Rapid Rehousing Transition Plans:
Guidance for Local Authorities and
Partners

Developing a Rapid Rehousing Transition Plan 2022 to 2027

October 2021

Definitions

<u>Interventions:</u>

Housing First – an internationally recognised approach which is targeted at those individuals with high levels of needs into setlled accommodation, alongside tailored and individualised support package, at the earliest opportunity. In Wales, the Housing First Network developed a set of ten principles based on the international principles. H1st_Principles_Wales_-_ENG_A5.pdf (cymorthcymru.org.uk)

Critical Time Interventions (CTI) - A time-limited approach, providing an intensive level of support for a short duration, which decreases significantly over time. Potentially most suitable for people leaving state institutions such as hospital or prison, etc.

Floating support - housing related support provided to a person in their own home or in a dispersed accommodation (as opposed to fixed accommodation based services where support is provided through the accommodation).

Assertive Outreach – persistent support offered on the street to ensure people sleeping rough transition into the support available and with the ultimate goal of ending homelessness.

<u>Accommodation Types:</u>

Temporary Accommodation – term to include all accommodation that is provided upon first presentation to homelessness services, which may or may not under a license agreement, and which is not intended to be longer-term provision. Floor space is not considered suitable under any circumstances.

Triage Centre – enhanced forms of temporary accommodation where people are supported on a short-term basis while an assessment is undertaken in relation to the appropriate accommodation and support requirements.

Triage Centres remain a key objective and the key principles are that a successful Triage Centre must be:

- Single person/household occupancy accommodation - As a minimum, the accommodation should have en-suite, but ideally also include a small kitchen area with sink and microwave. Post-pandemic, shared communal spaces will also be encouraged where appropriate;
- Inclusive - Ensure provision covers all groups (i.e. men and women, young people, those with pets, etc.). This may include different buildings, entrances or different floors for different cohorts;
- Open 24 hours a day, 7 days a week - Staff cover allows for emergency accommodation to be available at all times of day, every day;
- Hub approach - Centre allows for a multi-agency approach and co-location with key services such as primary health services and substance misuse services.

Settled Accommodation – accommodation in both the social and private sectors that is expected to last at least six months **and** has the potential to be available for as long as the tenant wishes.

Supported Accommodation for homeless people – the provision of accommodation alongside support to help people live as independently as possible, but is not intended to be settled accommodation.

Repeat Homelessness – an individual/household who has at least one previous experience of homelessness, regardless of whether (a) a duty was owed under either the Housing Act 1996 or the Housing (Wales) Act 2014; or (b) the case was successfully prevented and temporary accommodation was avoided. There is no time limit on the previous instance of homelessness.

Local Housing Market Assessment (LHMA) – a strategic planning exercise undertaken every five years (plus a refresh once during that period around years 2-3) to determine housing need, by ward and by rental type (i.e., social, intermediate, market, etc.).

Local Authority Prospectus – drawn from LHMA, a concise summary of housing need which identifies an authority's housing priorities for the Social Housing Grant.

Local Development Plan - sets out each local planning authority's proposals for future development and use of land in their area.

Prevention:

Primary Prevention - Preventing or minimising the risk of problems arising, usually through universal policies e.g. education; health promotion; good housing management and tenancy support.

Secondary Prevention - Targeting individuals or groups at high risk or showing early signs of a particular problem to try to stop it occurring e.g. early referral to family or youth support services.

Tertiary Prevention- Intervening once there is a problem to stop it getting worse and to redress the situation e.g. writing off rent arrears to avoid eviction.

Acute Spending - Spending to manage the impact of a crisis situation - does little or nothing to prevent problems recurring in future e.g. cost of temporary housing when made homeless; long term cost of supporting children who have suffered Adverse Childhood Experiences (ACEs) as a result of loss of home. Following transformation, it is expected that this prevention category will reduce in dependency.

Recovery Prevention – prevention of repeat homelessness and rough sleeping.

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1.   Welsh Government's vision

The Welsh government is committed to making homelessness rare, brief and unrepeated. This does not mean that all of our focus will be on the emergency end of homelessness. Prevention of homelessness must remain our primary focus. We want to see action at both Primary and Secondary Prevention stages (see definitions above) in order to achieve a higher rate of success in relation to keeping people in their own homes.

Where prevention has not worked, Rapid Rehousing is then essential to reduce the corrosive impact of homelessness and ensure it is unrepeated. The benefits of secure, settled and self-contained housing for people who have experienced or been at risk of homelessness should not be underestimated. The majority of people experiencing homelessness should be provided with such homes as quickly as possible. This will help avoid the destabilising and marginalising effects of prolonged homelessness or prolonged stays in emergency or temporary settings while remaining homeless.

Rapid rehousing is based upon a systematic approach to understanding what housing is needed, how that housing is going to be funded, developed and allocated to people who find themselves homeless. This approach, when properly applied, means the need for many forms of temporary accommodation will diminish and where it is needed, is for a shorter period than currently.

We know there is a shortage of housing in many parts of Wales, we also know that irrespective of your location, a person or family's ability to access housing is dependent on a supply of appropriate housing and the way it is allocated. Particularly, the criteria a landlord uses to match homeless households to tenancies. Rapid Rehousing will help us reduce the use of temporary accommodation to the absolute minimum and improve access to settled housing as rapidly as possible.

Partnerships

While Rapid Rehousing clearly places an emphasis on the provision of housing as a fundamental element of recovery from homeless, homelessness cannot be resolved with just housing alone. For Rapid Rehousing to work, we must work in partnership with key services such as health and criminal justice. We must also harness both the third sector and unpaid volunteers who provide services that support and help tenants build confidence and a connection within a community. Partnership approaches will be vital, not just in making the transition to Rapid Rehousing, but also to support the planning that is required to prepare a transition plan. It is essential that every authority establishes a steering group of key services and local partners, both internally and externally, when developing the transition plan.

Support, Plan, Build and Transform

The four key themes of the Phase 2 plan remain in place, but now with an eye on the need to make the transition to Rapid Rehousing:

Support– continue to appropriately support people who remain rough sleeping, are in temporary accommodation and those recently moved into settled accommodation.

Plan – prepare clear transition plans for services and provision setting out how they will move towards providing more sustainable models of accommodation and support that meets the needs of everyone currently in emergency provision and future presentations.

Build – innovate, remodel, procure and build accommodation to improve the quality and inclusivity of temporary accommodation and increase the availability of settled accommodation.

Transform – commit to a transition plan focused on moving away from the use of temporary accommodation, to a system of assessing needs quickly and identifying the most appropriate route that meet the needs and the wishes of individuals. The plan must also consider how rough sleeper services are remodelled to incentivise and support people to make the step into services.

Timetable

The publication of this guidance represents the starting point on the transition to Rapid Rehousing.

1. October 2021 – publication of *Rapid Rehousing Transition Plan Guidance*
2. October 2021 – consultation on the *Ending Homelessness Action Plan*
3. December 2021 – initial submission of draft *Housing Support Programme Strategy* (including needs assessment exercise)
4. End of March 2022 – begin work to explore legislative changes
5. End of March 2022 – submission of final *Housing Support Programme Strategy*
6. End of June 2022 – initial submission of draft *Rapid Rehousing Transition Plan*; and
7. End of September 2022 – final submission of *Rapid Rehousing Transition Plan*.

2. What is Rapid Rehousing?

Rapid Rehousing is about taking a housing led approach to rehousing people that are experiencing homelessness, making sure they reach settled housing as quickly as possible rather than staying in temporary accommodation for too long.

Over the next five years we expect to see removal of prolonged and potentially damaging spells in temporary accommodation. We expect to see the development of a systematic and strategic process that links housing development, support and supply to housing need. Doing so will enable allocation processes and PRS access points that focus on getting households experiencing homelessness into appropriate settled homes and target support to meet their needs.

Prevention remains the most efficient way of tackling homelessness and must remain a key priority, but where homelessness cannot be prevented, we want:

- Systematic planning to make settled accommodation available.

- Move into settled accommodation at the same time as, rather than after, addressing support needs.

- An improvement in the quality and a reduction in the need for temporary accommodation.

- Offering a package of assistance and multi-agency support, specially tailored to individual needs where this is required.

Rapid Rehousing should be flexible and recognise that people who present as homeless may have different levels of need. It is about acknowledging that without access to adequate housing, individuals may experience multiple adverse effects including: exposure to disease, poverty, isolation, mental health issues, prejudice and discrimination, and are under constant and significant threat to their personal safety.

Rapid Rehousing Model of Accommodation

Rapid Rehousing is based on the principles of moving people to settled accommodation quickly, with temporary accommodation although key, ideally being a limited part of the model.

Many local authorities currently utilise a pathway for people experiencing homelessness which may include a number of different stages of 'tenancy readiness'. As part of the transformation, local authorities must begin planning to move to model with no more than two stages (1) Temporary accommodation, and (2) Settled accommodation and ideally just settled accommodation if support can be provided early enough.
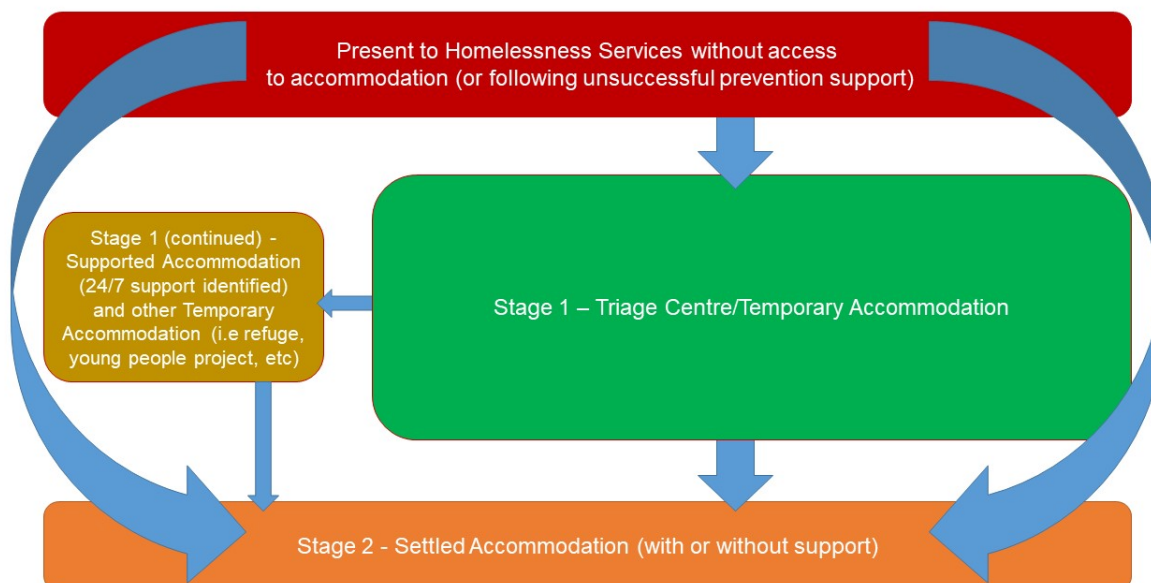
Within these two stages, there remains flexibility based on the needs of the individual. For example:

Stage one - Temporary Accommodation

This includes the provision of both Triage Centres, to assess the needs of individuals and good quality, inclusive temporary accommodation. It is our intention to phase out the use of poorer quality temporary accommodation in all instances during the transition phase, including the use of B&Bs. However, we recognise this will take some time given the current increased demand on provision.

There is no intention to place a time limit on this stage, but the emphasis is on, where it is necessary, a short as possible stay to undertake an assessment prior to a move into settled accommodation. The length of stay will depend on the outcomes of the assessment and individual choices.

Stage one includes **all** fixed site Housing Support Grant (HSG) funded provision, all Supported Accommodation, Domestic Abuse Refuges, Residential Rehabilitation Centres, etc.

In very few instances, some may require Supported Accommodation on a long-term basis, but this should be kept under continual review and is not to be considered Settled Accommodation.

Stage two – Settled Accommodation

The discharge conditions attached to the duties within the Housing (Wales) Act 2014 reinforce six months as an appropriate threshold for settled accommodation. This excludes supported accommodation or interim tenancies that carry no opportunity to be converted into longer term tenancies.

The Renting Homes (Wales) Act 2016 will put in place two contracts - 'secure' and 'standard' - and the expectation is that Stage two would include the provision of one of the two contract options. This would include the provision of an introductory standard contract (a type of 'standard contract'). Similarly to current introductory and starter tenancies, an introductory standard contract will usually become a secure contract after the introductory period. However, under no circumstances should the transition to a secure contract be conditional on behaviour or participation during the introductory period.

Settled accommodation may also be provided in a shared setting, particularly for younger people. However, this does not mean that the default position for any groups should be shared. Decisions should be made on a case by case basis and of course take account of the individual's preferences.

What is the relationship between Rapid Rehousing and Housing First?

Housing First is considered the most highly regarded form of Rapid Rehousing internationally and such, should fit within the wider Rapid Rehousing approach, targeted at those with high needs, and also those with lower level needs but a history of failed tenancies and/or repeated experiences of rough sleeping.

As part of the transition to the Rapid Rehousing approach, we ask all local authorities to invest in a Housing First service in order to support the needs of those identified as high needs. However, we are not opposed to alternative housing-led models that allow for a speedier move out of temporary accommodation and into settled accommodation. This may include the provision of an alternative temporary solution if it is more appropriate to the individual's needs (i.e., wet, dry, young person provision, etc.).
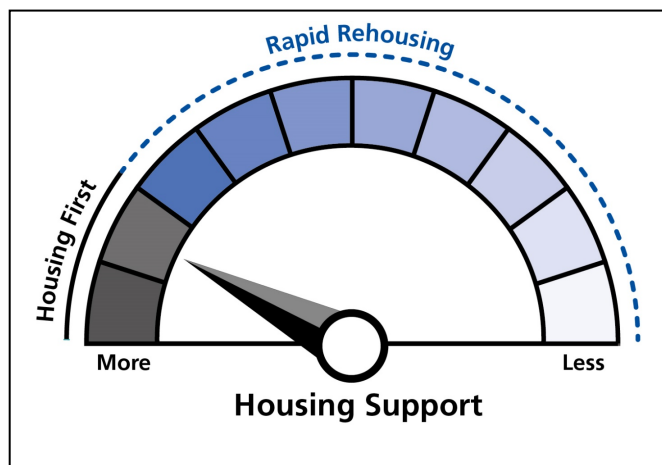
Personal choice is of paramount importance in both Housing First and Rapid Rehousing and if someone expresses a desire to be placed in a shared setting, be it a shared tenancy, HMO or even a supported project, then that should be considered and potentially supported.
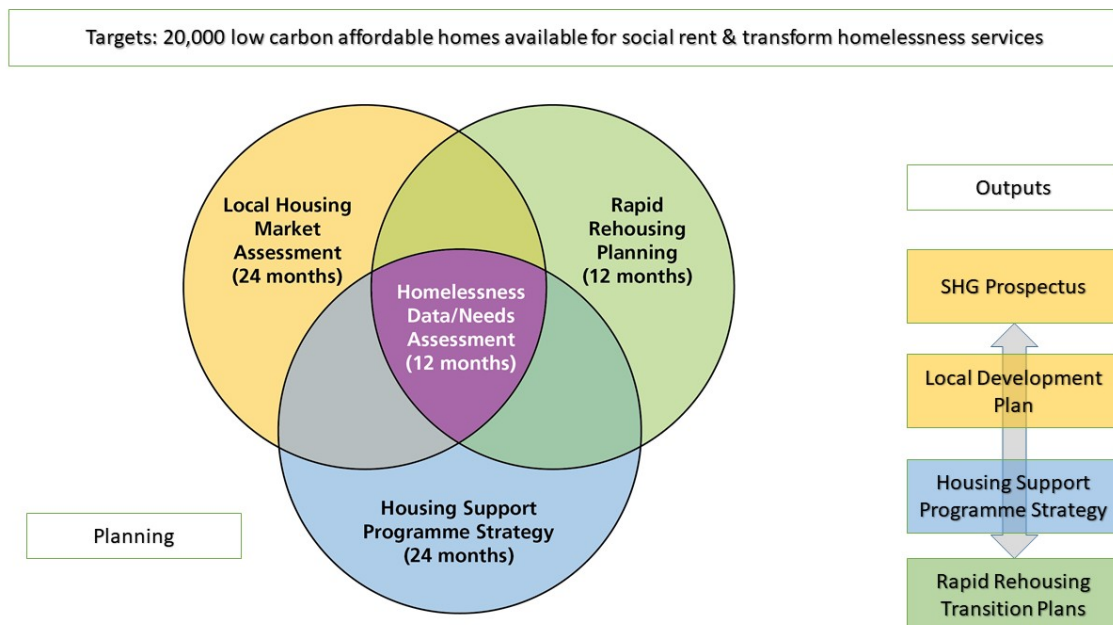
3. Aligning Housing to local need

A pre-requisite of Rapid Rehousing is ensuring there are planning arrangements to ensure: (a) enough secure, affordable accommodation available; and (b) enough of the right support available to assist people to secure and sustain settled accommodation. It is fundamentally important that transition plans are built on reliable and comprehensive data.

This places a significant emphasis on the understanding of the needs assessment exercise as well as the accompanying Rapid Rehousing Transition Plan Excel tool which has been developed in order to support the understanding of both current demand and potential trend information.

Core data is essential and should be collected in:

1. The local authority Local Housing Market Assessment (LHMA), Local Authority prospectus (Social Housing Grant (SHG) Programme) and Local Development Plans,
2. The Housing Support Programme Strategy and,
3. The Rapid Rehousing Transition Plan.

Targets: 20,000 low carbon affordable homes available for social rent & transform homelessness services

Local Housing Market Assessment (24 months)

Rapid Rehousing Planning (12 months)

Homelessness Data/Needs Assessment (12 months)

Planning

Housing Support Programme Strategy (24 months)

Outputs

SHG Prospectus

Local Development Plan

Housing Support Programme Strategy

Rapid Rehousing Transition Plans

Capital Build Programmes:

In order for Rapid Rehousing to work there must be appropriate access to housing and therefore it is of critical importance that each local authority ensures that there is consistency between homelessness data and ongoing capital build programmes as well as each authorities PRS access teams.

As part of the Housing Support Programme Strategy process, each local authority will be expected to undertake regular needs assessment exercises and this exercise will also be crucial in supporting the processing of planning the transition to Rapid

Rehousing both in terms of this baseline exercise, but also in relation to ongoing monitoring of the plan.

Each local authority is strongly advised to ensure that there is alignment between the data captured as part of the ongoing needs assessment and the development of the Local Housing Market Assessment, Social Housing Grant Prospectus and Local Development Plan.

In particular, we strongly recommend that the 'existing unmet need' households contained within the Local Housing Market Assessment table is linked directly to the homelessness data collected by local authorities.

4. Partnership working

Homelessness is not simply a housing issue and Rapid Rehousing will not succeed unless there is full operational alignment between an authorities housing strategic function, capital build programme, Housing Support Grant commissioning and the statutory homelessness services. For any homelessness service to be effective, many homeless people will require support from a range of different partners including primary care, mental health, substance misuse and social care services.

In addition, for Rapid Rehousing to work, there must also be effective engagement from both within the local authority in terms of commissioning of support services, including HSG, and the planning of capital build programmes; should be supported outside the local authority in terms of engagement with the social and private landlord sectors and support agencies.

Local Rapid Rehousing Partnership Groups

Local authorities should look to develop positive and collaborative working and planning relationships with key partners such as health, social care, housing providers and the criminal justice sector in order to develop, resource and implement a fit-for-purpose plan. These arrangements should include a shared understanding of referral pathways and a shared understanding of service eligibility criteria.
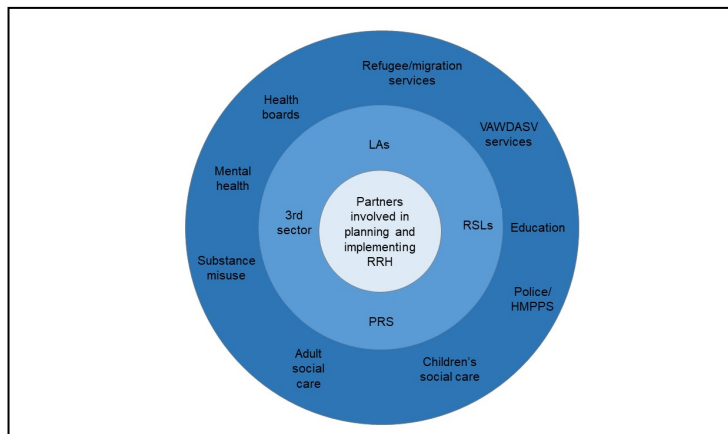
The Rapid Rehousing Transition Plan should describe how these partnership groups have worked together to develop the Plan and also outline where these partnerships have resulted in contributions of or demands on resources.

Third sector homelessness and housing support providers will be critical partners during the transition to rapid rehousing. Their ability to build trusting relationships with people who have previously received a negative experience, perhaps even been failed by the system, will be vital to service delivery, and their experience and expertise should be utilised when making decisions about adapting services.

In addition to the key local partners, partnership groups should include front line workers as well as people with a lived experience.

Support commissioning

Chapter 7 of the Housing Support Grant Guidance (published April 2020)[1] provides the detail in relation to Housing Support Grant commissioning practices that will need to be followed.

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[1] Housing Support Grant Guidance (gov.wales)

Rapid Rehousing Transition Plans

A Rapid Rehousing Transition Plan is a planning document intended to support local authorities make the transition to a Rapid Rehousing model of homelessness services.

Its main purpose is to provide a plan of how each local authority will amend both supply and support requirements in order to align with the Rapid Rehousing approach.

We understand that some areas will require less change than others, but each plan must provide a detailed and costed analysis over a five year period.

It is critical that this initial Transition Plan is developed as a corporate document. In addition to ensuring that the other authority statutory functions, such as social care are involved, there must be co-operation between the strategy team, SHG and HSG teams and homelessness services in order to deliver a plan that meet the aims of the Rapid Rehousing transformation. Therefore, we expect to see Rapid Rehousing incorporated in local authorities' Housing Support Programme Strategies which are due to be submitted by the end of March 2022. Each local authority also needs to develop and deliver the Rapid Rehousing Transition Plan in co-operation with local partners, in particular Area Planning Boards, Registered Social Landlords, HSG support providers and wider relevant local partners.

Each plan will need to set out the following six key themes:

    A. Homelessness data and analysing need
    B. Assessment of support needs
    C. Understanding local temporary accommodation supply
    D. Plan for the Temporary Accommodation transformation
    E. Development of the Transition Plan
    F. Future housing supply and wider resource planning

A). Homelessness data and analysing need

When planning to make the transition to Rapid Rehousing, it is vital that an analysis is undertaken so a clear position can be ascertained of the needs of people who require homelessness assistance. In addition to this transition exercise, each local authority is now required through a separate process to undertake a LHMA exercise. The accompanying Excel tool has been designed to support the identification of the gap between housing need, demand and supply, and in particular support the identification of 'Existing Unmet Housing Need' which must inform the LHMA.

The tool provides more details, but the following is a taste of what should be collected and is focused on data already collected as part of existing data collections:

- Presentation information, including break downs of the following:
  - demographic information;
  - household type;
  - cause of homelessness;
  - tenure of accommodation prior to presentations;
  - rate of repeat presentations;
  - Use of temporary accommodation;
- Outcome information, including the following:
  - Successful/unsuccessful by each duty
  - Tenure discharge information – PRS/Social, etc.
  - Breakdown of unsuccessful, by each duty by intentionality, loss of contact, failure to co-operate, etc
  - Local connection information
- Rough sleeper information
- Minimum, Maximum and Average case length information, broken down by demographic and household types as follows:
  - S66 – positive
  - S66 – unsuccessful
  - S73 – positive
  - S73 – unsuccessful
  - S75 – positive
  - S75 – unsuccessful
- Average length of stay in temporary accommodation, broken down by demographic and household types

This information should help the local authority to understand the numbers of people flowing through temporary accommodation and current and anticipated gap between demand and supply over the next five years. This is very important if the local authority and its partners are to understand the housing shortfall both in terms of single person and family accommodation. We expect this calculation to be a key factor in planning the transition plan and as such, it should be explained explicitly.

Trend analysis:

We acknowledge that the gathering of trend information will be difficult given the wide differences between presentations during the pandemic compared to before the pandemic. However, it is also appropriate to assume that the number of presentations during the pandemic is more a more accurate indicator of the entire homelessness population than before the pandemic.

To ascertain trend information, an average should be taken from four non-concurrent months in order to overcome the fluctuations seen as a result of the ending of lockdowns periods. It is recommended that information is collected from May and October 2020 and February and June 2021, to get a sense of the potential trend in terms of number of presentation and the assessment needs of those who present.

B). Assessing Support Needs

In order to plan the transition it is important that an extensive and systematic assessment of need is undertaken in order to gather accurate intelligence. In particular, two things are required:

- A breakdown of the numbers in each of four categories; and
- An estimation of the ratios of presentations likely on an annual basis moving forward.

This exercise must be aligned to the development of the Housing Support Programme Strategy (due April 2022), reviewable after two years. We recommend that this exercise is continually under review in order to make any adjustments to the Transition Plan at the earliest opportunity.

In addition, we want assessments undertaken alongside those partners who provide specialist support, such as health and social care, to ensure a more accurate and consistent assessment is undertaken for those who require those support services.

Support Groups:

In order to ensure a level of consistency, we recommend that individuals are categorised within four cohorts:

- *Low Needs* - likely to be a significant proportion who have no or very low support requirements and who can be supported into settled accommodation with either a low level of support or potentially just signposting.
- *Medium Needs* – alongside Low Needs, likely to be the majority who will require a Rapid Rehousing service with temporary floating support. May also require support from other professional services in order to live independently in settled accommodation.
- *High Needs* - this category is where we would expect to see those who have persistent complex needs and/or a history of repeat rough sleeping and who should be offered, as a default, a form of intensive housing-led support such as Housing First.
- *Intensive Needs (potentially 24/7 support requirements)* - these should be those who are unable to live independently, perhaps due to concerns around risk to self or others or perhaps even choice. Our expectations would be that professionals are engaged from a health and social care sectors in order to ensure their care and support is fit for purpose. Where someone is identified as falling into the Intensive Needs category, moving into settled accommodation must continue to be the objective.

Support Requirements:

There are four broad areas of support that can be used to inform assessments and focus advice and assistance for people to help them move on and sustain their accommodation in the longer term:

- *Practical* – includes support to set up utilities, source furniture and white goods packs, make benefit claims, budgeting as well as general tenancy sustainment support, etc.
- *Specific/specialists* – includes addressing physical health needs (including registering with a GP), emotional and mental health needs, drug and alcohol needs as well as supporting someone to cope with issues of isolation and where they have learning or language difficulties.
- *Engagement*– support required to engage with people, including assertive outreach requirements.
- *Stabilising* – support required to maintain existing accommodation, including temporary accommodation.
- *Progression* – includes supporting people to develop additional learning and skills, possibly employment or volunteering.

Housing/Accommodation Requirements:

In addition to support, housing requirements must also be considered – they will also influence the level of support required:

- *Location* – to include preferred area for the individual (including proximity to places of worship, family, friends and community support) but also include consideration of affordability, transport, local facilities and community and specialist facilities, etc.
- *Tenure* – based on available stock in the preferred area.
- *Affordability* – whether the accommodation costs can be met, but also includes determining income sources.
- *Size* – i.e., single, family or shared, etc.
- *Accessibility* – in the context of whether an individual is disabled and/or has access requirements

There will be a need to consider wider issues, which are not strictly housing stock related but will impact on people's ability to occupy settled housing. Such as:

- *Equipment* – includes such items as vacuum cleaners, bedding, carpets and curtains, etc. Consideration needs to be given to the timescales around their provision.
- *Other issues important to individual* – e.g. whether pets are allowed where relevant

The Excel Transition Tool will provide more detail, but the expectation is that the following table is completed and included in the Transition Plan.

Support Group	Recommended Housing	Recommended Support	Current case volumes (inc %)	Anticipated trend (inc %)
Low/None	Mainstream housing	Individualised support		
Medium	Mainstream housing	Individualised, likely to include		

		multi-agency support		
High	Mainstream housing	Housing First/intensive floating support, including multi-agency support		
Intensive Needs (24/7)	Supported Housing	Residential support		

C). Understand local temporary accommodation supply

This section is aimed at supporting the local understanding of the scale and quality of temporary accommodation within each authority area.

In order to ensure consistency, definitions of temporary accommodation are contained above and we expect each Transition Plan to be able to provide an accurate total of current provision for each of the following settings:

- Triage Centre
- Temporary Accommodation
- Supported Accommodation
- Other (including B&B where used *before* the pandemic, 'move on' accommodation, domestic abuse refuge, etc.)

This baseline must include all available accommodation provision used by the local authority and also include information on:

- Capacity
- No of households living in the accommodation at 31 March 2022, and net flows in/out in the year
- Type of households
- Level of support provided
- Average length of stay (for both 2020/21 and 2019/20) within each setting
- Weekly charges to the individual, including all rent and service charge
- Cost to the authority

How?

The attached Excel Tool provides more detail in relation capturing the information. Officers should also ensure data is consistent with the LHMA exercise concurrently being taken forward.

D). Plan the Temporary Accommodation transformation

Before local authorities can begin to plan for transformation, we must first set the definitions in relation to standards. We are clear that the future provision of temporary accommodation must **at least** meet the Annex D standards as first set out in the Phase 2 guidance and be based around ensuring dignity and respect for residents. This fundamentally means the continuation of en suite provision and the end of the use of floor space and low quality 'pods'. During the transition phase, we expect there to be a consultation exercise in relation to long-term standards for homelessness temporary accommodation which will likely consider the future expectations around standards of temporary and settled accommodation.

Repurposing

A key consideration in relation to the transition is the repurposing of accommodation. This could be the remodelling of emergency accommodation into better quality Triage Centres (see definitions) or the remodelling or 'flipping' of temporary accommodation (such as 'move on', 'step up' or 'step down' accommodation, into settled accommodation and even vice versa where the need is clearly identified. Local authorities must plan based on demand (including average length of stay), existing supply and future supply.

Many of the direct access emergency accommodation units across Wales will not meet the requirements set out above. As a result of Phase 2 funding, some authorities have been able to develop Triage Centres. We recommend that each local authority invests in enough short-term Triage Centre provision in their area, but this does not need to be all placed in one unit. We recommend smaller sites, but acknowledge that this may not be possible in some areas due to options or the financial affordability.

How?

The Transition Plan needs to explain how the transformation should take place during the five year period previously set out. The plan should be supported by the data collected and analysed above.

The attached Excel tool allows for the information to be collected, but should demonstrate a reduction in the average length of time spent in emergency or temporary accommodation.

E). Development of the Plan

The Transition Plan should clearly and succinctly set out the steps required to move from the current model of service to a Rapid Rehousing approach, including ensuring appropriate housing stock is planned within the development pipeline to accommodate the numbers of homeless people.

The Transition Plan must also be rooted in evidence, so the expectation that the guidance set out in the previous chapters are illustrated in the finalised version.

We recommend that the Transition Plan is structured as per Annex 1, and expressly set out responses to the following fundamental key points:

- *Support* – how is the right support going to available to the right people at the right time? This could include calculations around developing enough support for the High Needs Support Group, including the provision of Housing First or an intensive housing-led approach.
- *Supply and Transformation* – what supply shortages are there and how, by the end of the five year transition phase, will this be addressed to ensure there is sufficient supply to meet both temporary and settled accommodation needs? Includes use of capital funding, but also includes identification of empty homes, buybacks, refurbishments, acquisition, improved access to the PRS, etc.
- *Allocations* – are landlords and housing allocations teams ready to house the numbers of people living in temporary accommodation? This could include modelling how increasing the speed of allocations may impact on the numbers currently in temporary accommodation.
- *Prevention* – is the limitation of existing prevention activity understood and the expansion to deliver primary and secondary prevention services going to be delivered?
- *Accommodation model* –include an outline of the pathways to settled accommodation envisaged following the transformation, including the different types of accommodation and including how support requirements are included.
- *Increasing efficiency* – This might include proposals around monitoring and target setting to reduce time spent in temporary accommodation over the five year transition phase as well as improving tenancy swap initiatives which ensure households are housed in appropriate housing for their needs.
- *Engagement* – Relevant activity to record might outline how key policy discussions will take place to ensure that there is alignment with local partners to ensure that the Rapid Rehousing Protocol developed meets the aims as outlined above. This includes potentially changes to local allocation policies, etc.
- *Staffing* – Consider including a detailed plan of how teams will be adapted to fit the new model service, including considerations around training, etc.
- *Pandemic response* – a focus on the impact of the Pandemic and the need to both continue to support people out of temporary accommodation and the impact on trend information post-pandemic.
- *Socio-economic/Equalities Impact Assessment* – to consider the wider impacts of the transition

F). Resource Planning

The Excel Transition Tool will provide the platform to be able to set out the resource requirements over the five year period prior to full roll out of Rapid Rehousing.

While the Rapid Rehousing transformation and 20,000 homes commitment are both included in the Programme for Government, long-term revenue and capital budgets remain unknown at this time. For the purpose of developing a Transition Plan, local authorities should use existing budgets for each year of the transition. However, consideration should be given to possible fluctuations in funding levels during the transition period and plan accordingly. This includes planning for reductions in revenue funding as well as increases in capital funding, including potential end-year increases in allocations.

Over the next 12 months, further evaluation will be undertaken to understand how the Rapid Rehousing model will work within existing and future revenue and capital budgets. However, the model of moving people quickly through temporary accommodation into settled accommodation, while more expensive initially, is universally understood to have long-term benefits from a cost savings perspective and the expectation is that the move to Rapid Rehousing, in the long term, can be attained from a cost neutral basis.

The key points required to be covered by the plan are the resource implications associated with the transformation in relation to the following:

- Redesign of statutory services, including core staffing;
- Transformation of housing supply and allocation, including use of Social Housing Grant;
- Transformation of HSG spending; and
- Running costs of accommodation units, including financial viability models.

Rapid Rehousing
Transition Plan
April 2022-March 2027

Template

Section 1 - Introduction/Context/Vision

1.1 – introduction - *provide context indicate explicitly the objectives of the local authority during the transition phase.*

1.2 – vision –*outline the vision for Rapid Rehousing*

1.3 – governance – *explain how the transition fits within the structure of the Housing Department and also how the transition sits within wider local authority service provision and local partners (such as via an infographic).*

Refer to any project board overseeing development of both the plan and the transformation.

1.4 – engagement – *explain what level of involvement partners have had in the development of the plan, including other services within the local authority, housing providers, third sector and staff of the homelessness service.*

Section 2 – Homelessness data and analysing need

2.1 – context – *include background information on population trends, health and any relevant economic factors (i.e., post-industrial, city, tourism, etc.), population breakdowns, housing supply (social, PRS and owner occupier), rent levels, average lets from RSL partners, and income and earnings, etc. Ensure narrative text is used alongside any tables to provide an explanation and added context.*

2.2 – presentations - *tabulate data to outline the demand locally and include a narrative section to explain the findings of the data, including references to changes over time.*

- *Presentation information, including break downs of the following:*
    - *demographic information;*
    - *household type;*
    - *cause of homelessness;*
    - *tenure of accommodation prior to presentations;*
    - *rate of repeat presentations;*
    - *Use of temporary accommodation;*
- *Outcome information, including the following:*
    - *Successful/unsuccessful by each duty*
    - *Tenure discharge information – PRS/Social, etc.*
    - *Breakdown of unsuccessful, by each duty by intentionality, loss of contact, failure to co-operate, etc*
    - *Local connection information*
- *Rough sleeper information*
- *Minimum, Maximum and Average case length information, broken down by demographic and household types as follows:*
    - *S66 – positive*
    - *S66 – unsuccessful*
    - *S73 – positive*
    - *S73 – unsuccessful*
    - *S75 – positive*
    - *S75 – unsuccessful*
- *Average length of stay in temporary accommodation, broken down by demographic and household types*

Where available include specific information for the following groups:

- *Youth Homelessness*
- *Fleeing domestic abuse*
- *Prison leavers*
- *Minority groups (inc those supported following completion of Asylum process)*
- *Care leavers*
- *Veterans*
- *EU nationals*
- *NRPF*

Include a narrative section on local connection in relation to the extent of formal referrals.

2.3 – local housing market assessment –*relate this to ongoing the LHMA exercise, explaining, as appropriate, where supply gaps have been identified.*

2.4 - conclusion – *summarise the section and describe the anticipated demand across all demographic information, household type, likely cause of homelessness and anticipated presentations from key 'at risk' groups.*

Section 3 - Assessing Support Needs

3.1 – context – *explain how the needs assessing exercise took place, including input and support from partners.*

3.2 – volumes - *outline the results of the needs assessment exercise, including the completion of the following key table:*

Support Group	Recommended Housing	Recommended Support	Current case volumes (inc %)	Anticipated trend (inc %)
Low/None	*Mainstream housing*	*Individualised support*		
Medium	*Mainstream housing*	*Individualised, likely to include multi-agency support*		
High	*Mainstream housing*	*Housing First/intensive floating support, including multi-agency support*		
Intensive Needs (24/7)	*Supported Housing*	*Residential support*		

Where available show breakdowns of each support category into key information, which will be dependent on findings, such as household information, demographics, etc.

Where there is a significant difference between Trend assumptions and current case volumes, explain the difference.

3.3 – support requirements – *As appropriate, break down the volume information to show where specific support requirements may be shared between the four broad areas of support as outlined in the guidance, and read this across to the HSG plan/spend plans.*

3.4 – accommodation requirements – *as per 3.3, outline the share of accommodation requirements based on the key accommodation requirements outlined in the guidance and read this across to the HSG plan/spend plans.*

3.5 – continual assessment/mainstreaming – *describe the future provision of needs assessments, including the potential expansion to include key partners (where necessary) or the provision of joint assessments as part of the initial homelessness assessment process.*

Section 4 - Understand local temporary accommodation supply

4.1 – baseline – *provide an overview of the available supply of temporary accommodation (see example table below). The baseline information will be the amount of temporary accommodation available, minus the accommodation that has been made available during the pandemic, which will not be available post-pandemic.*

Temporary Accommodation Type	Baseline Capacity (Units as at 31/03/22)*	Groups accepted – any exclusions	On-site services available	Service charges (Y/N)	Notes
Triage Centres (as per definition and as a minimum, Annex D standards): - *xxxx* - *xxxx*					
Temporary Accommodation: - *xxxx* - *xxxx*					
Supported Accommodation: - *xxxx* - *xxxx*					
Other (inc B&B/hotels): - *xxxx* - *xxxx*					

*not including those units anticipated to be lost post-pandemic

4.2 – usage – *explain current usage and difference in terms of length of stay, by each accommodation type and by each different unit.*

4.3 – inclusivity – explain what groups are excluded (if appropriate) as well as details of service changes and reasons behind charges.

Section 5 – Plan the Temporary Accommodation transformation

5.1 – vision - *drawing on the data collected in previous section set out the transformational priorities over the five year transition period, including objectives, areas that require focused work, and targets for average length of stay in accommodation*

5.2 – key challenges – *identify the specific challenges in relation to where there is identified surplus of some accommodation and a shortage of others as well as a need to reduce accommodation units in size and therefore multiple sites to replace one bigger site, etc.*

5.3 – transformation plan –*record in the table below details of the transformation, including approximate costs, the source of funding required and any relevant new development.*

Name of accommodation	Current single night unit capacity	Target 2027 capacity by 2027	Brief description of work required	Approx Costs	Funding Source

Section 6 - Development of the Plan

6.1 – vision – *drawing on the data collected in previous section, set out the priorities over the five year transition period, including objectives, areas that require focused work, etc.*

6.2 – homelessness prevention – *describe the key challenges identified previously and the proposed activity in relation to improving prevention outcomes.*

Provide specific narrative/targets associated with each of the Targeted Prevention groups on top of ongoing Welsh Government national initiatives.

6.3 – Rapid Rehousing transformation –*include the identification of the key challenges and action to address, such as improving supply from within both the social and private sector, securing support from partners, for example, mental health and substance misuse services.*

6.4 – Accommodation model – outline the *proposed model of accommodation, including all partner provision.*

6.5 – pandemic response –*outline the interim measures to be considered in order to support the short-term impact of the pandemic.*

6.6 – initial socio-economic/equalities impact assessment –*include your initial assessment of the impact on services to people from all demographic groups. A more comprehensive assessment will be required at a later date.*

6.7 – other considerations – *include those areas not already covered above*

Section 7 - Resource Planning

7.1 – existing resource –*outline the resources used in the last three financial years and include the full scope of resources. Include both Welsh Government revenue and capital resources as well as alternative innovation or funding streams.*

7.2 – staffing –*include a baseline of existing staff levels as part of the service, including key services outsourced or provided by partners. Provide an initial indication of how staffing within the service could change during the transition to support the actions and priorities already identified in the plan.*

7.3 – priorities –*explain in detail each key priority, to include timescales and costs, with priorities cross referenced to the previous sections.*

7.4 – resource plan –*include a detailed table which illustrates how the financial resources will change during the five year transition period and link to activities and themes.*