

Rapid Rehousing Transition Plans:

Developing a monitoring framework
for local authorities



Chartered
Institute of
Housing
Scotland



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Foreword

The pandemic highlighted the importance of a secure home and everything that means to individuals and families. It also confirmed that significant action to address homelessness can, and will, happen when given the right focus from government, local authorities and partners. This report builds on the work [published](#) in July 2021 by CIH Scotland, highlighting the importance of Rapid Rehousing Transition Plans (RRTPs) as part of the Ending Homelessness Together commitment.

This research was carried out alongside a separate report, Rapid Rehousing Transition Plans: Making the case for the next five years, focussing on RRTP resourcing, and it is clear progress is being made even during a time when factors driving homelessness are placing unprecedented pressures on services in most local authority areas. This makes it even more important to do things differently, and deliberately aim for transformational change, but also recognise there will be constraints.

In early February, the Cabinet Secretary wrote to all local authority Housing Convenors looking for a focussed discussion around homelessness and plans to respond to pressures and challenges. There is evidence that RRTPs have provided a focus for innovation, change initiatives and new ways of working within a commitment to deliver housing led change. There is also recognition that further progress will require a high level of partnership working and a constructive way to measure impact in a more standardised way.

This research was not designed to produce the definitive framework, but as a way of starting the discussion and developing a system to highlight best practice, identify what works, and influence the difficult financial, resourcing and delivery decisions facing local authorities and their partners going forward. This framework is intended to provide a consistency of approach and as a way of highlighting the need for support to achieve the shared ambition of Ending Homelessness Together.



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Chair of CIH Scotland

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1. Background

Developing Rapid Rehousing Transition Plans

The Homelessness and Rough Sleeping Action Group (HARSAG)¹ was established by the Scottish Government in 2017 to make independent recommendations on how to address the immediate issue of rough sleeping, transform the use of temporary accommodation in the longer-term, and ultimately end homelessness in Scotland.

Responding to the HARSAG recommendations and subsequent Ending Homelessness Together Action Plan, the Scottish Government asked all local authorities to draft a Rapid Rehousing Transition Plan (RRTP) based on guidance developed by Indigo House². The Scottish Government also committed to providing funding from the Ending Homelessness Together fund to support implementation.

The RRTP guidance stated that where homelessness cannot be prevented, rapid rehousing should be implemented meaning:

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

In addition, it states that for people with multiple needs beyond housing:

- Housing First is the first response for people with complex needs and facing multiple disadvantages
- Highly specialist provision within small, shared, supported and trauma informed environments if mainstream housing, including Housing First, is not possible or preferable.

Legal status of RRTPs

While there was no legislative requirement at the time for local authorities to develop an RRTP, all 32 local authorities have done so. RRTPs are now referenced in Local Housing Strategy (LHS) guidance updated in 2019³, and in the Strategic Housing Investment Plan (SHIP) guidance updated in 2021⁴. The updated SHIP guidance also suggests that Housing Contribution Statements (HCS) should reflect RRTP priorities.

References in these statutory documents do give RRTPs a more formal status and there is no appetite from local authorities to introduce a new statutory duty in relation to RRTPs. However, lack of consistency in monitoring and reporting on RRTPs, and having no central point to access RRTP publications, has made it difficult to track progress and this should be addressed.

The need for a more consistent approach

In 2021, CIH Scotland carried out a survey of local authorities across Scotland seeking information on their progress with implementing RRTPs, the impact of the pandemic and other challenges. We received responses from 30 local authorities providing the basis for a report and recommendations⁵ on the support needed by local authorities to achieve the ambitions set out in RRTPs.

This piece of work highlighted the need for a more consistent approach to monitoring RRTPs recommending that:

“The Scottish Government should work with local authorities through the Homelessness Prevention and Strategy Group (HPSG) and RRTP working group to develop a more formal framework for monitoring progress and performance. This should build upon existing reporting mechanisms and help to measure success and identify where changes in approach or further resources are required.”

¹<https://www.gov.scot/groups/homelessness-and-rough-sleeping-action-group/>

²<https://homelessnetwork.scot/wp-content/uploads/2019/11/rapid-rehousing-guidance.pdf>

³<https://www.gov.scot/publications/local-housing-strategy-guidance-2019/documents/>

⁴<https://www.gov.scot/publications/strategic-housing-investment-plan-guidance-note-mhdgn-2021-01/documents/>

⁵<https://www.cih.org/media/yvjezuiu/rapid-rehousing-transition-plans-research-2021.pdf>

2. Process for developing the Framework

This project sought to develop a more consistent approach to monitoring and reporting on RRTPs by considering:

- The current legal status of RRTPs and scope for any changes needed after the initial five-year period
- Current reporting of homelessness performance by local authorities (statutory and non-statutory)
- What should be covered by a formal reporting framework, how this would be managed and reported (including frequency). This should include agreed performance indicators that will help to demonstrate success or highlight where further resources are required to deliver RRTP ambitions
- What the role of the Scottish Housing Regulator should be in monitoring homelessness performance
- Practicalities of using and reporting on the framework - this should not be onerous or create duplication of work for local authorities.

Initial desktop research was carried out by CIH Scotland, mapping out the existing reporting structures for homelessness and RRTP reporting, providing context for the wider project and a starting point for discussion.

A steering group was established to support the work and provide feedback on progress. The group was chaired by Gavin Smith, service manager for housing and homelessness at Fife Council, and included representation from the Association of Local Authority Chief Housing Officers (ALACHO), Healthcare Improvement Scotland's ihub, Scotland's Housing Network (SHN), the Scottish Government and the Scottish Housing Regulator. Secretariat support was provided by CIH Scotland.

The group met six times throughout the year, using an online interactive whiteboard to share ideas and develop a draft framework.

Two online workshops were held to gain input from local authorities, ensuring that the developing draft framework would be practical to use and would provide beneficial analysis that would complement rather than replicate existing data gathering and reporting.

Details of participants are included at appendix 1.

3. Mapping out existing monitoring and reporting on homelessness and RRTPs

While there is a lack of consistent publicly available data on RRTP progress, it is important to note that there is a significant volume of statutory data and more informal reporting on homelessness and RRTPs already undertaken. The project remit was clear that a new framework should not create any additional burdens for local authorities, therefore CIH Scotland carried out an audit of existing data reporting, and developing workstreams. These are summarised below.

Existing data and reporting

- **Scottish Government homelessness returns** Local authorities have statutory duties to provide assistance to households who are homeless or at risk of homelessness. Local authorities must provide quarterly data to the Scottish Government through HL1, HL2, HL3 and PREVENT1 returns. Details are published online⁶.
- **Reporting to the Scottish Housing Regulator** Local authorities have to gather evidence each year to demonstrate that they have met the outcomes set out in the Scottish Social Housing Charter (the Charter)⁷ through the Annual Return on the Charter (ARC) and Annual Assurance Statement (AAS). ARC data is available online⁸ and AAS are also published annually⁹.
- **RRTP annual reports** The Scottish Government has begun to report on RRTP progress annually¹⁰. The reports give an outline of progress being made and highlight specific examples from local authorities but do not quantify progress.
- **RRTP financial returns** The Scottish Government has asked local authorities to provide details about income and expenditure of funds provided through the Ending Homelessness Together Fund. These reports are not published publicly as standard although a small number of local authorities have chosen to publish these on their websites or in committee reports outlining progress on RRTPs.
- **Monitoring through the Homelessness Prevention Strategy Group (HPSG) RRTP sub group** The RRTP sub-group¹¹ meets four times per year. It helps to monitor progress towards meeting RRTP outcomes and encourages practice sharing between local authorities and others, for example, third sector organisations. The minutes of meetings are published online but there is no standardised reporting framework for local authorities which is done via the hubs.
- **Scotland's Housing Network data analysis** SHN collate published data and report back to the homeless hubs. These reports are not publicly available.
- **Internal reporting** Many local authorities report RRTP progress internally with reports available on their websites or through committee reports.
- **Housing First Pathfinder reporting** As part of the effort to scale up the provision of Housing First across Scotland, five Pathfinder areas were established in Aberdeen/shire, Dundee, Edinburgh, Stirling and Glasgow. The five Pathfinders have been supported by funding from the Scottish Government and the third sector, project management support from Homeless Network Scotland, with independent evaluation being carried out by Heriot Watt University. Monthly updates are available online¹² and the final evaluation report was published in November 2022¹³.
- **Scottish Government Housing First reporting** Beyond the five Pathfinder areas, the Scottish Government has begun publishing regular updates on the scaling up of Housing First with quarterly reports available online¹⁴.

In 2020, Crisis published a review of all 32 RRTPs¹⁵ and included links to the documents. However, some of these were still draft documents at the time and many have since been updated making this list out of date.

⁶<https://www.gov.scot/collections/homelessness-statistics/>

⁷<https://www.gov.scot/publications/scottish-social-housing-charter-april-2017/>

⁸<https://www.housingregulator.gov.scot/landlord-performance/statistical-information>

⁹<https://www.housingregulator.gov.scot/landlord-performance/annual-assurance-statements>

¹⁰<https://www.gov.scot/publications/rapid-rehousing-transition-plans-annual-report-2020-21/>

¹¹<https://www.gov.scot/groups/rapid-rehousing-transition-plans-sub-group/>

¹²<https://homelessnetwork.scot/housing-first/pathfinder/tracker/>

¹³<https://researchportal.hw.ac.uk/en/publications/scotlands-housing-first-pathfinder-evaluation-final-report>

¹⁴<https://www.gov.scot/collections/housing-first-publications/>

¹⁵https://www.crisis.org.uk/media/241640/crisis_rapid-rehousing-report_web_spreads_v2.pdf

We have now collated a more up to date list of RRTPs and updates where openly available online. Through online searches we found RRTPs (or drafts) for all 32 local authorities and updates for 24 local authorities. This information is included at appendix 3.

Links with other projects

- **CIH and Fife Council RRTP resources** As part of our wider RRTP work, a report considering the financial and non-financial resources required to progress RRTPs has been published alongside this report. It makes the case for continued focus on RRTP work for a further five years, underpinned by a more formal reporting framework. The resources report, Rapid Rehousing Transition Plans: Making the case for the next five years, is available on the CIH website.
- **HPSG task and finish groups** Four task and finish groups have been established to consider and make recommendations to the Cabinet Secretary on different aspects of homelessness in relation to the Ending Homelessness Together Action Plan. One group has been tasked with measuring progress towards ending homelessness. This is a wider remit than measuring progress with RRTPs, as is the focus of this report. The two groups have strong links to ensure that they complement each other, with two members of our steering group co-chairing the HPSG task and finish group.
- **Scottish Government statistical review** The Scottish Government is carrying out a review of homelessness data returns, providing scope for changes and improvements to data collection. This report will make recommendations on useful changes to data and reporting.
- **Health and homelessness data linking** Public Health Scotland (PHS) is working with Healthcare Improvement Scotland (HIS) to link homelessness application data to health and social care data. The project is beginning with a small number of pathfinder areas but aims to make this data available to all local authorities to support targeting of resources for people experiencing multiple and complex needs. As this work develops it may provide useful data for the RRTP Framework.

4. Context for the framework

Some aspects of demand for housing and homelessness services are outwith the control of local authority homelessness departments and can significantly impact the way in which services respond. It is important to be realistic about the purpose of RRTPs, and what can be achieved, taking the external environment and availability of resources into account.

The framework is intended to be used as a supporting tool, to measure and understand trends over time, not to single out the performance of individual local authorities.

The challenges being faced by local authorities in delivering homelessness services are explored in more detail in the RRTP resources report, Rapid Rehousing Transition Plans: Making the case for the next five years, but are summarised below.

External influences

Many external drivers affect homelessness demand and are outwith the remit of RRTPs. Demand for homelessness services versus the supply of suitable housing options will impact the number of people presenting as homeless, those needing to access temporary accommodation, and how long they may have to stay there.

- Ongoing challenges following the pandemic** The majority of local authorities report that they had to delay or scale back RRTP work due to the pandemic, and many had to expand their use of temporary accommodation reversing previous progress. While Covid-19 restrictions have now been lifted, longer-term impacts are still being felt by local authorities. These include lower turnover of housing stock, longer stays in temporary accommodation, and challenges with staff recruitment.
- Resettlement activities** Local authorities across Scotland have been involved in supporting the resettlement of people from Syria, Afghanistan and more recently Ukraine. The Scottish Government's Super Sponsor Scheme, which allowed Ukrainian refugees to name the Scottish Government as their sponsor rather than matching with a private household, has led to a significant increase in demand for temporary accommodation and local authorities are now planning for more suitable, longer term housing solutions.
- Housing supply and affordability** The vast majority of households (around 70 per cent) who go through the homelessness system do not have significant support needs but are unable to find affordable housing to suit their needs. There is a significant shortfall in the supply of social and affordable housing with around 180,000 households currently on local authority waiting lists¹⁶. There are also significant concerns about the supply of private rented housing with some landlords indicating their intention to leave the market or introduce more stringent checks on prospective tenants due to concerns around the introduction of rent caps and further restrictions on evictions.
- Cost of living** The current cost of living crisis is having a significant impact on tenants' ability to pay their rent and cover the cost of essentials, leading to an increased risk of homelessness.
- Inflation and budgetary pressures** All local authorities are facing significant financial challenges as the cost of goods and services increases. Affordable housing delivery is also at risk; the Scottish Government's draft budget announced in December 2022 reduced the More Homes budget by 24 per cent in cash terms from £744 million in 2022/23 to £567 million in 2023/24¹⁷.
- Policy and legislative changes** There have been a large volume of policy and legislative changes in relation to homelessness in the last few years. While the Scottish Government's ambition towards ending homelessness is welcome, some local authorities have told us that dealing with the volume of changes can be challenging. Additional resources are not always provided to support implementation and some changes can contradict the aims of RRTPs. For example, the extension of the Unsuitable Accommodation Order (UAO) has required some local authorities to increase supply of temporary accommodation at the expense of permanent accommodation, or openly breach the standards.

¹⁶<https://www.gov.scot/news/annual-housing-statistics-2020-21/>

¹⁷<https://www.gov.scot/publications/scottish-budget-2023-24/documents/>

Partner contributions

As well as external factors, the success of RRTPs relies on contributions from a wide range of partners such as Health and Social Care (H&SC), Criminal Justice, Registered Social Landlords (RSLs), the PRS and third sector organisations. Our wider RRTP work has highlighted that while there are some good examples of partnership working, contributions can be inconsistent and aren't guaranteed over the long term. Some local authorities receive funding from partners and others share resources such as staff.

The local authorities we have spoken to through our RRTP work have been cautiously optimistic about the introduction of new homelessness prevention duties. The statutory duty should help to emphasise the importance of preventing homelessness as far as possible, and that wider public bodies also have a role to play. However, there are some concerns about how the new duty will work in practice, how effective it will be, and whether adequate resources will be available to support implementation. Effective prevention will require proactive contributions from partners, and they will also need to play a key role in measuring the impact of prevention.

The clear message is that RRTPs cannot be delivered without partner contributions – homelessness is not just a housing issue – and the Scottish Government must provide clear leadership on this.

Existing measures and limitations

As noted in section three above, there is already a complex system of data gathering and reporting in place but there are limitations to the existing data and improvements can be made. The steering group discussed how existing measures could be improved, and where there are gaps in data. These are summarised below.

- **Lack of experiential/qualitative data** The steering group was keen to explore the possibility of including more qualitative data within the framework, tracking people's experience of the homelessness system, not just the number of people going through. However, there are currently no such measures consistently used across local authorities. Some workshop attendees commented that satisfaction surveys which are currently carried out are of limited use.
- **Limitations of PREVENT 1 data** Differences in how data is recorded mean that PREVENT 1 statistics cannot be directly compared between local authorities.
- **Lack of equalities data** HL1 does not adequately track the characteristics of households, for example LGBTQ+. Better understanding of the types of households approaching local authorities for assistance would help to tailor services and support.
- **Tracking cases over time** While data is available on repeat homelessness within a year, it could be useful to track outcomes over a longer period of time.
- **Statutory homelessness** Data reported to the Scottish Government should only include cases where there is a statutory duty to provide assistance. However, local authorities routinely provide support outwith these parameters. For example, allowing households to stay in temporary accommodation beyond a "reasonable time" to prevent discharge into homelessness, or dealing with people who have no recourse to public funds (NRPF). These account for a small number of cases but do require resources so it would be useful to monitor the frequency of such cases.
- **Limitations of data systems** Local authorities use different systems to capture data and some may need to be updated to facilitate changes or to record more complex data.
- **Definitions and accurate recording** The 'reasons for homelessness' recorded through HL1 are limited and would benefit from being updated.
- **Links between health and homelessness** Research has shown clear links between homelessness and increased use of health services¹⁸. However, this data is not being routinely collated. The work of PHS and ihub in linking data sets should provide useful data in future.
- **Support needs** The definition used in HL1 is still based on 'supporting people' and should be updated.
- **Homelessness prevention impact** While local authorities are able to give examples of good prevention work, and these are reflected in the RRTP annual reports, it can be difficult to quantify the impact and demonstrate value for money.
- **Homelessness prevention duty** While the legislation is being developed, it is not clear how the duty will be monitored, what reporting will be required, or who will be responsible for this.

¹⁸<https://www.gov.scot/publications/health-homelessness-scotland/>

The Scottish Government should take these comments into consideration when reviewing homelessness statistics and work with local authorities to improve data recording and reporting.

Links to national strategies and wider outcomes

The success of RRTPs is critical to the Scottish Government's ambition to end homelessness in Scotland. More consistent monitoring of data will allow local authorities and the Scottish Government to track progress over time, highlight successes and identify where further resources or support is needed.

Preventing homelessness and supporting people who do become homeless also contributes to wider Scottish Government priorities including the National Outcomes, tackling child poverty and creating a Fairer Scotland.

5. The RRTP Monitoring framework

About the framework

The framework is intended to create a more consistent basis for monitoring and reporting progress with the implementation of RRTPs. As noted above, this should not create additional burdens for local authorities, and it should not be used to set targets (although individual local authorities may wish to do so).

What does success look like?

As set out in section four, demand for homelessness services is significantly shaped by external influences, most of which are outside the control of local authority homelessness services. An increase in homeless applications driven by a global pandemic, humanitarian crisis, the rising cost of living, or any other environmental factors, should not be seen as a failure of homelessness services.

Local authorities need flexibility and resources to be able to respond to external pressures as they arise which may mean, for example, expanding provision of temporary accommodation. Similarly, finding the right housing option for a household when supply is severely constrained may mean a longer waiting times in some cases. Equally, it is recognised that there are multiple factors influencing the delivery of RRTP work which include geographies, and local housing market conditions, therefore the Framework should be seen as part of the measurement and analysis 'toolkit' for local authorities.

Successful implementation of RRTPs should be seen as a change in the approach to homelessness service delivery and organisational culture. Data can help to track progress and monitor how local authorities are dealing with changing pressures - but should not be used to define success in isolation.

Purpose and principles of the framework

The steering group agreed the following purpose and principles which underpin the framework.

Purpose - In developing the framework we are seeking to provide a more formal and consistent method for monitoring progress being made in implementing RRTPs. It will make use of existing data being reported by local authorities and suggest areas where there are gaps in data that could or should be addressed.

A successful framework will highlight where progress is being made in delivering improved outcomes for households at risk of homelessness or those who do become homeless.

It will identify where improvements could be made, share best practice, and highlight where more support is needed for local authorities to deliver RRTP ambitions.

Principles The approach to implementing RRTPs should be focussed on:

- Supporting the right to adequate housing
- Person-centred solutions and choice for temporary and permanent accommodation
- Dignity, accessibility and affordability
- Finding the right home, not just the fastest solution.

Measures In developing a set of measures the group took the following into account:

- Measuring and reporting should not create an additional burden for local authorities
- We should not set targets but seek to measure trends over time
- Avoid conflicts of interest and unintended consequences/perverse incentives from interpretation of data. For example, pressure for local authorities to reduce the use of temporary accommodation could limit access when needed
- Show improved outcomes for households, not just numerical data.

What the framework covers

The steering group took an ambitious approach to the development of the framework with a view to including more qualitative measures linked to people's experience of the homelessness system and links to health and wellbeing outcomes. We agreed that during the discussions, nothing would be off limits and to think of what the Framework could look like with no restrictions before deciding what would be realistically deliverable.

As the framework evolved, and following discussion with local authorities and external stakeholders, the draft framework was scaled back to make it more practical and largely based around data that is already being recorded and is easily available. As such, it does not include some of the qualitative measures we would like to have been reflected in the framework such as satisfaction with temporary accommodation, or improved health and wellbeing.

It is possible that the framework could be developed further over time, taking into account changes in data that is available, or tailored locally so that local authorities could add measures that reflect their priorities.

The steering group considered whether to set targets for performance but agreed that at this stage, the framework should be used to establish national trends over time, not to single out individual local authority performance. Rigid targets may also create perverse incentives and discourage flexibility.

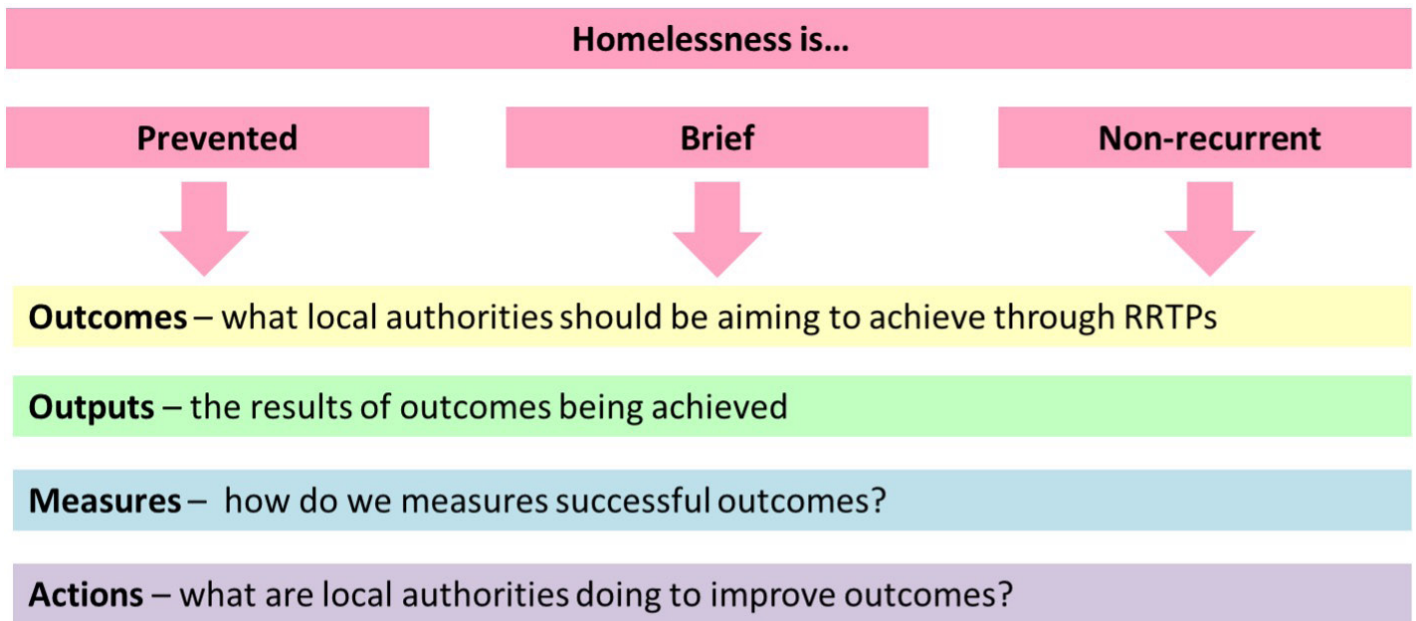
The data should not be viewed in isolation and, it is important to take context and external factors into account. For example, we know that during the pandemic, many local authorities had to increase their use of temporary accommodation in direct contradiction to the aims of RRTPs. This should not be seen as a failure, allowing flexibility to adapt and meet changing needs is essential in tackling homelessness and numbers alone cannot tell the full story.

How the framework is structured

The framework is based around three high level aims which should guide local authorities' RRTP work.

- **Homelessness is PREVENTED** While it was acknowledged that prevention was not a key component of the original RRTP guidance, it was felt that RRTPs have evolved over the past four years, and through the pandemic, with much more activity and resource now focussed on prevention.
While it will be impossible to prevent 100 per cent of homelessness, the primary aim of all partners should be to prevent homelessness as far as possible before considering other options.
- **Homelessness is BRIEF** Where a household does become homeless, they should be provided with suitable accommodation when needed, and every effort should be made to identify suitable permanent accommodation as quickly as possible. While speed is a key component of RRTPs, it is essential that the right solution is found, not just the quickest.
- **Homelessness is NON-RECURRENT** The right housing and support should help households to sustain their tenancy and avoid repeat homelessness. This aspect loops back to prevention work.

From these aims flow a set of outcomes, outputs, measures and suggested actions that local authorities might want to consider.



The full framework is included at the end of this report at appendix 2.

6. Summary of recommendations and next steps

The framework is by no means a static tool. We expect that it can be refined and developed over time as local authorities make use of it, as statutory data collection is updated, and as emerging policies and legislation are embedded in homelessness practice.

While we have received feedback from local authorities through the development of the framework, the next step will be to test this as a practical tool for data collection over time. We intend to pilot the Framework with local authorities in 2023.

The work undertaken in developing the framework will also feed into the HPSG task and finish group, informing the creation of a monitoring framework to oversee the entire Ending Homelessness Together plan.

Our recommendations on RRTP resources published alongside this report suggest that RRTP work should carry on for at least a further five years beyond the initial period. There is no appetite to introduce a statutory requirement for RRTPs, but having a more consistent measuring framework in place will help to demonstrate the value of RRTP work, making the case for continued investment and encouraging buy-in from partner organisations.

We recommend that the Scottish Government and Scottish Housing Regulator support the introduction of a more consistent approach to measuring RRTP progress, based on our work, and the findings of the HPSG task and finish group due to be published later this year.

As set out in section four above, our discussions with local authorities and other stakeholders have identified some gaps in data collection and areas where current measures could be improved.

We recommend that the Scottish Government considers these comments while reviewing existing data collections and continues to work with local authorities to refine these. Consideration of data requirements should also be undertaken through the development of the new prevention duty and any other changes to homelessness policy and legislation.

The Scottish Housing Regulator has a key role to play in monitoring and supporting improvement in homelessness services and we appreciate the Regulator's ongoing focus on meeting the needs of households who are homeless or at risk of homelessness.

The recent thematic review of homeless services published in February 2023¹⁹ demonstrates the importance the Regulator places on continuing to assess local authority performance in the delivery of homelessness services. This type of scrutiny helps the sector to reflect on practice and helps to identify where more support is required to deliver services. In this case, the Regulator's report recommends that the Scottish Government should consider further urgent measures to support local authorities to deliver services for people who are homeless. **We fully endorse this position.**

¹⁹<https://www.housingregulator.gov.scot/media/1884/homelessness-services-in-scotland-a-thematic-review-february-2023.pdf>

Appendix 1: Contributing to the report

We would like to thank everyone who gave their time and expertise to support the development of this report through the steering group and online workshops. During the course of the research, CIH was devastated to lose the contribution of the late Marion Gibbs. Marion helped frame the research and provided invaluable feedback throughout. Her untimely passing will be felt in the sector for a long time.

Steering group membership

- Fife Council (chair)
- Chartered Institute of Housing (secretariat)
- Association of Local authority Chief Housing Officers (ALACHO)
- Crisis
- Healthcare Improvement Scotland's ihub
- Scotland's Housing Network
- Scottish Government
- Scottish Housing Regulator

Online workshops

- Fife Council (chair)
- Chartered Institute of Housing (secretariat)
- Association of Local Authority Chief Housing Officers (ALACHO)
- Aberdeen City Council
- Aberdeenshire Council
- East Ayrshire Council
- Inverclyde Council
- Scottish Borders Council
- Midlothian Council
- South Ayrshire Council
- South Lanarkshire Council

Appendix 2: Rapid Rehousing Transition Plan Monitoring Framework



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Rapid Rehousing Transition Plan Monitoring Framework

Purpose

- In developing the framework, we are seeking to provide a more formal and consistent method for monitoring progress being made in implementing Rapid Rehousing Transition Plans (RRTPs). It will make use of existing data being reported by local authorities and suggest areas where there are gaps in data that could or should be addressed.
- A successful framework will highlight where progress is being made in delivering improved outcomes for households at risk of homelessness or those who do become homeless.
- It will identify where improvements could be made, share best practice, and highlight where more support is needed for local authorities to deliver RRTP ambitions.

Principles - The approach to implementing RRTPs should be focused on:

- Supporting the right to adequate housing.
- Person centred solutions and choice for temporary and permanent accommodation.
- Dignity, accessibility, and affordability.
- Finding the right home, not the fastest solution.

| Aims | Homelessness is PREVENTED | | Homelessness is BRIEF | | Homelessness is NON-RECURRING | | |
|--|---|--|---|---|--|---|--|
| Outcomes | Fewer Households experience homelessness. This means that homelessness is avoided wherever possible but that services are still available for those who need them. | At risk groups are identified and given priority/support. This includes victims of domestic abuse, people leaving prison, young people leaving care and other priority groups identified locally. | Households are accommodated in suitable permanent accommodation as quickly as possible taking individual needs and circumstances into account. | Households are satisfied with their temporary accommodation and the services they receive. | The permanent housing secured is right for the household's needs. This should align with legal requirements and a human rights approach. This should also include a range of housing options when a mainstream tenancy is not the right option. | Households are able to maintain new tenancies, reducing the likelihood of repeat applications. | Homelessness services are working effectively with partners. This means securing formal, long-term commitments from partners such as health and social care, community and criminal justice, education, third sector etc. |
| What all local authorities should be aiming to achieve through RRTPs | | | | | | | |
| Outputs | Reduction in rough sleeping reported when presenting as homeless. | Victims of domestic abuse are supported to stay at home if they choose to. | Reduction in length of case duration. | Reduced moves between temporary accommodation. | Housing supply matches housing need with strong links between RRTP and other strategic plans - HND/LHA and SHIP. | Fewer households experience repeat homelessness. | Links to the new homelessness prevention duty (under development). |
| Results of measures being achieved | Reduction in number of cases approaching the local authority making a homeless application. | Reduction in homeless applications from prisoners on release | Reduction in backlog of cases. | Reduction in breaches of unsuitable accommodation order. | A range of homes (types and sizes) are being delivered, including specialist/supported accommodation. | Households can access housing support when needed. | No wrong door - connecting services and ensuring staff of other agencies have skills and knowledge. |
| | Reduction in number of households in temporary accommodation. | All children leaving care have a housing plan/pathway in place. | Reduced time spent in temporary accommodation. | Temporary accommodation complaints resolved. | The needs of all members of the household, including children, are taken into account. | Households can access income max/advice/employability support. | Improved access to health services including mental health and addiction services. |
| | Reduction in households assessed as homeless. | | | Support needs assessments for all households (and provision). | Housing First available for those who need it. | | Health and Social Care commitment to RRTP. |
| Measures | Rate of homeless applications/population (HL1). | Applicants sleeping rough before presentation (HL1). | Homelessness case duration (HL1). | Unsuitable Accommodation Order breaches (HL3). | New supply statistics - AHSP and private sector (Scottish Government housing statistics). | Rate of applications from previously homeless households (HL1). | Prevention duty measures still to be developed (not currently available). |
| Principles - Measuring and reporting should not create an additional burden - We should not set targets but seek to measure trends over time - Avoid conflicts of interest and unintended consequences/perverse incentives from interpretation of data e.g. pressure to reduce the use of temp could limit access when needed - Show improved outcomes for households, not just numerical data. | Proportion of the population experiencing homelessness (HL1). | Number of applications from people leaving institutions (HL1). | Annual balance between applications opened and applications closed (extrapolated from HL1). | Satisfaction with temporary accommodation (not currently available). | Time taken to access Housing First tenancy (Scottish Government HF statistics). | Affordability measures linked to Scottish Government commitment to a shared understanding of affordability (not currently available). | H&SC involved in developing and reviewing RRTP (not currently available). |
| Data availability Most of these measures already have some data available. Where there is no data, this is indicated by a dotted outline. | Social housing evictions/abandonment (ARC). | Number of applications due to relationship breakdown (violent) (HL1). | Percentage of households housed in the PRS (HL1). | Accommodation meets advisory standards (not currently available). | Housing First tenancies sustained (Scottish Government HF statistics). | | |
| | Number of PREVENT 1 cases making a homeless application (HL1). | Number of children in temporary accommodation (HL2). | Social allocations to homeless households (ARC). | | Support needs and provision (HL1 and PREVENT 1). | | |
| | Prevention work highlighted through RRTP annual return (Scottish Government). | Wider trends inc. LGBTQ+ and single males following relationship breakdown (not currently available). | | | | | |
| Actions | Prevention activity - working with partners and joint commissioning. | Trauma informed training for staff. | Stock acquisition. | All households have personal housing plan. | Introduce human rights housing action plan. | Support with skills and employment. | Cross department meetings/working groups. |
| To be decided locally but some examples could include. | Mediation services. | Develop local domestic abuse policy. | Working with private rented sector landlords. | Jointly commission services with Health and Social Care. | Targets for supply of housing in high demand locally. | Local hardship funds. | Joint commissioning plans. |
| | PRS tenancy sustainment. | Actively engaging with SHORE standards. | Flipping tenancies from temporary to permanent. | Embedding lived experience in service development. | Provision of different housing options. | Support to access the private rented sector - deposit and furniture support. | Links with third sector organisations. |
| | Hardship funds and income maximisation. | Proactive outreach where risks are identified. | | | Involvement in decisions relating to support e.g. personal housing plans. | | Housing options staff linked/placed with health workers/GPs/prisons. |

Appendix 3: Rapid Rehousing Transition Plan reports and funding

All local authorities were required to publish RRTPs by the end of December 2018. RRTPs should be continually monitored although this varies between local authorities. Scottish Government asked all to submit updated RRTPs by 30 June 2020, but this was later extended due to Covid-19. The table includes latest iterations that could be located by early 2023.

Initial RRTPs set out estimated costs to deliver the plans and many of these included capital costs e.g. housing supply. A report published by Crisis in 2020 detailed 26 funding requests from all RRTPs available at that time which totalled £102.9 million.

The Scottish Government later clarified that RRTP funding would not cover capital costs which should be covered by other budgets, and some local authorities have since revised their original cost estimates. The Scottish Government has distributed £52.5 million in relation to RRTP and Housing First.

The table below gives a detailed breakdown of RRTP funding received based on [Scottish Government response to Freedom of Information \(FOI\) request](#) - this contains funding levels for RRTPs for all local authorities to March 2023. A letter from the Cabinet Secretary to local authorities in December 2022 outlined the distribution of £8 million RRTP funding for 2023/24.

A letter from the Cabinet Secretary to local authorities in December 2022 outlined the creation of a £30.5 million Homelessness Prevention Fund by merging the previous Hostels Grant and Homelessness Support budget. Allocations for 2023/24 are also detailed in the table.

| | Published RRTP | Latest report/update | RRTP development | RRTP implementation | | | | | Housing First (HF) | Winter Support (WS) | Total (RRTP, HF and WS) | Homelessness Prevention |
|----------------------|---|-------------------------------------|------------------|---------------------|----------|----------|----------|----------|--------------------|---------------------|-------------------------|-------------------------|
| | | | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 | 2019-2022 | 2021/22 | 2018/19-2023/24 | 2023/24 |
| Aberdeen City | RRTP (draft) uploaded November 2019 | RRTP report 2022/23 | £77,072 | £301,000 | £358,000 | £346,000 | £341,000 | £326,251 | * | £223,000 | £1,972,323 | £900,000 |
| Aberdeenshire | RRTP (Feb 2019); Action Plan; Resource Plan; RRTP EIA | Update June 2021 | £62,272 | £261,000 | £249,000 | £252,000 | £243,000 | £227,149 | * | £155,000 | £1,449,421 | £960,000 |
| Angus | RTP 2019/20-2023/24 | 2021 update | £42,279 | £172,000 | £161,000 | £144,000 | £122,000 | £111,285 | | £100,000 | £852,564 | £481,000 |

| | Published R RTP | Latest report/ update | R RTP development | R RTP implementation | | | | | Housing First (HF) | Winter Support (WS) | Total (R RTP, HF and WS) | Homelessness Prevention |
|-----------------------|--|--|-------------------|----------------------|----------|----------|----------|----------|--------------------|---------------------|--------------------------|-------------------------|
| | | | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 | 2019-2022 | 2021/22 | 2018/19-2023/24 | 2023/24 |
| Argyle & Bute | Submitted to Scot Gov Dec 2018 | Updated R RTP 2021 | £30,000 | £95,000 | £105,000 | £93,000 | £92,000 | £91,684 | | £65,000 | £571,684 | £546,000 |
| Clackmannanshire | Draft R RTP | | £30,000 | £103,000 | £116,000 | £111,000 | £106,000 | £107,438 | | £72,000 | £645,438 | £332,000 |
| Dumfries and Galloway | R RTP April 2019 | 3rd version | £33,797 | £143,000 | £179,000 | £181,000 | £188,000 | £197,656 | | £112,000 | £1,034,453 | £754,000 |
| Dundee | Draft R RTP 2019-2024 | Update Nov 2022 | £68,049 | £300,000 | £282,000 | £277,000 | £287,000 | £286,226 | £815,139 | £175,000 | £2,490,414 | £1,045,000 |
| East Ayrshire | R RTP May 2019; R RTP EIA | Progress report Nov 2022 | £30,000 | £119,000 | £143,000 | £158,000 | £178,000 | £182,910 | | £89,000 | £899,910 | £664,000 |
| East Dunbartonshire | R RTP April 2019 | Update June 2019 | £30,000 | £120,000 | £95,000 | £88,000 | £78,000 | £71,076 | | £61,000 | £543,076 | £437,000 |
| East Lothian | R RTP 2019-2024 | R RTP Draft 3rd version | £40,224 | £160,000 | £169,000 | £161,000 | £158,000 | £149,387 | | £105,000 | £942,611 | £608,000 |
| East Renfrewshire | R RTP 2019-2024 | | £30,000 | £76,000 | £72,000 | £72,000 | £77,000 | £82,158 | | £45,000 | £454,158 | £371,000 |
| Edinburgh | R RTP 2019-2024 | Second R RTP Sep 2020 | £229,225 | £1,005,000 | £892,000 | £871,000 | £772,000 | £713,228 | £2,000,744 | £563,000 | £7,046,197 | £3,143,000 |
| Eilean Siar | Draft R RTP 2019-2024 | R RTP update June 2020 | £30,000 | £34,000 | £29,000 | £50,000 | £50,000 | £50,000 | | £18,000 | £261,000 | £221,000 |
| Falkirk | R RTP Exec Summary 2019-2024 | | £56,992 | £211,000 | £211,000 | £215,000 | £222,000 | £244,460 | | £132,000 | £1,292,452 | £756,000 |
| Fife | R RTP 2019-2024 | | £124,111 | £524,000 | £534,000 | £528,000 | £548,000 | £555,232 | | £335,000 | £3,148,343 | £1,895,000 |

| | | R RTP development | R RTP implementation | | | | | | Housing First (HF) | Winter Support (WS) | Total (R RTP, HF and WS) | Homelessness Prevention |
|-------------------|---|--|----------------------|------------|------------|------------|------------|------------|--------------------|---------------------|--------------------------|-------------------------|
| | Published R RTP | Latest report/ update | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 | 2019-2022 | 2021/22 | 2018/19-2023/24 | 2023/24 |
| Glasgow City | R RTP 2019/20-2023/24 | Update to IJB Jan 2020 | £300,736 | £1,332,000 | £1,237,000 | £1,266,000 | £1,372,000 | £1,471,795 | £1,652,437 | £772,000 | £9,403,968 | £5,094,000 |
| Highland | R RTP 2019-2024 | R RTP update May 2021 | £60,671 | £280,000 | £297,000 | £291,000 | £291,000 | £300,148 | | £187,000 | £1,706,819 | £1,431,000 |
| Inverclyde | R RTP Jan 2019 | Update Oct 2019 | £30,000 | £53,000 | £44,000 | £50,000 | £50,000 | £61,275 | | £28,000 | £316,275 | £553,000 |
| Midlothian | R RTP 2019/20 - 2023/24 | R RTP 2020/21-2032/24 | £32,218 | £141,000 | £137,000 | £127,000 | £121,000 | £113,941 | | £85,000 | £757,159 | £535,000 |
| Moray | R RTP 2019-2024 | | £30,000 | £97,000 | £93,000 | £90,000 | £90,000 | £94,532 | | £58,000 | £552,523 | £395,000 |
| North Ayrshire | R RTP 2019-2024 | Update Oct 2020 | £44,356 | £187,000 | £209,000 | £224,000 | £223,000 | £238,781 | | £130,000 | £1,256,137 | £859,000 |
| North Lanarkshire | Draft R RTP 2019-2024 | R RTP year three May 2021 | £96,242 | £389,000 | £465,000 | £464,000 | £443,000 | £391,099 | | £290,000 | £2,538,341 | £1,845,000 |
| Orkney Islands | Draft R RTP 2019-2024 | R RTP update June 2021 | £30,000 | £22,000 | £27,000 | £50,000 | £50,000 | £50,000 | | £17,000 | £246,000 | £144,000 |
| Perth and Kinross | R RTP 2019-2024 | R RTP Update Jan 2021 | £46,347 | £203,000 | £214,000 | £196,000 | £175,000 | £153,417 | | £133,000 | £1,120,764 | £629,000 |
| Renfrewshire | Summary report to committee | Update August 2021 | £43,080 | £186,000 | £187,000 | £189,000 | £190,000 | £190,329 | | £116,000 | £1,101,409 | £964,000 |
| Scottish Borders | R RTP 2019-2024 | Update June 2021 | £34,684 | £153,000 | £167,000 | £166,000 | £165,000 | £160,378 | | £105,000 | £951,062 | £561,000 |
| Shetland Islands | R RTP May 2019 | Updated R RTP July 2021 | £30,000 | £31,000 | £27,000 | £50,000 | £50,000 | £50,000 | | £17,000 | £255,000 | £153,000 |

| | Published RRTP | Latest report/ update | RRTP development | RRTP implementation | | | | | Housing First (HF) | Winter Support (WS) | Total (RRTP, HF and WS) | Homelessness Prevention |
|--------------------------------------|--------------------------------------|-------------------------------------|-------------------|---------------------|-------------------|-------------------|-------------------|-------------------|--------------------|---------------------|-------------------------|-------------------------|
| | | | 2018/19 | 2019/20 | 2020/21 | 2021/22 | 2022/23 | 2023/24 | 2019-2022 | 2021/22 | 2018/19-2023/24 | 2023/24 |
| South Ayrshire | Draft RRTP 2019-2024 | | £39,856 | £173,000 | £175,000 | £176,000 | £182,000 | £184,741 | | £110,000 | £1,040,597 | £602,000 |
| South Lanarkshire | RRTP 2019-2024 | RRTP review 2019/20 | £104,465 | £461,000 | £453,000 | £445,000 | £451,000 | £460,892 | | £282,000 | £2,657,357 | £1,575,000 |
| Stirling | RRTP 2019/20-2023/24 | | £30,000 | £101,000 | £111,000 | £123,000 | £132,000 | £134,091 | £120,783 | £69,000 | £820,874 | £498,000 |
| West Dunbartonshire | RRTP 2019/20-2023/24 | | £62,770 | £265,000 | £251,000 | £234,000 | £238,000 | £251,142 | | £156,000 | £1,457,912 | £649,000 |
| West Lothian | Draft RRTP 2019-2024 | RRTP update 2021/22 | £70,970 | £302,000 | £311,000 | £312,000 | £315,000 | £297,308 | | £195,000 | £1,803,278 | £921,000 |
| *Aberdeen City & Shire Housing First | | | | | | | | | £958,263 | | | |
| Scotland | | | £2,000,416 | £8,000,000 | £8,000,000 | £8,000,000 | £8,000,000 | £8,000,000 | £5,547,366 | £5,000,000 | £52,547,782 | £30,500,000 |



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