Individual Agreed Targets	Lets to Homeless @ Agreed %	Movement in Units let to Homeless
Almond	2,643	13%	113	4%	42	37%	75%	85	60%	68	- 17
Castle Rock/Edinvar	776	4%	57	7%	28	49%	75%	43	50%	28	- 14
Weslo	1,834	9%	88	5%	41	47%	75%	66	50%	44	- 22
*WLHP	944	5%	71	7.5%	35	49%	75%	53	50%	36	- 17
WLC	13,555	69%	930	7%	688	74%	75%	698	75%	698	-
Total/Overall West Lothian %	19,752	100%	1,259	6%	834	66%	75%	944	69%	874	- 70

Appendix 7: Scenario 5 Agreed lets to Homeless

Lets to Homeless Modelling 69% Year 1 & 2 and 50% Years 3, 4 & 5					
	Year 1	Year2	Year3	Year4	Year5
	19/20	20/21	21/22	22/23	23/24
Open Cases	838	772	549	524	566
New Demand	1107	1006	958	913	869
Less loss contacts and refusals	-166	-151	-144	-137	-130
Total Demand	1779	1627	1364	1300	1305
Temp Tenancies					
Lets to Homeless	1007	1078	840	734	678
Total Supply	1007	1078	840	734	678
Open Cases	772	549	524	566	627
Open Cases:					
Temp Tenancies - Council	462	402	384	414	459
Temp Tenancies - RSL	64	56	53	57	64
Temp Tenancies - PSL	105	91	87	94	104
B&B	23	0	0	0	0
Self Accommodation	118	0	0	0	0
Total	772	549	524	566	627

Appendix 8: West Lothian RRTP Action Plan

1. High Level Action: Increase focus on early intervention, prevention and housing options to reduce homelessness



Outcome: working together, people who are in housing need are prevented from becoming homeless through early intervention

	Key Action	Lead	Business as Usual v Transition	RRTP Bid	Target date
1	Develop and implement a West Lothian Housing Options approach to prevent homelessness at first point of contact	Housing Need/RSL	Transition	*	30.3.2020
2	Review all current early intervention and prevention strategies to align with vision	Housing Need	Business as Usual		30.9.2019
3	Develop and implement an Education Programme to identify potential homelessness and actions to raise awareness of homelessness with schools	Housing Need	Transition	*	30.9.2020
4	Develop and implement a) a 'moving on model' for young people leaving care at risk of homelessness b) a new model for young people at risk of homelessness	Soc Policy Housing Need	Business as Usual		30.6.2020
5	Develop and expand mediation services for young people and their families which prevents homelessness due to relationship breakdown	Housing Need	Transition	*	31.12.2019
6	Develop pathways for vulnerable people in transition at risk of homelessness	Housing Need	Business as Usual		30.9.2019
7	Refinement of the Sustainable Housing on Release for Everyone (SHORE) standards and improved joint working with Criminal Justice	Soc Policy /Housing Need	Business as Usual		30.9.2019
8	Identify triggers of homelessness and referral process for people accessing health and social care services	NHS	Business as Usual		30.9.2019
9	Review hospital delayed discharge protocols	Housing Need/NHS	Business as Usual		30.9.2019
10	Review Health and Homeless Service and implement changes	Housing Need	Business as Usual		30.9.2020
11	Complete project with ISD to collate and line homeless data with health and social care data	Housing Need	Business as Usual		30.6.2020
12	Review access to financial advice through West Lothian Advice Shop to focus on early intervention and prevention and implement changes	Anti-Poverty Team	Transition		30.9.2019
13	Communication plan for RRTP	Housing	Transition	*	30.9.2019

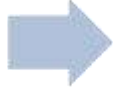
2. HighLevel Action: Improving supply and access to affordable housing options and reducing length of stay in temporary accommodation



Outcome : people in housing need are given a range of housing solutions to find a settled home

	Action Planned	Lead	Business as Usual v Transition	RRTP Bid	Target date
1	Complete the balance of the 3,000 new affordable houses targeted over the period 2012 – 2022.	Housing Strategy/RS Ls	Business as Usual		31.3.2022
2	To seek government grant in 2022/23 and 2023/24 to ensure that a minimum of 300 new affordable homes can be completed each year	Housing Strategy	Business as Usual		31.3.2024
3	Review the council's current allocation policy to enable homeless cases to be rehoused as quickly as possible where all other housing options have been explored	Housing Need	Business as Usual		30.9.2019
4	Review current nomination agreements and S5 protocols between the council and social rented landlords.	Housing Need/RSLs	Business as Usual		30.9.2019
5	Review current rent deposit guarantee scheme	Housing Need	Business as Usual		30.9.2019
6	Develop a partnership approach with local lettings agents and individual landlords. Including the development of a referral process PRS for housing options	Housing Need	Business as Usual		30.6.2022
7	Review current approach to market acquisitions in West Lothian	Housing Strategy	Business as Usual		30.9.2019
8	Provide additional PSL furnished temporary accommodation in the community to reduce B&B Accommodation	Housing Need	Transition		31.3.2021
9	Review use of WLC and RSL temporary accommodation with aim to transition to permanent lets	Housing Need/RSLs	Transition		31.9.2020
10	Increase capacity within temporary accommodation through developing a shared model	Housing Need	Transition		31.3.2021

3. High Level Action: Where homelessness occurs focus housing options to enable households to navigate through the system as quickly as possible



Outcome: people who experience homelessness find a settled home as quickly as possible

	Action Planned	Lead	Business as Usual v Transition	RRTP Bid	Target date
1	Develop and implement a multifunctional Housing Options and Resettlement Service including reviewing roles and processes across all housing services to determine how to improve throughput through greater flexibility and generic working	Housing Need	Transition	*	31.3.2022
2	Develop and implement an on line self-assessment, Housing Need and Homeless assessment form.	Housing Need	Business as Usual		31.3.2020
3	Review the current backlog of open cases to determine housing options to provide a settled home as soon as possible	Housing Need	Business as Usual		30.9.2019
4	Identify open cases where temporary accommodation can be flipped to main stream tenancies	Housing Need	Business as Usual		30.9.2019
5	The council and local RSLs will work together to optimise the rehousing process through the review of current practice and implementing new action required	Housing Need	Business as Usual		30.6.2020
6	The council and local RSLs will improve communication to optimise current nomination agreements.	Housing Need	Business as Usual		31.3.2020
7	Develop processes which enable people to access funds required to be rapidly rehoused	Housing Need	Transition	*	30.9.2019
8	Explore options with the third sector partners to provide employability support to young people who are homeless or at risk of homelessness	Housing Need	Business as Usual		30.6.2020
9	Review and update Health and Homeless Standards for homeless people accessing health services	Housing Need	Business as Usual		30.6.2020

4. High Level Action: Implement actions to ensure people can access the required levels of support



Outcome: People are offered a range of housing options with access to the required services and support options

	Action Planned	Lead	Business as Usual v Transition	RRTP Bid	Target date
1	Implement and monitor new support process for homeless households and those at risk of homelessness to focus assessment on individual needs	Housing Need/Hsg Management	Transition		30.9.2019
2	Create an interim resettlement team to provide low level support/enhance housing management to open cases who are rapidly rehoused as part of the 5 Year transition plan	Housing Need/Hsg Management	Transition	*	30.9.2019
3	Explore models of provision for low level support/enhance housing management required to prevent homelessness across housing services. Identify capacity within existing teams to transition to new approach	Housing Need/Hsg Management	Transition		31.3.2022
4	Review and reconfigure current support provision within the council's homeless units at Blackburn, Strathbrock and Newlands House to meet the rapid rehousing support accommodation requirements	Housing Need	Transition		31.3.2022
5	Review the current domestic abuse refuge provision		Business as Usual		31.3.2022
6	Review all homeless cases estimated as needing 'medium' support against the new social care eligibility criteria to quantify gaps in provision	Housing Need/Soc Policy	Transition		30.9.2019
7	Review current customer journey for assessing wrap around specialist support to fast track referral process for people requiring to be rehoused quickly.	Housing Need	Transition		30.9.2019
8	Establish a Housing First Assessment Coordination Team	Housing Need	Transition	*	31.3.2020
9	Develop a Housing First project for people with addictions	Housing Need	Transition	*	30.6.2021
10	Expand existing and develop new Housing First Model's to meet individual client groups including Addictions, Domestic Abuse and mental Health	Housing Need	Business as Usual	*	31.3.2023
11	Quantify the residential accommodation requirements for adults where housing in the community would not be suitable.	Housing/Soc Policy	Transition		31.3.2021

Data Label: Public