

EAST AYRSHIRE COUNCIL

HOUSING COMMITTEE 22 MARCH 2006

EAST AYRSHIRE COUNCIL'S HOMELESSNESS STRATEGY 2006/2009

Report by Executive Director of Neighbourhood Services

1. PURPOSE OF REPORT

- 1.1 To note and seek approval for proposed expenditure of the funding awarded by the Scottish Executive for 2006/2007 to assist in the delivery of the Homelessness Task Force Recommendations; to advise members of progress in delivering the outcomes of the Council's Homelessness Strategy 2003/2006; and, to submit the Council's Homelessness Strategy 2006/2009 for approval.
- 1.2 To request that the current staffing arrangements be extended until March 2007.

2. BACKGROUND

- 2.1 Since enactment of the Housing (Scotland) Act 2001, and the Homelessness etc (Scotland) Act 2003, funding has been available to implement legislative changes and the recommendations made by the Homelessness Task Force in its final report "Helping Homeless People - An Action Plan for Prevention and Effective Response."
- 2.2 The Homelessness Etc. (Scotland) Act 2003 requires a Ministerial Statement on the abolition of priority need by 2012. As such, the Scottish Executive carried out consultation with local authorities and other partner agencies, and issued a Ministerial Statement in December 2005, which sets out the measures which local authorities and Scottish Ministers have taken and will take in order to ensure that local authorities can reasonably be expected to perform their homelessness duties.

3. HOMELESSNESS STRATEGY 2003/2006

- 3.1 The Council's Homelessness Strategy 2003/2006 has reached the end of its term. A mid term review was reported to Committee in May 2005, however notable achievements since then are recorded within the updated Homelessness Strategy 2006/2009, appended to this report.

4. HOMELESSNESS STRATEGY 2006/2009

- 4.1 The updated Homelessness Strategy 2006/2009 has been developed in partnership with colleagues across the Council particularly in Neighbourhood Services and Education and Social Services, and NHS Ayrshire and Arran. Partners from each of these agencies are involved in a number of initiatives to

improve or develop service responses to homeless people and this strategy recognises the achievements to date, and strives to build upon that success. The draft Strategy document is appended to this report for members consideration and approval.

- 4.2** As in previous years the Scottish Executive has awarded Homelessness Task Force Grant funding of £498,867 to East Ayrshire Council for 2006/2007. A Grant Profile is appended to this report summarising the proposals for expenditure, together with the Local Outcome Agreement, both of which will be submitted to Communities Scotland subject to elected members approval.

5. STAFFING PROPOSALS

- 5.1** The existing staffing arrangements are currently contracted until March 2006. On the basis that continued funding has been secured until March 2007, it is proposed that existing temporary staff contracts be renewed until that time, subject to consultation with the Trade Unions.

6. LEGAL AUTHORITY/IMPLICATIONS

- 6.1** The Council requires to comply with the legislative provisions contained within the Housing (Scotland) Act 2001 and the Homelessness (Scotland) Act 2003 in relation to homelessness

7. POLICY / COMMUNITY PLAN IMPLICATIONS

- 7.1** The updated Homelessness Strategy supports the objectives set out within the Community Plan and the Local Housing Strategy.

8. CONCLUSIONS

- 8.1** The development of the Council's Homelessness Strategy 2006/2009 will consolidate the work already being undertaken by partners in response to homelessness and assist the Council to meet its legal obligations to homeless people, particularly the need to abolish the priority need test by 2012.

9. RECOMMENDATIONS

- 9.1** It is recommended that Members:

- (i) Approve the Council's Homelessness Strategy for 2006/2009 set out in Appendix 1;
- (ii) Approve the proposed expenditure of the Homelessness Task Force Grant as set out in Appendix 2;
- (iii) Authorise the Executive Director of Neighbourhood Services, in conjunction with the Head of Personnel, to submit the staffing

proposals as outlined in Paragraph 5.1 for approval by the Corporate Governance Committee; and

- (iv) Otherwise, note the content of the report.

William Stafford
Executive Director of Neighbourhood Services

CMCA/NT/LA

1 March 2006

LIST OF BACKGROUND PAPERS

- 1. East Ayrshire's Homelessness Strategy 2003 – 2006**
- 2. Helping Homeless People – Ministerial Statement on Abolition of Priority Need by 2012**

Any person wishing to inspect the background papers listed above or requiring further information should telephone 01563 576986 and ask for Nicola Thom.

Implementation Officer – chris.mcaleavey@east-ayrshire.gov.uk

Appendix 1

HOMELESSNESS STRATEGY

FOR

EAST AYRSHIRE

2006-2009

Contents

1	Foreword.....	3
2	Comments and Feedback	4
3	National Policy and the Legal Framework.....	5
4	Local Policy and an Overview of Homelessness within East Ayrshire ..	8
5	Review of Homelessness Strategy 2003 to 2006.....	17
6	The Development of the Homelessness Strategy 2006 to 2009	20
7	The Way Forward.....	20
8	The Strategic Aims of the Strategy.....	22
9	The Homelessness Strategy Action Plan	30
10	Resourcing the Homelessness Strategy	37
11	Glossary	43
12	Bibliography and References	47

1 Foreword

In March 2003, East Ayrshire Council produced its first Homelessness Strategy, in response to the Housing (Scotland) Act 2001, which states that each authority must carry out an assessment of homelessness within its area and prepare and submit to the Scottish Ministers a strategy for preventing and alleviating homelessness.

That first strategy has now come to the end of its term, and this document seeks to advise on progress made by the Council and its partners in meeting the objectives identified as necessary to meet our original strategic aims, namely:

- To prevent homelessness and particularly the need to sleep rough
- To alleviate homelessness that does occur through appropriate, creative, collaborative and user-centred service responses.

Furthermore, this revised strategy allows us to measure our success to date in achieving the objectives of the first strategy and identify further development required to ensure the needs of the homeless population are identified and addressed, to the benefit of all local communities within East Ayrshire.

The Strategy also:

- Explains the National Policy and Legal Framework which governs services for homeless people, or those at risk of homelessness.
- Details key features of the local housing system in East Ayrshire which affects homeless people.
- Details key features of the review of the Homelessness Strategy 2003-2006.
- Describes the strategy development process and details the stakeholders and partners involved in this process
- Outlines the vision, aims and objectives of the strategy
- Sets out the issues and challenges that need to be overcome in order to fulfil the strategy's aims and deliver the strategy's vision.
- Describes the actions that will be implemented in order to achieve the strategic objectives
- Details the resources available to deliver the strategic objectives and assesses the risks attached to the same
- Sets out the process and measures to be used in order to monitor the delivery of the strategy and evaluate the strategy's achievements.

This strategy will continue to develop in response to a dynamic agenda both nationally and locally, and to this end, your feed back and comments are required. Contact information is provided within the strategy for this purpose.

The Council gratefully acknowledges that role that all partners continue to play in the ongoing development and implementation of the strategy.

2 Comments and Feedback

We welcome your feedback and comments on the East Ayrshire's Homelessness Strategy, and we would also like to hear from you if you would like to participate in future consultation or be notified of events undertaken as part of the implementation process.

You can get in touch using a variety of formats. You can write to the address below, complete the on-line feedback form on the East Ayrshire Council Website, telephone, e-mail or fax using the details below:

This document is also available, on request, in braille, large print or recorded on to tape, and can be translated into Chinese, Punjabi, Urdu and Gaelic.

Ma tha sibh airson fiosrachadh fhaighinn ann an cànan sam bith eile, cuiribh brath thugainnaig an t-seòladh a leanas:

اگر آپ یہ معلومات کسی اور زبان میں چاہتے ہیں تو برائے مہربانی نیچے دیے گئے پتے پر ہم سے رابطہ کریں۔

閣下如需要這份資料的其他語言版本，請透過以下的地址與我們聯絡。

ਜੇਕਰ ਤੁਹਾਨੂੰ ਇਹ ਜਾਣਕਾਰੀ ਕਿਸੇ ਹੋਰ ਭਾਸ਼ਾ ਵਿਚ
ਚਾਹੀਦੀ ਹੈ ਤਾਂ ਕਿਰਪਾ ਕਰ ਹੇਠ ਦਿੱਤੇ ਗਏ ਪਤੇ ਤੇ
ਸੰਪਰਕ ਕਰੋ ।

Neighbourhood Services (Housing)
Housing Options
16 College Wynd
Kilmarnock
KA1 1HN

Email : housing@east-ayrshire.gov.uk

T: 01563 554554

F: 01563 576636

East Ayrshire Council's Web-site: www.east-ayrshire.gov.uk

3 National Policy and the Legal Framework

In August 1999 the Scottish Executive appointed a Homeless Task Force to:

“Review the causes and nature of homelessness in Scotland; to examine current practice in dealing with cases of homelessness; and to make recommendations on how homelessness in Scotland can best be prevented and, where it does occur, tackled effectively.”

Summary Of Legislative Changes

The following is a summary of the changes introduced by the Housing (Scotland) Act 2001 and Homelessness etc (Scotland) Act 2003 – it is not intended to be detailed legal advice on the provisions.

Housing (Scotland) Act 2001

- **Section 1** requires local authorities, and their partners, to assess the levels of homelessness in their area and produce homelessness strategies.
- **Section 2** requires local authorities to provide information and advice about homelessness free of charge.
- **Section 3** makes a number of alterations to the Housing (Scotland) Act 1987. These have the effect of:
 - Changing the **definition** of homelessness to ensure that people with reasonable accommodation overseas cannot apply as homeless.
 - Ensuring that people who are assessed as having a priority need and unintentionally homeless are entitled to **permanent accommodation**,
 - Lengthening the period during which people can be assessed as **‘threatened with homelessness’** from 28 days to 2 months.
 - Requiring that anyone who is assessed as homeless has a right to **temporary accommodation** whilst enquiries are made.
 - Requiring that all homeless people are entitled to a minimum of **temporary accommodation, advice and assistance** – the type of advice and assistance to be provided is set out in regulations.
 - Requiring that accommodation offered is **reasonable to occupy and meets any special needs** the applicant may have.
 - Requiring local authorities to have regard to **the best interests of children** in exercising their functions.
- **Section 4** gives applicants the right of **internal review of decision**.
- **Section 5** provides that **Registered Social Landlords** must comply with a local authority’s request to provide accommodation unless there is a ‘good reason’ not to.

- **Section 6** sets out the procedures for **arbitration** where there is a disagreement between the local authority and the RSL.
- **Section 7** gives Ministers the power to issue regulations setting out **minimum terms of occupancy** for persons living in hostels and other short-term accommodation. These regulations have not yet been made.

Homelessness etc (Scotland) Act 2003

Section 1 expands priority need categories to include those currently listed in the 1997 version of Code of Guidance – i.e. all those who are under 18 or who have been subject to harassment or domestic abuse, people under 21 who are vulnerable to financial or sexual exploitation or involvement in substance misuse due to their living circumstances and anyone who is vulnerable as a result of personality disorder, leaving hospital, prison or the armed forces, having suffered a miscarriage or undergone an abortion or chronic illness. This section came into force on 30 January 2004.

Section 2 gives Ministers the power to specify a time from which priority need is to be abolished. Ministers are required to take into account whether local authorities can reasonably be expected to perform their duties before making this change. This section came into force on 30 January 2004.

Section 3 gives Ministers the duty to consult on and publish a statement setting out the measures to be taken to achieve the abolition of priority need. This statement must include a target date for abolition of no later than the end of 2012 and set interim objectives towards the achievement of this target. This section came into force on 30 January 2004.

Section 4 gives local authorities a discretionary power, rather than the current duty, to investigate whether a household is intentionally homeless. The Scottish Executive will work with the Intentionality Sub Group of the Homelessness Monitoring Group to implement the new regime for intentionally homeless households during 2007.

Section 5 and section 6 change the provision given to intentionally homeless households. When these sections come into force, local authorities will be under a duty to grant a short Scottish Secure Tenancy (SST) with housing support to these households. Where this short SST remains in place for a year then the household will be entitled to a full SST. If the short SST fails then the local authority will continue to have a duty to provide accommodation and support, but not to provide a tenancy. However where the applicant is intentionally homeless but also subject to an ASBO or has been evicted for anti-social behaviour in the last 3 years, the local authority is not required to grant a short SST with support but must provide non-tenancy accommodation. The Scottish Executive will work with the Intentionality Sub Group of the Homelessness Monitoring Group to

implement the new regime for intentionally homeless households during 2007.

Section 7 provides that accommodation provided for asylum seekers under the Immigration and Asylum Act 1999 (i.e. NASS accommodation) does not constitute accommodation of the applicants' own choice so does not establish a local connection. This section came into force on 30 January 2004.

Section 8 gives Ministers a flexible power to modify the application of the local connection provisions of the 1987 Act. This power can be exercised in a variety of ways – local connection can be suspended altogether, and reactivated again or it can be applied differently between certain local authorities or for certain categories of applicant. The Bill requires that Ministers consult on and make a statement setting out the circumstances in which, and the criteria by reference to which, the power is to be exercised. The Scottish Executive will consult on and implement changes to local connection rules during 2006.

Section 9 gives Ministers the powers to specify accommodation that is NOT suitable as interim accommodation. This section came into force on 30 January 2004. An order laid under this section specifying unsuitable temporary accommodation and the exceptional circumstances in which it may be used came into force in December 2004.

Section 10 amends various parts of the 1987 Act to replace references to domestic “violence” with references to domestic “abuse”. This enables consistency with the wording in section 25 and extends the references to include behaviour other than physical violence. This section came into force 30 January 2004.

Section 11 requires landlords to notify the relevant local authority when they raise repossession proceedings. The Scottish Executive will ensure that this section is brought into force by the end of 2006.

Section 12 requires that sheriffs should consider reasonableness in repossession proceedings where rent arrears are due to delay or failure in Housing Benefit. This section came into force in July 2004.

To facilitate the development of homelessness strategies and related improvements in services for homeless people at local level, the Scottish Executive has issued a number of guidance papers and regulations. These include guidance on:

- Assessments of homelessness (September 2001).
- The form and content of homelessness strategies (March 2002).
- The form and content of advice and information to be provided (March 2002).
- Developing Health and Homelessness Action Plans as integral parts of local health plans (September 2001).

- Ministerial Statement on Abolition of Priority Need by 2012

4 Local Policy and an Overview of Homelessness within East Ayrshire

Local Strategic Agenda

Strategic and operational planning in East Ayrshire is set within the context of the East Ayrshire Community Plan 2003-2015. This overarching framework sets out the strategic priorities for partners within the Council area for the next twelve years, and has at its heart, the following vision:

“East Ayrshire will be a place with strong vibrant communities where everyone has a good quality of life and access to opportunities, choices and high quality services, which are sustainable, accessible and meet people’s needs.”

The East Ayrshire Local Housing Strategy (LHS) is a key strand of the community planning framework, and will contribute towards fulfilling this vision. Therefore, it is guided by the same principles, addresses the same challenges, and seeks to assist in fulfilling the key aspirations around which the plan has been developed.

The LHS vision is that everyone in East Ayrshire should be able to:

- Live in a safe, attractive & sustainable community
- Access quality housing
- Afford a property that meets their needs and aspirations
- Achieve independent living

Sitting alongside the Local Housing Strategy, within the Community Planning framework, are a range of key strategic documents, and the Local Housing Strategy must ensure it provides coherent links between its proposed actions and the outputs stated within each of these complimentary plans.

- **Homelessness Strategy for East Ayrshire 2006-2009**

This updated strategy follows on from the first East Ayrshire Homelessness Strategy that was produced in March 2003 in response to the Housing (Scotland) Act 2001, which states that each authority must carry out an assessment of homelessness within its area and prepare and submit to the Scottish Ministers a strategy for preventing and alleviating homelessness.

- **East Ayrshire Supporting People Strategy 2003-2008**

The Supporting People Programme was implemented in April 2003. The aim of the programme is to deliver high quality and strategically planned

housing-related services, which are cost effective and reliable, and complement existing care services.

- **East Ayrshire Joint Community Care Plan 2001-2004**

The Community Care Plan takes a broad strategic view of the needs of vulnerable people in East Ayrshire, and establishes how these needs are going to be met and delivered.

- **Joint Futures Planning Agreements**

The Joint Futures Agenda brings together Housing, Health and Social Work partners to identify and prioritise what needs to be done to meet needs of Community Care Groups, and to plan, co-ordinate and deliver action and resources to meet these identified priorities.

- **Land Use Planning**

As housing requirements account for a high proportion of the demand for development land, the Local Housing Strategy will inform, and be consistent with, the adopted East Ayrshire Local Plan and the Ayrshire Joint Structure Plan.

- **Equal Opportunities**

East Ayrshire Council is committed to ensuring equal opportunities and recognises its obligations to promote and mainstream equalities through all areas of policy and service development and practice, and the related monitoring of needs and outcomes, as required by the Scotland Act 1998 (Schedule 5) and related equalities guidance. The Council has adopted as its key values Quality, Equality, Access and Partnership, and in serving the people of East Ayrshire, it seeks to strive for a society based on equality and equal opportunities.

Further, the Local Housing Strategy is supported by a number of strategies or action plans that have been developed to deliver specific objectives and tackle particular priority issues. These can be accessed separately, and should be read in conjunction with this document.

- **Tenant Participation Strategy 2004**

The Tenant Participation Strategy was developed by East Ayrshire Council and its tenants. The process was facilitated by the Tenants Information Services (TIS). The strategy complies with the requirements of the Housing (Scotland) Act 2001. The strategy is designed to promote and develop tenant and resident participation in all the estates managed by the Housing Service.

- **Fuel Poverty Strategy**

The Local Housing Strategy considers how the Council will meet the Scottish Executive's requirement of eliminating fuel poverty by 2016. The development of a Fuel Poverty Strategy alongside the Local Housing Strategy, will facilitate this objective and will fulfil the requirements of the Home Energy Conservation Act 1995 (HECA), which designated all Scottish Local Authorities as energy conservation authorities and placed a duty on them to devise strategies that would result in significant

improvements of the energy efficiency of housing stock over the next 10-15 years.

- **Housing Information & Advice Implementation Plan**

The provision of quality housing information and advice is a key resource in enabling individuals to make informed decisions about their housing options, whilst protecting their rights. The East Ayrshire Housing Information and Advice Implementation Plan provides a focus for improving the coordination and quality of housing information and advice service throughout East Ayrshire.

- **Private Rented Housing Sector Action Plan**

The private rented sector is widely acknowledged to play an important role within any balanced housing system, offering alternative provision for those unable, or unwilling, to access either the social rented or owner occupied sectors. The East Ayrshire Council's Private Rented Sector Action Plan sets out the actions that will be delivered to improve the supply, quality and management of the private rented housing sector.

- **Anti Social Behaviour Strategy**

The Antisocial Behaviour Strategy for East Ayrshire aims to demonstrate to everyone in the Local Authority area that their Council, Strathclyde Police and our Community Planning partners are fully committed to dealing with antisocial behaviour to ensure that our communities are safe and attractive places where people want to live and work.

Housing Supply

The impact of the supply of housing across the Authority area is an important feature in the prevention and alleviation of homelessness. In some areas there are shortages of affordable housing for rent while in other areas there is plenty of housing but it is of poor quality, of the wrong size or in places where people do not want to live. In order to ensure that the housing dimension of homelessness is to be tackled effectively then it will be necessary to address the very different problems of high demand and low demand areas.

In both types of area it is anticipated that the gradual expansion of priority need category will give rise to additional pressures over the next decade as the duty to provide permanent accommodation is extended.

The East Ayrshire Local Housing Strategy (2004-2009) sets out the way in which these issues will be tackled in East Ayrshire to create balanced Communities. In this way, the objectives of the homelessness strategy rely on the successful implementation of the Local Housing Strategy action plan.

Ensuring an adequate supply of affordable housing is delivered in a variety of ways across tenures is a key objective of the LHS. This will be achieved through improved access to a strengthened, well regulated private rented sector; an increase in the number of new build affordable houses for sale and

rent; and increasing demand for social rented housing through improving the quality of the housing stock and the environment in which the stock is located.

Local Statistics

East Ayrshire is a mixed urban and rural authority with some 120,250 residents (*East Ayrshire by Numbers, East Ayrshire Council, 2003*). It covers a significant area and a diverse range of urban and rural settlements. Kilmarnock in the north, with a population of around 43,600 is the largest town and has a range of smaller settlements clustered around it. Cumnock, in the south, is the second largest town with a population of 9,358 and is surrounded by more dispersed and rural settlements than is the case in the north of the area.

The settlement distribution within the area, along with its geography, transport links and employment base, affects the economy. Settlements such as Stewarton, with a population of 6,582 and the third largest town in the local authority area, has for example, links to the Glasgow commuter market, reflecting easy access to main roads.

Number of applications

Not all homeless people will present to the local authority as homeless and local authorities find a proportion of applicants not in fact to be homeless in terms of the existing legislation. Nevertheless, presentations as homeless still represent the best source of information to compare trends over time.

- In the 3 years between 2001/02 to 2004/05, homelessness presentations to East Ayrshire Council increased by **68%** from **704** applications to **1184**. The average rise across Scotland for the same period was **23%**.

Reasons for applying

- In East Ayrshire, as elsewhere, the key cause of homelessness is that friends or relatives are no longer willing or able to accommodate. This was the case for **34% (399)** of all applicants in 2004/2005, compared to **35%** across Scotland.
- Disputes with partners are also a significant cause of homelessness both in East Ayrshire and across Scotland, and in a significant proportion of cases violence is involved. In 2004/2005 violent relationship breakdown accounted for **10% (123)** of all applications to East Ayrshire Council (the comparable figure Scottish wide was **9.3%**; while non violent relationship breakdown accounted for **9% (115)** of all applications, (the comparable Scottish figure was **11.7%**).
- Loss of private sector tenancy, as a reason for homelessness accounts for **7% (87)** of applications within East Ayrshire, (the comparable Scottish figure was **8%**)
- Discharge from prison caused homelessness for **7% (87)** of applications, (the comparable Scottish figures was **6%**).

- Homelessness due to eviction for rent arrears, across all sectors has increased from **3.15% (30)** in 2002/03 to **4.2% (50)** in 2004/05, compared with **3%** in 2004/05 across Scotland.

Number of applications by age and household type

The breakdown of applications within East Ayrshire, by age and household type, does not differ dramatically from national patterns, as demonstrated below. By far the highest percentage of applications are from single male applicants.

	East Ayrshire		Scotland %
Single Male	466	43%	41%
Single Female	208	19%	21%
Single Parent Male	12	1%	3%
Single Parent Female	253	23%	21%
Couple without children	60	5%	5%
Couple with Children	64	6%	5%
Other household without children	20	2%	2%
Other household with children	8	1%	2%

Households applying as homeless by household type 2004/2005

	East Ayrshire	Percentage
Single Male 16/17 years	39	3%
Single Females 16/17 years	51	4%
Single Male 18 – 24 years	159	13%
Single Females 18 – 24 years	73	6%
Single Male 25 – retirement age	320	27%
Single Females 25 – retirement age	95	8%

Households applying as homeless by age group 2004/05

Repeat applications

In 2004/05 applicants reassessed as homeless/potentially homeless within 12 months of a previous application being closed was **12%** within East Ayrshire, compared to **8%** across Scotland.

Assessment decisions

It is essential to measure the outcomes secured for homeless applicants in order to quantify service delivery and identify gaps. Outcomes of particular interest are:

- East Ayrshire assessed a higher proportion of applicants as homeless or potentially homeless than was the case Scottish wide. In 2004/2005, the respective figures were **78% (827)** for East Ayrshire, compared to the Scottish average of **73%**. In 2002/2003, **713** applicants were assessed as homeless or potentially homeless, which was **75%** of all homeless applications.

- Of those found to be homeless, East Ayrshire assessed a lower proportion of applicants as priority homeless or potentially priority homeless – **68% (560)** for East Ayrshire in 2004/2005, compared with **75%** throughout Scotland. In 2002/2003, of the **424** applicants assessed to be homeless or potentially homeless, only **45%** were in priority need.
- In 2004/05, **309** single applicants were assessed as priority homeless within East Ayrshire. This equates to **52%** and is lower than the Scottish figure of **63%**.

Action taken by assessment decision and Outcomes achieved

- In 2004/05, **82% (458)** of priority homeless applicants were offered permanent accommodation, compared with **72%** throughout Scotland. This achieved an outcome of securing permanent accommodation for **76%** of priority households, compared to the Scottish figure of **69%**.
- **23%** of non priority applicants were offered permanent accommodation by the Council, compared with **10%** throughout Scotland. This, coupled with advice, information and assistance beyond discharge of duty helped achieve an outcome of securing permanent accommodation for **39%** of Non Priority households, compared to the Scottish figure of **13%**. These numbers are particularly significant, given the new duty imposed by the Housing (Scotland) Act 2001, to ensure that temporary accommodation is provided for applicants assessed to be homeless, regardless of priority need and that advice and assistance is offered to maximise access to a housing option. Of the **165** applicants assessed as having no priority need in 2000/01, only **1%** secured accommodation.

Length of time between application and last action by assessment decision

The length of time taken to conclude a homeless application, and the outcome from the last action taken by the authority are crucial elements of the reporting mechanisms.

Completion time – Priority Homeless (Scottish Figures in Brackets)					
	Within 1	1 to 2	2 to 4	Over 4	Total
	Month	Months	Months	Months	
All Applications	127	141	106	67	441
All last actions	29%	32%	24%	15%	100%
	(14%)	(18%)	(29%)	(39%)	(100%)
Perm accom offered	18%	21%	20%	12%	71%
	(6%)	(12%)	(23%)	(30%)	(72%)
Temp accom offered	5%	2%	1%	1%	9%
	(3%)	(1%)	(2%)	(2%)	(8%)
Referred to other LA	0%	1%	0%	1%	2%
	(0%)	(0%)	(0%)	(0%)	(1%)

Advice and assistance	1%	1%	0%	1%	3%
	(2%)	(2%)	(2%)	(2%)	(8%)
Other	2%	2%	1%	1%	6%
	(2%)	(2%)	(2%)	(3%)	(10%)

Completion time – Non - Priority Homeless (Scottish Figures in Brackets)					
	Within 1	1 to 2	2 to 4	Over 4	Total
	Month	Months	Months	Months	
All Applications	173	62	27	6	268
All last actions	65%	23%	10%	2%	100%
	(41%)	(36%)	(16%)	(7%)	(100%)
Perm accom offered	9%	8%	5%	1%	23%
	(3%)	(3%)	(3%)	(2%)	(10%)
Temp accom offered	39%	5%	3%	1%	48%
	(12%)	(10%)	(5%)	(2%)	(29%)
Referred to other LA	0%	1%	0%	1%	2%
	(0%)	(0%)	(0%)	(0%)	(1%)
Advice and assistance	11%	3%	1%	0%	15%
	(23%)	(21%)	(7%)	(3%)	(54%)
Other	2%	1%	1%	0%	4%
	(2%)	(2%)	(1%)	(1%)	(6%)

Households in temporary accommodation

Temporary accommodation is available to all homeless people as required, whilst assessment of their application is carried out and whilst awaiting identification of a housing option.

Since 2002, hostel accommodation has been used to accommodate mainly single people, although in certain circumstances, families are accommodated within the hostels as required. In 2001/2002, a total of **105** children were admitted to the local authority hostels. In 2004/2005 **168** children came into homelessness services, however only **47** remained within the hostels for longer than 2 weeks.

	LA Accom	Hostel	B&B	Other	Total
EA(Number)	42	27	2	Nil	71
EA	59%	38%	3%	0%	100%
Scotland	56%	22%	21%	1%	100%

Total number of households in accommodation as at 31 March 2005

Households with children in temporary accommodation

The Unsuitable Accommodation Order stipulates the type of accommodation that is suitable for families with children, or pregnant women. As such, East Ayrshire's policy is to ensure that such applicants are offered a furnished flat within 14 days of entering temporary accommodation, with specific exceptions.

	LA Accom	Hostel	B&B	Other	Total
EA(Number)	19	1	Nil	Nil	20
EA (Percentage)	95%	5%	0	0	100%
Scotland	84%	5%	7%	4%	100%

Total number of households in accommodation with dependant children as at 31 March 2005

Characteristics of applicants placed in hostel accommodation

Ongoing assessment of health and support needs of homeless people accommodated within the hostels indicates that many people have needs that exceed their need for accommodation.

A "household" is defined as all individuals who are included on a homeless application for rehousing. In 2001/02, the hostels admitted **199** households for accommodation. In 2004/05 this had increased to **487** households. Of those admitted in 2004/05:

- **312 (64%)** were assessed as having additional needs:
- Drug issues were recorded in respect of **175 (36%)** admissions.
- Alcohol issues were recorded in respect of **76 (16%)** admissions.
- Mental Health issues were recorded in respect of **61 (13%)** admissions.

Against the background of complex and multiple needs, there were indications of constraints on access to support and health care:

- Applicants were recorded as having no GP in **138 cases (28%)** of all admissions. In 2001/02 this was recorded as **33%** of cases. Standard practice within temporary accommodation now ensures that all homeless people can access primary health care.
- Applicants were recorded as having no social work involvement in **83%** of all admissions. In 2001/02 this was recorded as **63%** of cases.

Applicants assessed as intentionally homeless

Extent and nature of intentionality decisions and household characteristics

Of those assessed as priority homeless in 2004-05 **19.8% (113)** were classed as intentionally homeless. This area demonstrated a high number of intentionality decisions compared to the Scottish average of **2%**. Over half (59) were households with children.

This breaks down as
 47 single people
 46 single parents
 13 households with children
 7 childless couples.

Final outcomes for intentionally homeless households 2004-05

A local authority tenancy was offered and accepted by **58 cases (51%)** in 2004-05. Twelve returned to previous accommodation, 8 moved in with another household, 7 accepted RSL accommodation, 1 an RSL hostel, 4 a private sector tenancy, 7 made arrangements with friends or relatives, and in 16 cases the outcome was unknown.

East Ayrshire records a high number of cases where the final housing outcome was associated with support (in **69** or 61% of cases in 2004-05). This reflects the relatively high percentage of households assessed as intentionally homeless who were offered and accepted a local authority tenancy in that area, and the introduction of the policy of tenancy support.

Use of Short Scottish Secure Tenancies (SSST)

Those deemed intentionally homeless are offered accommodation, usually a SSST with support. This has been the norm in this authority for some time in recognition of the need to break the cycle of repeat homelessness and seek a sustainable housing solution for all homeless applicants. Those who are homeless but not in priority need are likely to be made an offer of an SST or an SSST through the allocations system, after a support assessment.

Estimating Future Levels Of Homeless Presentations And Demand For Temporary and Permanent Accommodation In East Ayrshire

Table 1. Trends in Homelessness Presentations - 1998/99 to 2004/05 for East Ayrshire and Scotland

Area	1998/99	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05	% increase 1998/99 to 2004/05
East Ayrshire	815	662	658	703	950	1,017	1,184	45%
Scotland	45,723	46,023	45,004	46,540	51,956	56,385	57,020	25%

Unlike the case across Scotland on average, where homelessness applications have shown fairly consistent trends in recent years, little discernible patterns are evident in East Ayrshire, save an upward trend since 2001/02. As shown above, homeless presentations to East Ayrshire Council have risen by **45%** since 1998/99 compared to an increase at Scottish level of **25%**.

It was unsurprising that homeless presentations would rise post October 2002, with the commencement of the new duty to provide all those assessed as homeless with temporary accommodation. Increases in presentations were primarily from single people, the household type most likely to be

assessed as not in priority need and thus previously having no entitlement to temporary accommodation. In East Ayrshire where we have seen a continuing trend in single people constituting the majority of homeless applicants, single applicants accounted for **617** applications in 2002/03 compared to **674** in 2004/05, an increase of **9%**.

The abolition of Priority Need

The Scottish Executive has legislated for the abolition of the priority need assessment by 2012. In order to prepare for this, a formula was developed by the Scottish Executive which would indicate to authorities the demand that could be expected, against the supply of social rented housing. The formula projects that in 2007, **25.4%** of all new social rented tenancies will be required to meet the demand from homeless people, and in 2011, this will rise to **31.1%**

Using this formula, the following projections have been established in East Ayrshire:

	2003	2007	2011	Increase from 2003 - 2011
No. of homeless households	801	833	841	4.9%
No. in priority need	455	649	841	85%
No. needing social housing	298	435	559	87%

5 Review of Homelessness Strategy 2003 to 2006

In 2005, a review of progress made in terms of the previous Strategy was carried out. A full report detailing the findings of this review can be found on East Ayrshire Council's website. Notable achievements include:

Aim 1: Improving the response to homelessness in East Ayrshire through the provision of a dedicated and effective homelessness service.

- An operational staffing and monitoring framework has been established and performance measured via a group of local performance indicators. Analysis of those indicators have allowed resources to be focused to respond to emerging issues, e.g. Lost Contact of applicants has reduced from **27%** in 2004/2005 to **13%** within 2005/2006.
- The provision of housing support to those who are homeless or are at risk of homelessness has been established within the Tenancy Support Team, and performance is measured via a group of local performance indicators. Since the formal review, an assessment of needs matrix has been introduced to further enhance performance reporting mechanisms. An example of the success of the team includes the reduction in repeat homelessness, from **23.16%** in 2002/03, to its current level of **9.6%** by Quarter 3 2004/2005.
- A programme of training for all front line staff, in the provision of effective information and advice is well established. In line with guidance, **40** staff members have completed National Standards Training in the provision of Information and Advice.
- In order to equip staff with the skills to deal with a broad spectrum of applicants, a training programme including Child Protection, Mental Health Awareness, Drugs Awareness and Domestic Abuse has been delivered to **all staff** within homeless services.

- A structured approach has been adopted in collating the views of service users and to strive toward ensuring that those views are integrated into the monitoring and evaluation process. Views are collated via service user groups, resident's fora, exit surveys etc. Feedback from those groups indicated that **100%** of residents felt safe and comfortable within the hostels, and **96%** were satisfied with the privacy afforded to them.

Aim 2: Prevention of Homelessness within East Ayrshire

- Housing management practices across East Ayrshire have been assessed for their impact on homelessness, in terms of the Single Regulatory Framework.
- A range of literature has been produced to improve the provision of written information for tenants that highlights their rights and responsibilities and where to access assistance to avoid tenancy failure. Further initiatives are nearing completion, namely an educational video for young people and an accompanying information leaflet by 31 March 2006.
- The process for allocating void houses has been amended to increase access to housing at an earlier stage, for those due for hospital discharge or prison liberation. As a result, homeless presentations from those leaving hospital has decreased from **1.79%** to **0.8%** between 2002/03 and 2004/05. Furthermore, an outreach service has been established within HMP Kilmarnock to offer assistance to those threatened with homelessness at point of liberation. This service is offered by East Ayrshire Council on behalf of **all Ayrshire** authorities.
- Housing education for young people has become an integral part of the 4th year curriculum within **all local schools**. High satisfaction rates are reported from pupils in relation to the content of information provided.

Aim 3: To ensure the provision of information and advice on homelessness and its prevention is accessible, consistent and co-ordinated.

- East Ayrshire's Health and Homelessness Implementation Group has been established to oversee implementation and partnership arrangements relative to the Strategy and the NHS Ayrshire and Arran Health and Homelessness Action Plan. This multi agency group includes Housing, Health, Social Services and the Voluntary Sector membership.
- A multi agency training programme has been established to raise awareness of the needs of the homeless population, and highlight partners' involvement in homeless prevention.
- The provision of a one stop shop, for housing advice and information has been established within Kilmarnock. Since Housing Options became operational **3540** visits to the office have been recorded between April 2004 and December 2005 . These include requests for homelessness advice, tenancy support and general housing advice.

Aim 4: To improve the crisis response and action to alleviate homelessness and establish positive routes out of homelessness.

- The supply and range of temporary accommodation has been developed to include **53** furnished flats across East Ayrshire. This

includes newly developed arrangements with landlords from within the private sector.

- Short Scottish Secure Tenancies have been established to assist in the provision of a housing option for all homeless applicants.
- The needs of children affected by homelessness have been addressed via a partnership approach – Children’s Learning, Health and Supported Play (CLHASP). Chaired by East Ayrshire Community Health Partnership(CHP), and involving Housing, Social Services, Health Visitors, School Nurses and Learning Partnership Coordinators on the core group, this initiative ensures that the personal, emotional and educational development of children is not mitigated by homelessness.
- Access to a range of services has been developed including health, employment, and training opportunities. From 2003 to 2005, **202** people have been assisted by the Tenancy Support Team to access or sustain employment and/or training facilities.
- A rent deposit guarantee scheme has been developed to assist homeless people access the private sector as a housing option.
- A private sector landlord forum has been established to improve links with local landlords.
- Furnished tenancies are provided to homeless people, funded by the Scottish Executives Furnished Tenancies Grant. To date, **657** such tenancies have been created.
- Local RSLs have agreed to a protocol which increases access to their housing stock by homeless people.

Aim 5: To ensure the health needs of homeless people are identified and addressed.

- A comprehensive assessment of health needs was completed by Ayrshire and Arran Health Boards and findings published in April 2005. This assessment has allowed services across Ayrshire to respond to the unmet needs of this client group.
- The aims and objectives within the Homelessness Strategy and the Health and Homelessness Action Plan are cohesive and a joint approach is taken on all actions. Within the last year, East Ayrshire Community Health Partnership (CHP) and East Ayrshire Council have jointly funded the post of Health Visitor for the homeless population whose role it is to address service user needs and coordinate service responses.
- The use of Single Shared Assessment (SSA) has been introduced for homeless people. Further planned developments include refresher training for all relevant staff and expansion of the use of SSA to other vulnerable client groups within the community.
- The provision of a healthy breakfast for all homeless people within hostel accommodation is currently provided by East Ayrshire CHP. Furthermore, the CHP also funds a healthy eating initiative within the hostels. Provided by the Tenancy Support Team, advice is given on the preparation and choices required for a healthy diet.

6 The Development of the Homelessness Strategy 2006 to 2009

An underpinning element of East Ayrshire Council's strategy is to clarify the ways in which joint working will be further strengthened in order to respond better to the needs of people threatened with homelessness and those who become homeless, in East Ayrshire. The strategy builds on the foundation of an assessment of homelessness carried out in East Ayrshire in 2001, which was commissioned jointly by the local authority, Communities Scotland and NHS Ayrshire and Arran.

A key element of the assessment was that service users were consulted on current provision and priorities for improvement, as were partner providers in the statutory and voluntary sectors.

The assessment process and the development of the strategy brought about additional benefits, including:

- a shared understanding of the causes, extent and nature of homelessness locally;
- a shared assessment of service responses to homelessness which identified priorities for action;
- a review of homelessness-related policies and plans produced by the local authority and partner agencies and the linkages between these;
- the foundation for a partnership approach to addressing the prevention and alleviation of homelessness – both strategically and operationally.

The Consultation Process

In order to ensure all stakeholders were in agreement with the proposals contained within this strategy, extensive consultation was carried out across partner agencies. A full list of those invited to respond to the consultation is shown as **Appendix A**.

7 The Way Forward

The partnership approach favoured during development and implementation of the original Strategy, has afforded us the opportunity to strengthen knowledge of services offered to homeless people, and allowed services to be tailored to the needs of the homeless population. This approach will continue to be developed and strengthened across existing and new partners.

Implementation

Responsibility for delivering the East Ayrshire Homelessness Strategy actions will be shared between the members of the Health and Homelessness Implementation Group, comprising staff from Housing, Health, Social Services and the Voluntary Sector. This process is structured to ensure that the information and resources held by key stakeholders are fully utilised.

Monitoring and Evaluation

East Ayrshire partners recognise the value of monitoring the outcomes of homelessness and service responses including both hard and soft outcomes.

To this end we have developed a framework that is corporate and inter-agency, and focuses on the outcomes of homelessness service interventions and tenancy outcomes.

This has been achieved by:

- exit questionnaires for people leaving hostels
- monitoring tenancy outcomes through post allocation visits for new tenants
- extensive analysis of a set of monthly performance indicators to direct service gaps and responses.
- the automatic referral to support staff with a monitoring role to enable improved monitoring and follow on support outcomes through home visits and 'drop-in' facilities
- monitoring lengths of stay in temporary accommodation for different household types

Evaluation makes full use of monitoring information and also involves service users in service evaluations through for example:

- written consumer satisfaction surveys for hostel residents and homeless applicants
- establishing and supporting hostel residents meetings or a residents' forum
- management meetings with user groups
- developing a consultative group, or groups of homeless and/or formerly homeless people to enable user participation in strategy development
- forming and supporting a user group to enable user participation in the audit or monitoring of services.

Evaluation of the strategy will also take full account of standards set out in Performance Standards for social landlords and homelessness functions, published jointly by CoSLA, Communities Scotland and the Scottish Federation of Housing Associations.

Reviewing the strategy

A review framework has been established and is serviced by East Ayrshire Council's Housing Service. Its remit will be to:

- monitor the implementation of the Strategy and Implementation Plan
- take account of legislative changes that require further development of the strategy and of service responses to homeless people
- to assess constraints and opportunities impinging on goal achievement and the required resources and new approaches required for success
- to monitor demands and trends and to report on these to relevant stake-holders

The Strategy will be monitored regularly throughout its period to ensure its implementation and to measure its success. This will enable services to respond as appropriate.

Structures for Monitoring and Evaluation

Health and Homelessness Implementation Group (HHIP)

The Health and Homelessness Implementation Group will implement all actions within the Homelessness Strategy and the Health and Homelessness Action Plan.

Progress made in terms of the Homelessness Strategy will be reported to the Senior Management Team within the Housing Service, whilst progress in terms of the Health and Homelessness Action Plan will be reported to the NHS Ayrshire and Arran.

Committee Reports

Committee reports will be produced for the Council Housing Committee as required, as will reports for the Management Board of NHS Ayrshire and Arran.

Progress Reports, Newsletters and Website

The annual progress report will be circulated to key stakeholders, and will be posted on the East Ayrshire website.

Communication and Consultation

Communication of the strategy is another vital element to ensure its successful delivery. Effective communication will encourage and develop the continued involvement of key partners, staff and communities so that they can make their full contribution to realising the strategy. A rolling consultation and media plan will be developed to support this process.

8 The Strategic Aims of the Strategy

In setting out aims, objectives and proposed actions, the East Ayrshire partners endorse the Homelessness Task Force position that homelessness will not be solved overnight and that a concerted, co-ordinated and focused partnership will be required, involving statutory and voluntary agencies and the private sector.

Whilst developing the Strategy, the Council recognised the target of ensuring that all homeless households are able to access permanent accommodation by 2012. All partners involved within the development and implementation of this strategy are committed to achieving this target. However, it was also agreed that whilst this Strategy would seek to work toward this target, the lifespan of this Strategy (2006 – 2009) would allow East Ayrshire to set the foundation to make the 2012 target achievable. For example, by building extensive supportive networks and assistance in the prevention of tenancy breakdown, we aim to prevent homelessness from occurring at current levels.

Toward the end of the lifespan of this Strategy it is anticipated that homelessness will be reduced within East Ayrshire. As such, local partners will reassess homelessness within the area and develop actions to respond to the needs of homeless people at that time, with the aim of providing all homeless people with access to permanent accommodation.

Guiding principles

The guiding principles underpin all aspects of the Strategy and these are:

- to equalise opportunities for those affected by homelessness and to maximise their participation in the process of strategy implementation;
- to develop a holistic, user-centred, approach to meeting the particular needs of homeless people and to tackling prevention.
- to meet statutory duties, implement best practice and ensure best value.
- to develop our response reflectively - through monitoring, evaluation and review to build on experience and service users' views.
- to work jointly with partners to deliver a quality, seamless, user-centred service.

Strategic Aims

- **To maximise the prevention of homelessness in East Ayrshire.**
- **To improve the crisis response to help alleviate the effects of homelessness.**
- **To assist homeless people to resettle effectively and establish positive routes out of homelessness.**

Objectives have been developed under each of the three strategic aims which detail how we and our partners will set about delivering that aim.

Aim 1: To Maximise the Prevention of Homelessness in East Ayrshire.

Strategic Objective 1 (SO1): To ensure the housing and support needs of homeless people are identified.

- As part of the ongoing implementation of the Local Housing Strategy, a comprehensive Local Housing System Analysis is being undertaken. This exercise will ensure assessment of unmet need across the client group. (A1)
- Whilst the Local Housing System Analysis (LHSA) will identify the local housing needs, the Supporting People Strategy will identify local support needs. It is essential therefore that robust mechanisms of reporting unmet need are established in order for services to be identified to respond. (A2)

SO2: To ensure the provision of effective information and advice that minimises the risk of homelessness.

- East Ayrshire Council and its partners have developed a Housing Information and Advice Action Plan which incorporates all aspects of this objective, including staff training, provision and mechanisms of information tools, and partnership working. (A3)

SO3: To develop services tailored to the particular needs of those at high risk of homelessness.

- In recognising that young people are at risk of homelessness, a comprehensive programme of housing education has been established for 4th year pupils within the Personal and Social Education (PSE) curriculum. Focussing on the pros and cons of leaving home, the housing options available to young people with associated costs, and the rights and responsibilities that apply to

each option; the course has proven to be popular amongst young people. Future developments will be to strengthen the use of other teaching tools, i.e. video and leaflets, as well as considering the merits of peer education. This type of education be extended to other client group settings, for example within children's homes, youth groups etc. (A4)

- An outreach service is well established within HMP Kilmarnock with the aim of preventing homelessness at point of liberation. The service is complemented by the provision of the Rough Sleepers Initiative funded support service which is currently under contract renewal arrangements. As part of the recently developed Throughcare Centre within the prison, incorporating many visiting agencies, the provision of information and advice and referral to all services is coordinated and monitored effectively. This will be established on appointment of the successful contractor for the RSI project, and will further develop a housing issues awareness programme as part of the current induction for new prisoners. (A5)
- The needs of Looked After and Accommodated Children, or ex children in care are identified and addressed within East Ayrshire's Children's Service Plan. However, work will be undertaken to ensure that protocols are in place with partner agencies to ensure all needs of such children are addressed with a view to homeless prevention and continuity of service provision. (A6)
- Whilst East Ayrshire is not a recognised settlement area for Asylum Seekers, increasingly new Migrant Workers are approaching the Council for assistance. It is essential therefore that policy is defined and procedures are in place for staff guidance to ensure compliance with legislation. (A7)
- Following the Health and Homelessness Needs Assessment (2004) a further assessment of Single Homeless Addictions Pathway Evaluation (SHAPE) is currently underway. This two year study will analysis the needs of single homeless people who have addiction or mental health issues, or co-morbidity, to assess how well services respond to their needs. The study itself will involve a literature review, both nationally and locally, and include service user interviews throughout the period of the study. This will require a robust monitoring and tracking system across all partners to ensure contact with the service user until the conclusion of the study. This initiative is jointly funded by North, South and East Ayrshire Councils as well as NHS Ayrshire and Arran. (A8)
- Section 11 of the Homelessness etc (Scotland) Act 2003, requires landlords to notify the council of any legal proceedings taken against a tenant that could lead to eviction. The council, subsequently, is required to respond to this information with a view to prevent the risk of homelessness materialising. It is proposed that services to carry out this work are developed concentrating on mediation, negotiation and advocacy between both tenant and landlord. (A9).
- The Mortgage to Rent Scheme has been operational within East Ayrshire since 2005. The scheme allows those who are experiencing mortgage difficulties to seek assistance from the Council and its partners with a view to converting the mortgage to a rented property, thus preventing the family's relocation and homelessness. Now that

the scheme is established, there is a requirement to raise its profile to encourage those affected to seek assistance sooner. (A10)

- A protocol will be developed with the Police to establish the steps to be taken when an illegal eviction is suspected. This will draw on the mediation and advocacy service noted above. (A11)

SO5: To reduce levels of youth homelessness caused by family breakdown.

- Many young people who present as homeless, due to family breakdown, ultimately end up returning home either before or after alternative housing has been identified for them. It would therefore be mutually beneficial to assist the reconciliation process within the family and we will develop a robust family mediation service. (A12)

Aim 2: To improve the crisis response to help alleviate the effects of homelessness.

SO6: To respond to the needs of the homeless population by offering a range of temporary housing options.

- The Council has recently leased three properties from partners within the Private Rented Sector for use as temporary accommodation for homeless people. We will establish ten such properties and evaluate merits and success of this initiative, prior to considering further expansion. The properties are sought in areas where public sector stock is limited, or where certain house types/size can be difficult to attain. (A13)
- Local RSL partners will be approached to provide property that can be used for temporary accommodation. Again this will enhance the range of options available to homeless people and assist the Council in making the most appropriate offer of temporary accommodation to comprehensively meet the needs of the applicant. (A14)
- Following reconfiguration of both St Andrew's and Peden Court Hostels, mainly for use by single people, it is recognised that Peden Court does not fully meet the needs of this client group. There is no suitable private interview facility and little space for any type of group work or external agency session. As such, we will identify a replacement facility that will encompass all such needs. (A15)
- It is recognised that the current provision of temporary accommodation utilised by Women's Aid in the south of the area does not fully meet the needs of women and children affected by domestic abuse. As such, a number of initiatives are being developed in the short and long term to address those needs. A supply of furnished flats will be made available to Women's Aid to allow them to offer alternative types of temporary accommodation to meet the needs of their clients. (A16)

SO7: To assist homeless people to access local government and health services as appropriate.

- NHS Ayrshire and Arran hold responsibility for developing and implementing Ayrshire's Health and Homelessness Action Plan. This has been developed in close partnership with all three Ayrshire Councils. Locally, the implementation of specific actions is devolved to East Ayrshire Council and Community Health Partnership, and the

Health and Homelessness Implementation Group oversee this function. (A17)

- Throughout the term of the first strategy, there was great emphasis on joint working with local partners and this continues to gather strength. However, it has become apparent that many parties would benefit from staff training on issues affecting homeless people and housing policy in general. It is envisaged that by doing so, not only will agencies be more aware of the issues faced by homeless people, but services can also respond appropriately. As such, a programme of training events has been established and this will continue to be delivered throughout coming months. (A18)
- The Care Management process is currently under review within East Ayrshire. It is recognised that there requires to be an updated staff training exercise, to include principles of, and amendments to the Single Shared Assessment framework. Whilst this is underway, further work is being undertaken to streamline services and provide clarity on care planning, management and delivery across all service providers. (A19)

SO8: To assist homeless people access support within the voluntary sector.

- Joint working with partners within the voluntary sector has developed steadily throughout the term of the initial strategy. In order to further strengthen the partnerships formed, it is recognised that mutual training on local policies and the issues that homeless people face would be beneficial. We will coordinate and facilitate this training. (A20)
- Many voluntary services offer practical assistance to homeless people, e.g. clothing or meals. However, to ensure maximum access to such services, we will coordinate access to the services that are offered. (A21)
- A review of interim accommodation has been carried out and is due to be published in 2007. The council and its partners will respond to these findings as appropriate. (A22)

SO9: To respond to enactments of legislation to meet the needs of the homeless population.

- As noted in Section 3, the Scottish Executive has set a target to abolish the Priority Need Test by 2012. An interim target has been set that authorities should reduce their level of Non Priority assessments of homeless applicants by 50% by 2009. Councils are able to use local knowledge to gauge how best to meet these targets. As such the Council and its partners will develop a plan, based on analysis of homeless presentations and assessments, and the local housing market to ensure that this is done effectively without a detrimental effect on other groups in housing need. (A23)
- By the end of 2006, the Scottish Executive will have enacted legislation that abolishes the Local Connection test of applications. As such the Council and its partners will develop a plan, based on analysis of homeless presentations and assessments, and the local housing market to ensure that this is done effectively without undue detrimental effect on other groups in housing need. (A24)

- Those applicants found to be intentionally homeless are currently not entitled to permanent housing. However, within East Ayrshire it was recognised that by prohibiting an offer of accommodation, the homelessness itself was not being resolved and the issues affecting the life circumstances of the applicant would usually be exacerbated without permanent accommodation. As such, East Ayrshire Council has offered supported accommodation to those found to be intentionally homeless via a Short Scottish Secure Tenancy. Support is integral to this tenancy and seeks to address the issues that caused homelessness in the first place and any arising issues within the new tenancy. Guidance will be issued to force councils to provide Short SSTs in these circumstances and to address the support needs identified. East Ayrshire Council and its partners will respond to the guidance as appropriate. (A25)

SO10: To tackle prejudice against homeless people.

- There is a recognised need to address the stigma of homelessness and the prejudice that homeless people face. Whilst much of this will be tackled via educational and training programmes, the Council and its partners will develop a media plan to ensure that the positive aspects of service delivery and responses are to the fore of the public arena. (A26)

Aim 3: To assist homeless people to resettle effectively and establish positive routes out of homelessness.

SO11: To promote and support opportunities for social interaction of homeless people.

- Recent developments to promote social interaction by homeless people have successfully been introduced in partnership with local churches. East Ayrshire Churches for Homelessness (EACH) has been established as a non denomination steering group, supported by Scottish Churches Housing Action, and have coordinated the collation and distribution of hygiene packs for homeless people, and Christmas gifts for homeless children. Other initiatives include provision of household items for new tenancies and a standing invitation to all homeless people to attend Sunday dinner within one of the local churches. It is intended that the valuable contribution made by local churches is continually supported by the coordination of a befriending and mentoring facility within the communities they serve. (A27)
- Nationally, a model of Social Networks has been established to assist homeless people to resettle effectively and become integrated into their new community and society in general. This model will be incorporated within East Ayrshire as it develops further.(A28)

SO12: To maximise access to accommodation within the private sector for homeless people.

- The Council and its partners have recently produced a Private Rented Housing Sector Strategy. This will seek to enhance working relationships with landlords, improve standards within the sector and develop improved service responses from agencies supporting private landlords. Initiatives that will directly affect homeless people

include the sustained provision of the Rent Deposit Guarantee Scheme and the introduction of the use of private rented flats for temporary accommodation. (A29)

SO13: To provide a range of housing options that meet the housing needs of particular client groups.

- In recognition of the range of life skills required to sustain independent living, it is proposed that a new facility will be developed for young people to enhance their personal skills and prepare them for independence. (A30)
- Rough Sleepers Initiative funding is currently utilised on a pan Ayrshire basis to support those who are most chaotic and at risk of rough sleeping due to their challenging behaviour. The service provision is currently under contract renewal. Work will be undertaken with partners to ascertain if there is an unmet need for an accommodation model for this client group.(A31)
- The Housing (Scotland) Act 2001 allows for provision of an Intensive Intervention and Support Model of housing for those who have been unable to sustain any type of tenancy previously. Nationally, this model is being piloted and the findings of this study will inform guidance to be produced by the Scottish Executive. The Council and its partners will respond to this guidance as appropriate. (A32)
- Within the Mental Health Strategy there is recognition that there is a need for an accommodation facility for those with acquired brain injury. Operationally, it is recognised that mainstream housing is not sustainable for this client group. As such, the Council and its partners will quantify the need and design for such a facility. (A33)

SO14: To improve the range of accessible options to open up educational and employment opportunities for homeless people.

- Referrals are made by the Tenancy Support Team to various training, educational and employment organisations on behalf of homeless people. It is proposed that these arrangements be formalised via implementation of a protocol with all relevant agencies. (A34, A35 and A36)

SO15: To increase the access to secure accommodation for homeless people.

- The referral process to RSLs (Section 5) and Private Landlords (DiGS) for homeless applicants has been working effectively within East Ayrshire for some time. However, a review of the operational practices and monitoring arrangements will be carried out and strengthened in preparation for the targets set by legislative change. (A37 and A38)
- Furnished tenancies are available, via the Furnished Tenancy Grant, for those who are offered Council housing. It is essential that this facility is available to all homeless people regardless of their landlord. As such, operational practice will be developed to ensure this provision is available to RSL and Private lets subject to availability of appropriate funding. (A39)
- The Council's Allocation Policy has been reviewed and proposed amendments are subject to extensive consultation. Following the results of this consultation, amendments may be made to the policy

which will seek to enhance access to housing for homeless people, in the lead up to the abolition of the priority need test. (A40)

9 The Homelessness Strategy Action Plan

Aim 1: To maximise the prevention of homeless in East Ayrshire.

Our objective is:	To achieve this objective we will:	We will do this:	The agencies responsible for this are:	Resources
SO1: To ensure the housing and support needs of homeless people are identified.	A1: Ensure the needs of the homeless population are included within ongoing Local Housing Systems Analysis carried out as part of the Local Housing Strategy.	From Jun 06	Housing NHS Ayrshire and Arran Social Work Service Users	HRA
	A2: Develop robust mechanisms to ensure service user support needs are integrated in service development via Supporting People Strategy.	From Sep 06	Housing	Supporting People Grant Homeless Task Force Funding
SO2: To ensure the provision of effective information and advice that minimises the risk of homelessness.	A3: Implement all actions within East Ayrshire Council's Housing Information and Advice Action Plan 2005 to 2008.	From Jan 2006	Housing Identified Local Providers	Homeless Task Force Funding
SO3: To develop services tailored to the particular needs of those at high risk of homelessness.	A4: Continue development and delivery of the housing education and advice programme within all secondary schools in East Ayrshire.	From April 2006	Housing Education	Homeless Task Force Funding
	A5: Expand provision of services within HMP Kilmarnock and develop linkage with other prisons to avoid housing crisis at point of liberation.	From April 2006	Housing Social Work APEX Serco	Homeless Task Force Funding
	A6: Strengthen protocols with partners for ex children in care to reduce numbers of Looked after and Accommodated Children becoming homeless.	From Sep 06	Housing Social Work	Homeless Task Force Funding

Our objective is:	To achieve this objective we will:	We will do this:	The agencies responsible for this are:	Resources
	A7: Establish policy and procedures for Refugees and Migrant Workers.	From Sep 06	Housing	Homeless Task Force Funding
	A8: Continue to support the Single Homelessness Addictions Pathway Evaluation (SHAPE) which will identify service provision and gaps for those with dual diagnosis health needs.	By Mar 07	Housing North Ayrshire Council South Ayrshire Council NHS Ayrshire and Arran	Homeless Task Force Funding
SO4 To reduce levels of homelessness caused by eviction.	A9: Develop mediation, negotiation and advocacy services between tenants and landlords in order to meet the requirements of Section 11 of the Homelessness etc. (Scotland) Act 2003.	From Jun 06	Housing RSLs Private Landlords	Homeless Task Force Funding
	A10: Contact local mortgage lenders to promote Mortgage to Rent scheme.	From April 2006	Housing	Homeless Task Force Funding
	A11: Develop protocols with Police to tackle illegal evictions.	From Mar 07	Housing Strathclyde Police	Homeless Task Force Funding
SO5: To reduce levels of youth homelessness caused by family breakdown.	A12: Developing an effective mechanism of family mediation to reduce the level of youth homelessness due to family breakdown.	From Apr 06	Housing	Homeless Task Force Funding

Aim 2: To improve the crisis response to help alleviate the effects of homelessness.

SO6: To respond to the needs of the homeless population by offering a range of temporary housing options.	A13: Increase the supply of temporary accommodation secured via Private Sector Leasing Scheme.	From Jun 06	Housing Private Landlords	Homeless Task Force Funding Private Rented Sector Grant
--	--	-------------	------------------------------	--

Our objective is:	To achieve this objective we will:	We will do this:	The agencies responsible for this are:	Resources
	A14: Ensure a supply of temporary accommodation from within stock owned by RSLs and EAC	From Sep 06	Housing RSLs	Homeless Task Force Funding
	A15: Establish the requirement for alternative facilities for homeless people within Cumnock and Doon Valley areas to replace Peden Court.	From Jun 07	Housing RSLs Communities Scotland	Homeless Task Force Funding
	A16: Secure alternative accommodation facilities within Cumnock and Doon Valley to meet the needs of women and children affected by Domestic Abuse.	From Mar 08	Housing Women's Aid Community Learning and Development Communities Scotland	Communities Scotland Development Funding
SO7: To assist homeless people access local government and health services as appropriate.	A17: Support the implementation of the Ayrshire and Arran Health and Homelessness Action Plan.	From January 2006	Housing NHS Ayrshire and Arran	Homeless Task Force Funding EA Community Health Partnership
	A18: Deliver agreed training programmes for staff within the public sector, highlighting the needs of homeless people to influence culture change and improved service delivery.	From Mar 07	Housing	Homeless Task Force Funding

Our objective is:	To achieve this objective we will:	We will do this:	The agencies responsible for this are:	Resources
	A19: Develop protocols and update training for housing staff in relation to Social Services and Care Management Plans, namely Single Shared Assessment, Care Management Planning and Care Programmed Approach.	From Jun 06	Housing NHS Ayrshire and Arran Social Services	Homeless Task Force Funding
SO8: To assist homeless people access support within the voluntary sector.	A20: Further promote the availability of training programmes for staff within the voluntary sector, highlighting the needs of homeless people.	From Mar 07	Housing	Homeless Task Force Funding
	A21: Strengthen access to services offering practical assistance to homeless people, ie meals, clothing, support.	From Jun 06	Housing Voluntary Sector	Homeless Task Force Funding
	A22: Respond to the published findings of the review of interim accommodation, expected in 2007, which was carried out on behalf of the Scottish Executive.	From Mar 07	Housing	Homeless Task Force Funding
SO9: To respond to enactments of legislation to meet the needs of the homeless population.	A23: Develop a plan to meet the interim target to reduce Non Priority assessments of homeless applications by 50% by 2009	From Sep 06	Housing	Homeless Task Force Funding

Our objective is:	To achieve this objective we will:	We will do this:	The agencies responsible for this are:	Resources
	A24: Develop a plan to meet the suspension of the Local Connection assessment of homeless applications by 2006.	From Jun 06	Housing	Homeless Task Force Funding
	A25: Develop a plan to meet unmet support needs of intentionally homeless people, based on published research guidance.	From Sep 06	Housing	Homeless Task Force Funding
SO10: Tackling prejudice against homeless people	A26: Develop and implement a media plan to promote the needs of homeless people positively.	From Mar 07	Housing	Homeless Task Force Funding

Aim 3: To assist homeless people to resettle effectively and establish positive routes out of homelessness

Our objective is:	To achieve this objective we will:	We will do this:	The agencies responsible for this are:	Resources
SO11: Promoting and supporting opportunities for social interaction of homeless people.	A27: Continue to support the development of a befriending and mentoring model for homeless people to assist in tenancy sustainment and effective resettlement.	From Apr 06	Housing East Ayrshire Community Health Partnership East Ayrshire Churches for Homelessness	Homeless Task Force Funding EA Community Health Partnership
	A28: Develop social networks in response to published guidance.	From Mar 07	Housing Scottish Churches Housing Agency Voluntary Sector	Homeless Task Force Funding

Our objective is:	To achieve this objective we will:	We will do this:	The agencies responsible for this are:	Resources
SO12: To maximise access to accommodation within the private sector for homeless people.	A29: Implement all actions within the Private Rented Housing Sector Strategy.	From Mar 06	Housing Private Landlords	Homeless Task Force Funding Private Sector Grant
SO13: To provide a range of housing options that meets the housing needs of particular client groups.	A30: Develop a Young Persons Supported Accommodation Facility to assist young homeless people work toward independent living.	From Mar 07	Housing Social Services NHS Ayrshire and Arran Communities Scotland	Communities Scotland Development Funding Supporting People Grant
	A31: Research the accommodation needs of those supported by the Rough Sleepers Initiative to identify unmet need.	From Mar 07	Housing Social Services NHS Ayrshire and Arran	Homeless Task Force Funding
	A32: Design an Intensive Intervention and Supervision Model of accommodation in accordance with published guidance.	From Mar 08	Housing Social Services	Homeless Task Force Funding
	A33: Research the accommodation needs for those with longer term alcohol related brain damage to ensure provision for those unable to live independently.	From Mar 08	Housing Social Services NHS Ayrshire and Arran	Homeless Task Force Funding
SO14: To improve the range of accessible options to open up educational and employment opportunities for homeless people	A34: Development protocols with Training organisations to enhance opportunities for homeless people.	From Sept 06	Housing Community Planning Partners	Homeless Task Force Funding

Our objective is:	To achieve this objective we will:	We will do this:	The agencies responsible for this are:	Resources
	A35: Develop protocols with Employment agencies to enhance opportunities for homeless people.	From Sep 06	Housing Community Planning Partners	Homeless Task Force Funding
	A36: Strengthen links with educational establishments to enhance opportunities for homeless people.	From Sep 06	Housing Community Planning Partners	Homeless Task Force Funding
SO15: To increase the access to secure accommodation for homeless people.	A37: Review current arrangements with RSLs to meet the accommodation need of homeless people and agree monitoring arrangements.	From Apr 06	Housing RSLs	Homeless Task Force Funding
	A38: Review the Rent Deposit Guarantee Scheme to meet the accommodation needs of homeless people and agree monitoring arrangements.	By May 06	Housing Private Landlords	Homeless Task Force Funding Private Sector Grant
	A39: Further develop the provision of furnished tenancies for RSLs and the Private Sector to maximise sustainability of new tenancies for homeless people.	From Jun 06	Housing Private Landlords RSLs	Homeless Task Force Funding Furnished Tenancy Grant
	A40: Amend the allocation policy in order to meet demand from homeless people and others with housing need, in response to target to abolish Non Priority assessments of homeless people.	From Sep 06	Housing	Housing Revenue Account

10 Resourcing the Homelessness Strategy

The East Ayrshire Homelessness Strategy Action Plan sets out a range of actions that will be undertaken in order to deliver the desired outcomes and meet the Strategy objectives.

This section considers the resources that are required to achieve this. There are two main types of resources:

- **Financial Resources:** the Strategy depends on funding from a variety of sources, including the Scottish Executive's Homelessness Task Force Fund, the Furnished Tenancy Grant – all administered by Communities Scotland and the Supporting People Grant, which is administered by the Scottish Executive. Contributions are also made from East Ayrshire Community Health Partnership and the Housing Revenue account and the Hostel Support Grant.
- **Human Resources:** the ability to deliver the Action Plan will depend on the skills and abilities of the staff of all partner agencies involved in implementation. East Ayrshire Council has lead responsibility for the development and implementation of the Strategy, a process that is managed by the Housing service, but will require support from other agencies, service providers and key stakeholders with the skills and abilities to carry out the tasks.

Financial Resources

In order to assist in the delivery of the recommendations of the Homelessness Task Force's final report: Helping Homeless People, the Scottish Executive has allocated the undernoted funding to East Ayrshire.

Scottish Executive Funding to Assist in the Implementation of Homelessness Strategies

Financial Year 2001/2002	£
• Homeless Research Project	7,500
• Expansion of Research Project	5,000
• Development of Homelessness Module within Housing Management System	5,000
• Youth Homelessness Advice Booklet	5,000
• Education Project	2,000
• Housing Options Guide	5,000
• Assessment of Advice and Information Network	2,000
• Development of Private Landlords Forum	2,000
• Staffing Costs	29,000
• Development of Service User Involvement	2,000
• Administration Costs	<u>12,100</u>
Total	72,600

Financial Year 2002/2003	£
• Increased Provision of Temporary Accommodation	224,365
• Hostel Information Packs	1,226
• Stakeholder Training	1,500
• Homelessness Strategy Group	523
• Staffing Costs	111,000
• Strategy Development and Delivery	11,386
• Provision of Furniture Handling, Storage and Supports	<u>10,000</u>
Total	360,000

Financial Year 2003/2004	£
• Private Rented Sector Guide/Forum	4,000
• Private Sector Liaison Officer	25,000
• Increased provision of temporary accommodation	166,000
• Furniture Handling, Storage and Supports	10,000
• Staffing Costs	150,000
• Multi Agency Training and Development	5,000
• Homelessness Forum	2,000
• Publication of information and advice	8,000
• Improved public access to services e.g. "gateway" points	<u>100,000</u>
Total	470,000

Financial Year 2004/2005	£
• Increased provision of temporary accommodation	200,000
• Housing Education	5,000
• Information and Advice	10,000
• Multi Agency Training Strategy	5,000
• Staffing costs	231,776
• Rent Deposit Guarantee Scheme	20,000
• Service User Groups	1,500
• Development of Befriending/Mentoring	4,000
• Administration Costs	9,424
Total	486,700

Financial Year 2005/2006	£
• Modernisation of current temporary accommodation	15,000
• Increased provision of temporary accommodation	20,000
• Development of alternative facilities to meet need of particular client group.	10,000
• Electronic Information Sharing	5,000
• Multi agency training programme	5,000
• National Standards Training	14,669
• Provision of Type 3 information service	22,000

• Young Persons Leaflet	5,340
• Homelessness Educational Video	3,000
• Staffing Costs	297,745
• Voluntary Sector Services	8,000
• Rent Deposit Guarantee Scheme	50,486
• Research into Homelessness and Addictions	7,500
• Service User Groups	1,000
• Provision of Health Visitor for Homeless People	18,200
• Administrative costs	3,760
Total	486,700

Financial Year 2006/2007

	£
• Staffing Costs	244,918
• Increase supply of temporary accommodation	174,263
• Voluntary Sector Support	8,000
• Rent Deposit Guarantee Scheme	50,486
• Research into Homelessness and Addiction	3,000
• Provision of Health Visitor for homeless people	18,200
Total	498,867

Risks associated with the Action Plan

Strategic Objective	Detail	Risks
SO1: To ensure the housing and support needs of homeless people are identified.	Statistical information will be collated and mechanisms of ongoing data collection will be developed via the Local Housing System Analysis and the Supporting People Strategy.	Jointly funded via the Housing Revenue Account, the Supporting People Strategy and the Homelessness Task Force Funding, it is essential that these funding streams continue. It is also crucial that effective reporting mechanisms are established in order to minimise staff resources being utilised on laborious statistical processes.
SO2: To ensure the provision of effective information and advice that minimises the risk of homelessness.	All actions within the Information and Advice Action Plan will ensure this provision.	It is essential that Homeless Task Force funding be continued to allow ongoing implementation of the plan and service enhancements.
SO3: To develop services tailored to the particular needs of those at high risk of homelessness.	This objective focuses on the ongoing provision of newly established services as well as consideration of new provision to meet demand.	It is essential that Homeless Task Force funding be continued to allow ongoing service delivery and service enhancements.
SO4: To reduce levels of homelessness caused by eviction.	Establishing new protocols and service responses to meet legislative change and identified need.	It is essential that Homeless Task Force funding be continued to allow resources to be identified to develop services within this fund.
SO5: To reduce levels of youth homelessness caused by family breakdown.	Establishing new service for family mediation.	Resources to be identified to develop family mediation services within Homeless Task Force Funding.
SO6: To respond to the needs of the homeless population by offering a range of temporary housing options.	Establishing options in liaison with partners to ensure service provision meets identified needs.	<p>Changes to legislation governing the private sector deter landlords from operating, ie HB allowance, registration etc.</p> <p>Increasing the supply of temporary accommodation may reduce the availability of housing options.</p> <p>Site/funding to be identified for new facility within Cumnock and Doon Valley.</p> <p>Difficulty in identifying appropriate temporary housing options for high risk offenders.</p> <p>Site/resources for alternative core accommodation for CDV Women's Aid to be identified.</p>

<p>SO7: To assist homeless people access local government and health services as appropriate.</p>	<p>Development of protocols and training programmes to ensure that the needs of the homeless population are met by all partners.</p>	<p>Reliance on partners for implementation of Health and Homelessness Action Plan.</p> <p>Staff resources required to deliver ongoing training programme highlighting the needs of homeless people.</p> <p>Time resources across all partners required to effectively implement all aspects of joint care management.</p>
<p>SO8: To assist homeless people access support within the voluntary sector.</p>	<p>Coordination of services for homeless people within the voluntary sector and expansion of training programmes.</p>	<p>Ability of voluntary sector to respond to increased demands on services.</p>
<p>SO9: To respond to enactments of legislation to meet the needs of the homeless population</p>	<p>Development of plans to meet targets for the abolition of priority need, local connection and intentionally homeless assessments.</p>	<p>Availability of public sector housing to meet demands of abolition of Priority Need test.</p> <p>Availability of public sector housing to meet demands of the suspension of the Local Connection test.</p>
<p>SO10: Tackling prejudice against homeless people</p>	<p>Development of media strategy.</p>	<p>It is essential that Homeless Task Force funding be continued to allow resources to be identified to develop services within this fund.</p>
<p>SO11: Promoting and supporting opportunities for social interaction of homeless people.</p>	<p>Continued support for local church steering group to develop befriending and mentoring model.</p>	<p>Joint funding arrangements with EACHP not confirmed beyond March 2006.</p> <p>Time resources across partners to facilitate and support health events.</p>
<p>SO12: To maximise access to accommodation within the private sector for homeless people.</p>	<p>Implementation of Private Rented Housing Strategy.</p>	<p>It is essential that Homeless Task Force funding be continued to allow resources to be identified to develop services within this fund and that the Private Sector Grant is available in future years.</p>

<p>SO13: To provide a range of housing options that meet the housing needs of particular client groups.</p>	<p>Development of a range of housing options to meet identified need.</p>	<p>Financial resources/site to be identified for new core facility for young person's accommodation.</p> <p>Ability to meet the accommodation needs of those supported by the RSI.</p> <p>Ability to meet the accommodation needs of those affected by long term alcohol related brain damage.</p> <p>It is essential that Homeless Task Force funding be continued to allow resources to be identified to develop services within this fund.</p>
<p>SO14: To improve the range of accessible options to open up educational and employment opportunities for homeless people.</p>	<p>Development of protocols with partners as appropriate.</p>	<p>Ability of support networks to assist homeless people into employment/training – priority group within employment agencies?</p> <p>It is essential that Homeless Task Force funding be continued to allow resources to be identified to develop services within this fund.</p>
<p>SO15: To increase the access to secure accommodation for homeless people.</p>	<p>Revision of existing arrangements with partners for rehousing homeless people and expansion of rent deposit guarantee scheme and furnished tenancy scheme.</p>	<p>Ability of RSLs to meet the needs of homeless people.</p> <p>Additional funding to be identified for DGS.</p> <p>Furnished Tenancy Grant funding confirmed only until March 2006.</p> <p>Allocation policy review – conflicting priorities across household groups.</p>
		<p>Funding has not been confirmed beyond March 2007. Should the current Grant Funding arrangements not be mainstreamed from 2008 onwards, then the Homeless Service and many aspects of the Strategy will be discontinued.</p>

11 Glossary

Allocation Policy

The policy adopted by a local authority or housing association to ensure the fair letting of its housing stock.

Anti-Social Behaviour Policy

A policy developed to reduce the incidence of anti-social behaviour with the aim of creating safer, sustainable communities.

Community Planning

Community planning is about a range of partners in the public and voluntary sectors working together to better plan, resource and deliver quality services that meet the needs of people who live and work in East Ayrshire. Community planning puts local people at the heart of delivering services. It is not just about creating a plan or a vision but about jointly tackling major issues such as health, transport, employment, housing, education and community safety. These issues need a shared response from, and the full involvement of, not only public sector agencies but also local businesses, voluntary organisations and especially local people.

Development Funding

Funding provided by Communities Scotland for the building of houses and environmental improvements, targeted at housing associations and private developers.

Hidden Homeless

Persons who fulfil the criteria of a homeless person but who do not submit a homelessness application and are unknown to bodies who can assist in locating housing options.

Homelessness

An applicant is homeless if:

- he or she has no accommodation in the UK or elsewhere which he or she is entitled to occupy by virtue of an interest in it (such as ownership or tenancy), a court order, or an express or implied right of permission, or by law; or
- he or she has such accommodation but cannot secure entry to it; risks violence from another person if he or she occupies it; the accommodation is a mobile home, caravan or houseboat and he or she has nowhere to park the mobile home or caravan or to moor the houseboat; the accommodation is both overcrowded and a risk to the health of occupants;
- he or she has accommodation but it would not be reasonable (having regard to the general housing circumstances in its area) for him or her to continue to occupy it.

Homeless Strategy

The Housing (Scotland) Act 2001 sets a requirement for every Local Authority to prepare and submit to Scottish Ministers a strategy for preventing and alleviating homelessness in the authority's area. East Ayrshire's strategy was

submitted in April 2003, and the Local Housing Strategy and the Homelessness Strategy should be seen as complementary.

Housing Forum

A group consisting of representatives from each of the social housing providers in the area, along with representatives from various Council departments and other strategic partners, who meet to discuss housing issues.

Housing Market Area (HMA)

A housing market area is an area that is relatively self-contained in housing and economic terms, that is, it is an area within which the majority of households live and work, and within which they tend to stay when moving house or changing employment, and is influenced by consumer preference.

Housing Market Context Statement (HMCS)

A document produced by the Scottish Executive to assist local authorities in the development of their Local Housing Strategy. It provides an overview of the broader strategic and environmental context in which the functioning housing market operates.

Housing Needs Analysis (HNA)

A detailed assessment of the housing need in the area, taking into consideration all tenures. This is an integral part of the Local Housing Strategy process and the evidence base for policy decisions.

Housing Revenue Account (HRA)

This account details the costs incurred in running the Council Housing Service, and identifies how expenditure is funded from rents and other income.

Housing Support Services

A service which provides support, assistance, advice or counselling to an individual with particular needs with a view to enabling that individual to occupy, or to continue to occupy, as the person's sole or main residence, residential accommodation.

Joined-Up Policy-Making/ Holistic Policy-Making

Local authorities working together with their partners to develop policies in a coherent way that will benefit the area.

Joint Community Care Plan 2001-2004

The Community Care Plan takes a broad strategic view of the needs of vulnerable people in East Ayrshire, and establishes how they are going to be met and delivered.

Joint Futures Planning Agreements

The Joint Futures Agenda brings together Housing, Health and Social Work partners to identify and prioritise what needs to be done to meet the needs of Community Care Groups, and to plan, co-ordinate and deliver action and resources to meet these identified priorities.

Low Demand

Simply, low demand occurs when the volume of homes exceeds the number of households wanting or needing to live in an area. It may be absolute, that is, the total supply across the area, or it may be relative, that is, restricted to areas due to location, stock type or size.

Monitoring and Evaluation Framework

The vehicle through which the progress of the Homelessness Strategy is measured at different points over time, and periodic evaluations made of the level of success in meeting the Homelessness Strategy objectives.

Private Landlord Forum

The East Ayrshire Private Landlord Forum has involved over 80 landlords in its early development, and was established to provide a forum to: liaise with landlords; understand their priorities for inclusion in the Local Housing Strategy; and gain a better understanding of the sector. The forum will be an integral feature in the delivery of flexible housing solutions across East Ayrshire.

Private Rented Sector

The private rented sector comprises properties that are rented by landlords. The landlords may be individual owners or companies with large numbers of properties in their ownership. There are around 1,700 private rented properties across East Ayrshire.

Private Sector Housing Grant (PSHG)

A grant provided, for local authorities to administer, which helps private owners improve the condition of their home.

Rent Deposit Scheme

A scheme that aims to help those in housing need access and maintain accommodation in the private rented sector by providing a financial guarantee to landlords to cover the deposit and/or rent in advance subject to meeting the scheme's criteria.

Single Regulatory Framework (SRF)

Communities Scotland's Regulation and Inspection aim is to promote quality, continuous improvement and good practice in housing and related services, for the benefit of current and future tenants, and other consumers. The SRF brings the regulation and inspection of RSLs and local authority landlords' housing, homelessness and factoring functions within one body and comprises guiding and activity standards against which social housing providers will be assessed.

Single Shared Assessment (SSA)

This assessment process offers social services, health and housing colleagues the opportunity to develop and strengthen joint working practices to deliver a streamlined assessment process to all care groups.

Social Justice

The Scottish Executive's vision for delivering social justice in Scotland:

- A Scotland in which every child matters, where every child, regardless of their family background, has the best possible start in life.

- A Scotland in which every young person has the opportunities, skills and support to make a successful transition to working life and active citizenship.
- A Scotland, in which every family is able to support itself - with work for those who can and security for those who can't.
- A Scotland in which every person beyond working age has a decent quality of life.
- A Scotland in which every person both contributes to and benefits from the community in which they live.

Social Rented Sector

The social rented sector comprises both Council and Registered Social Landlord (RSL) stock, and totals around 18,500 properties across East Ayrshire as at 2001.

Supporting People Strategy

The Supporting People Programme was implemented in April 2003. The aim of the programme is to deliver high quality and strategically planned housing-related services, which are cost effective and reliable, and complement existing care services.

Sustainability

Meeting the needs of the present generation without compromising the ability of future generations to meet their own needs.

Tenants' and Residents' Association

An organisation of tenants and residents, usually with a written constitution and charitable status, whose aim is to improve the housing conditions, amenities, community life, and contractual positions of its members.

Women's Aid Refuge

A safe house run by Women's Aid where women who are experiencing domestic abuse can live free from violence. Children of victims of domestic abuse are also welcome in a refuge.

12 Bibliography and References

A wide range of documents were used during the development of this Homelessness Strategy, and are listed below.

Name of Document
Scottish Executive
Social Justice...a Scotland where everyone matters, Scottish Executive, November 1999.
Working together for Scotland, A Programme for Government, Scottish Executive, 01/'01.
Research for the Homelessness Task Force: A Summary, Scottish Executive, 2002.
Local Housing Strategies, Report from the Single Housing Plans Sub-Group, Scottish Executive, December 2000.
Communities Scotland
Annual Statistical Report 2002/2003, Communities Scotland, October 2003.
East Ayrshire Council
East Ayrshire Community Plan, 2003-2015.
East Ayrshire by Numbers, East Ayrshire Council, 2003
East Ayrshire Local Housing Systems Analysis 2001, Scottish Homes/ East Ayrshire Council, 2001.
Homes Service Plan 2003/'04, East Ayrshire Council, June 2003.
East Ayrshire Housing Options Guide 2003-2004.
Homelessness Strategy for East Ayrshire, 2003-2006.
Homelessness Strategy for East Ayrshire, 2003-2006, Implementation Action Plan.
East Ayrshire Supporting People Strategic Plan, 2003-2008.
Tenant Participation Strategy, March 2003, Department of Homes & Technical Services, East Ayrshire Council.
Children and Young People, A Joint Plan of Services for Children and Young People, Working Partnership 2001-2004.
Inspiring Children and Young People, 2001/2002 Review of East Ayrshire's 2001-2004 Children and Young Person's Service Plan, April 2002.
East Ayrshire Council - Research
East Ayrshire Local Housing Strategy Consultancy Report, ODS Ltd, 2002.
NHS Ayrshire & Arran
Health and Homelessness in Ayrshire & Arran, NHS Ayrshire & Arran, 2005

East Ayrshire Council – Homeless Task Force Funding - Local Outcome Agreement 2006 – 2007

Actions	Baseline	Resources	Cost	Outcomes	Milestone	Time scale	Evaluation	Lead
Support the actions within the Ayrshire and Arran Health and Homelessness Action Plan.	The Action Plan has been reviewed and agreed by NHS Ayrshire and Arran and all 3 local authorities. A public health nurse is jointly funded by East Ayrshire CHP and East Ayrshire Council	Homeless Task Force Funding East Ayrshire Community Health Partnership	Footnote (1) £18,200	The health needs of the homeless population are identified and met.	Increased access to primary health care.	From Mar 06	Increased uptake of health promotion.	NHS Ayrshire and Arran
Continue to support the development of a befriending and mentoring model for homeless people to assist in tenancy sustainment and effective resettlement.	East Ayrshire Churches Homelessness Action is now registered as a charity to provide practical support and assistance to homeless people. Developments have included the collation and coordination of hygiene packs which are distributed to homeless people via Council Services.	Homeless Task Force Funding EA Community Health Partnership	£8,000	Implementation of a befriending service within the community managed and coordinated by local churches.	Training needs established Volunteers recruited Pilot service introduced	From April 06	Increased tenancy and community sustainment.	Neighbourhood Services
Review current arrangements with RSLs to meet the accommodation need of homeless people and agree to monitoring arrangements.	The protocol with RSLs has been operational for two years.	Homeless Task Force Funding	Footnote (1)	Revised referral protocol and enhanced monitoring arrangements	Review protocol and agree reporting mechanisms	From April 06	Improved monitoring arrangements Increased access to RSL property	Neighbourhood Services

Actions	Baseline	Resources	Cost	Outcomes	Milestone	Time scale	Evaluation	Lead
Review the Rent Deposit Guarantee Scheme to meet the accommodation needs of homeless people and agree monitoring arrangements.	The service has been managed by a partner within the voluntary sector since June 05 and aims to secure private sector accommodation for homeless applicants.	Homeless Task Force Funding Private Sector Grant	£50,486	The provision of enhanced housing options for homeless people within the private sector.	Conclude a review of service after first year.	By May 06	Levels of landlord and service user satisfaction. Low levels of compensation claims.	Neighbourhood Services
Continue development and delivery of the housing education and advice programme within all secondary schools in East Ayrshire.	The provision of housing education to all 4 th year pupils is now included within the curriculum. Additional information tools have been produced to compliment the teaching element of the service.	Homeless Task Force Funding	Footnote (1)	Expansion of service to hard to reach and excluded groups and the introduction of peer education.	Recruitment of staff resource. Pilot of peer education	From June 06 By Mar 07	Satisfaction levels and increased awareness of housing issues amongst young people. Reduction in youth homelessness.	Neighbourhood Services
Contact local mortgage lenders to promote Mortgage to Rent Scheme.	Mortgage to Rent Scheme is operational and promoted within East Ayrshire.	Homeless Task Force Funding	Footnote (1)	Increased access to Mortgage to Rent scheme.	Agree and implement enhanced publicity format	By June 06	Reduction in homelessness due to mortgage arrears and repossession	Neighbourhood Services

Actions	Baseline	Resources	Cost	Outcomes	Milestone	Time scale	Evaluation	Lead
Further promote the availability of training programmes for staff within the voluntary sector, highlighting the needs of homeless people.	A programme of multi agency training has been developed across voluntary partners which highlights the needs of homeless people and provides detail on housing issues that will inform improved joint working throughout East Ayrshire.	Homeless Task Force Funding.	Footnote (1)	A heightened awareness of the needs of the homeless population amongst partners	Programme of training established and distributed.	From June 06	Satisfaction levels from training participants.	Neighbourhood Services
Expand provision of services within HMP Kilmarnock and develop linkage with other prisons to avoid housing crisis at point of liberation.	East Ayrshire provides a homelessness advice service within HMP Kilmarnock on behalf of all Ayrshire authorities. In order to further enhance service provision, this role will be amalgamated with that of the Housing Education Worker and will become the post of Housing Options Officer, providing outreach in a variety of settings for those identified as at risk of homelessness.	Homeless Task Force Funding	Footnote (1)	Increased access to services for prisoners/ex prisoners.	Recruit to post Agree protocol with HMP staff and partner agencies.	From June 06	Decrease in abandoned tenancies due to imprisonment. Increase in access to services and planned housing options for prisoners/ex prisoners.	Neighbourhood Services

Actions	Baseline	Resources	Cost	Outcomes	Milestone	Time scale	Evaluation	Lead
Develop mediation, negotiation and advocacy services between tenants and landlords in order to meet the requirements of Section 11 of the Homelessness etc. (Scotland) Act 2003.	The enactment of section 11 of the Act will require landlords to notify the council of pending legal action and for the Council to respond – with a view to preventing the loss of the tenancy.	Homeless Task Force Funding	Footnote (1)	The implementation of robust response services to those at imminent danger of loss of tenancy.	Guidance issued by Scottish Executive Protocols agreed and staff trained	From June 06	A decrease in homeless presentation as a result of eviction.	Neighbourhood Services
Strengthen access to services offering practical assistance to homeless people, i.e. meals, clothing, support.	A review of all voluntary sector services has been carried out within East Ayrshire.	Homeless Task Force Funding	Footnote (1)	Robust referral and self referral arrangements to voluntary sector services.	Referral routes formalised	From June 06	An increased uptake of voluntary sector services.	Neighbourhood Services
Develop a plan to meet the suspension of the Local Connection assessment of homeless applications by 2006.	Local connection eligibility criteria are applied to homeless applications. Amendments to this criteria will be implemented in 2006	Homeless Task Force Funding	Footnote (1)		Establish level of applicants who will be affected by legislative change.	From June 06		Neighbourhood Services
Further develop the provision of furnished tenancies for RSLs and the Private Sector to maximise sustainability of new tenancies for homeless people.	Current arrangements only allow the provision of furniture items to council tenancies. If funding continues this will be expanded to those offered an RSL or private sector housing option.	Homeless Task Force Funding Furnished Tenancy Grant	Footnote (1)	The provision of furniture to those accepting an RSL or private sector property.	Agree management procedures for furniture provision Implement service	From June 06	An increased uptake of housing options within RSL and private sector stock	Neighbourhood Services

Actions	Baseline	Resources	Cost	Outcomes	Milestone	Time scale	Evaluation	Lead
Ensure the housing needs of the homeless population are included within ongoing Local Housing Systems Analysis carried out as part of the Local Housing Strategy.	LHSA is being carried out as part of the LHS.	HRA	Footnote (1)	Complete LHSA Incorporate findings within LHS	Identify need and respond within LHS.	From June 06	The housing needs are met within LHS action and future developments.	Neighbourhood Services
Develop protocols and update staff training in relation to Social Services and Care Management Plans, namely Single Shared Assessment, Care Management Planning and Care Programme Approach.	Care Management Plans are currently in place across a spectrum of client groups within East Ayrshire. Single Shared Assessment for homeless applicants was implemented within homeless accommodation last year.	Homeless Task Force Funding	Footnote (1)	Robust mechanism of assessment and referral for homeless population	Carry out refresher training for appropriate staff groups Expand SSA across all homeless clients as appropriate.	From June 06	Increased access to services following assessment and referral procedures.	Education and Social Services
Increase the supply of temporary accommodation secured via Private Sector Leasing Scheme.	A pilot provision of private sector leasing of properties for use as temporary accommodation is underway.	Homeless Task Force Funding Private Rented Sector Grant	Footnote (1)	Successful evaluation of pilot service.	Carry out evaluation of pilot provision. Identified additional funding for expansion	From Jun 06 By Mar 07	Levels of landlord and service user satisfaction.	Neighbourhood Services

Actions	Baseline	Resources	Cost	Outcomes	Milestone	Time scale	Evaluation	Lead
Continue development and delivery of the housing education and advice programme within all secondary schools in East Ayrshire.	The provision of housing education to all 4 th year pupils is now included within the curriculum. Additional information tools have been produced to compliment the teaching element of the service.	Homeless Task Force Funding	Footnote (1)	Expansion of service to hard to reach and excluded groups and the introduction of peer education.	Recruitment of staff resource. Pilot of peer education	From June 06 By Mar 07	Satisfaction levels and increased awareness of housing issues amongst young people. Reduction in youth homelessness.	Neighbourhood Services
Strengthen protocols with partners for ex children in care to reduce numbers of looked after and accommodated children becoming homeless.	The needs of ex children in care and accommodated children are governed within the Children's Services Plan.	Homeless Task Force Funding	Footnote (1)	Agreed protocol to assist looked after and accommodated children access housing option.	Establish working group.	From Sept 06	Reduction in homelessness from looked after and accommodated children.	Neighbourhood Services
Ensure a supply of temporary accommodation from within stock owned by RSLs and EAC.	Currently all temporary accommodation is sourced from Council housing stock, and more recently within the private sector.	Homeless Task Force Funding	£174,263	Increased options for temporary accommodation to meet the varied needs of homeless applicants and increase provision for storage of goods	Identify needs and agree protocol. Secure alternative properties.	From Sept 06	Levels of landlord and service user satisfaction.	Neighbourhood Services

Actions	Baseline	Resources	Cost	Outcomes	Milestone	Time scale	Evaluation	Lead
Establish policy and procedures for Refugees and Migrant Workers.	East Ayrshire has noted an increase in presentations and requests for assistance from new migrant workers.	Homeless Task Force Funding	Footnote (1)	The implementation of clear guidance and training for staff in service provision to new migrant workers.	Analyse legislative duty. Develop policy Provide staff training.	From Sept 06	Staff have a clear understanding of the policy and service requirements.	Neighbourhood Services
Develop protocols with training organisations to enhance opportunities for homeless people.	Referral to training organisations is facilitated via the Tenancy Support Team as required.	Homeless Task Force Funding	Footnote (1)	The introductions of a comprehensive directory of appropriate training organisations that can offer assistance to homeless people.	Protocols agreed	From Sept 06	An increased referral rate to training organisations for homeless people.	Neighbourhood Services
Develop protocols with employment agencies to enhance opportunities for homeless people.	Referral to employment agencies is facilitated via the Tenancy Support Team as required.	Homeless Task Force Funding	Footnote (1)	The introductions of a comprehensive directory of appropriate employment agencies that can offer assistance to homeless people.	Protocols agreed	From Sept 06	An increased referral rate to employment agencies for homeless people.	Neighbourhood Services
Strengthen links with educational establishments to enhance opportunities for homeless people.	Referral to educational establishments is facilitated via the Tenancy Support Team as required.	Homeless Task Force Funding	Footnote (1)	The introductions of a comprehensive directory of appropriate educational establishments that can offer assistance to homeless people.	Protocols agreed	From Sept 06	An increased referral rate to educational establishments for homeless people.	Neighbourhood Services

Actions	Baseline	Resources	Cost	Outcomes	Milestone	Time scale	Evaluation	Lead
Amend the allocation policy in order to meet demand from homeless people and others with housing need, in response to target to abolish Non Priority assessments of homeless people.	The allocation policy has been reviewed to respond to legislative change.	Housing Revenue Account	Footnote (1)	Increased access to housing for homeless people	Amend IT systems to respond to change. Update procedural guides and train staff.	From Sept 06	Increase lets to homeless people from 12% to 20%	Neighbourhood Services
Develop a plan to meet the interim target to reduce Non Priority assessments of homeless applications by 50% by 2009.	Current assessments follow priority eligibility although all homeless applicants are offered a housing option, regardless of priority need status.	Homeless Task Force Funding	Footnote (1)	Agreement of a clear plan to work toward 2009 target to reduce non priority assessments by 50%	Analyse those found to be Non Priority and establish framework for abolition of assessment.	From Sept 06	Phased extension of priority need categories.	Neighbourhood Services
Develop a plan to meet unmet support needs of intentionally homeless people, based on published research guidance.	All homeless applicants are referred to Tenancy Support Team and services offered following comprehensive assessment of support needs.	Homeless Task Force Funding	Footnote (1)	Agreement of a clear plan to assess and respond to unmet support needs of intentionally homeless people.	Assess any unmet need. Evaluate success of Short SST policy. Ensure provision of Short SST within RSL Sector.	From Sept 06	Comprehensive responses across all partners to meet the needs of the homeless population, based on published guidance.	Neighbourhood Services

Actions	Baseline	Resources	Cost	Outcomes	Milestone	Time scale	Evaluation	Lead
Develop robust mechanisms to ensure service user support needs are integrated in service development via Supporting People Strategy.	Developments to date include the establishment of a service user forum and a resident forum within the hostel. Outcomes are monitored against each service user and this data will inform the Supporting People Strategy Review. Service reviews have been carried out for the Tenancy Support Team and the Hostels.	Supporting People Grant Homeless Task Force Funding	Footnote (1)	Support needs of homeless population identified within Supporting People Strategy.	Supporting People Strategic Review Conclusion of Hostel Service Review	From Sept 06	Satisfaction levels are increased tenancy sustainment of those in receipt of housing support	Neighbourhood Services
Continue to support the Single Homelessness Addictions Pathway Evaluation (SHAPE) which will identify service provision and gaps for those with dual diagnosis health needs.	Pan Ayrshire agreement to jointly fund and support a longitudinal study of the needs and service responses to homeless people with a substance misuse problem with or without a concurrent mental health need.	Homeless Task Force Funding	£3,000	Services within Ayrshire can be tailored to meet the needs of this client group.	Identify 70 service users across Ayrshire to take part in the study.	By Mar 07	Collation of information from service users and providers.	NHS Ayrshire and Arran
Footnote(1) - Staffing Costs			£244,918					
Total			£498,867					