



**Clackmannanshire
Joint Homelessness Strategy
2004 – 2009**

"Homelessness is not just about housing"

September 2004

Hard copies of this document have been distributed to libraries, Council Reception Areas, other housing providers and Health Reception Areas. An electronic copy of this document is available from Clackmannanshire's Community Website at <http://www.clacksweb.org.uk/>.

This document outlines Clackmannanshire Council's Strategy for preventing and reducing homelessness. It outlines how services will be improved for people who are homeless or at risk of becoming homeless.

If you need a copy of this document in a different format, or would like to discuss the strategy please contact:

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یہ دستاویز کلک مائن شائر کونسل کے لوگوں کو بے گھر ہونے سے بچانے اور بے گھر افراد کی تعداد کو کم کرنے کے لیے کی اسٹریٹیجی اختصار کے ساتھ پیش کرتی ہے۔ اس کے ساتھ ساتھ یہ دستاویز ایسے افراد کو جو بے گھر ہیں یا جن کے بے گھر ہونے کا امکان ہے کے لیے سروسز کو کس طرح بہتر بنایا جاسکتا کا خلاصہ بھی پیش کرتی ہے۔

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ਇਹ ਦਸਤਾਵੇਜ਼ ਬੇਘਰੇਪਣ ਦੀ ਰੋਕ-ਥਾਮ ਲਈ ਅਤੇ ਇਸ ਨੂੰ ਘਟਾਉਣ ਬਾਰੇ ਕਲੈਕਮੈਨਸ਼ਾਇਰ ਕੌਂਸਿਲ ਦੀ ਰਣ-ਨੀਤੀ ਨੂੰ ਸੰਖੇਪ ਰੂਪ ਵਿੱਚ ਦਸਦਾ ਹੈ। ਇਹ ਸੰਖੇਪ ਵਿੱਚ ਦਸਦਾ ਹੈ ਕਿ ਉਨ੍ਹਾਂ ਲੋਕਾਂ ਲਈ ਸੇਵਾਵਾਂ ਵਿੱਚ ਕਿਵੇਂ ਸੁਧਾਰ ਕੀਤਾ ਜਾਏਗਾ ਜਿਹੜੇ ਬੇਘਰੇ ਹਨ ਜਾਂ ਬੇਘਰ ਹੋਣ ਦੇ ਜ਼ੋਰ ਮੜੀ ਚ ਹਨ।

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本文件簡述格文蘭郡(Clackmannanshire)議會對於防止及減少無家可歸情況的策略，並概略介紹會如何改善給無家可歸或有危險成為無家可歸人士的服務。

如果你需要這文件的其他版本, 請聯絡

房屋策略小組

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Ten dokument określa strategię prowadzoną przez *Clackmannanshire Council* [Rada Clackmannanshire] aby zapobiec i zmniejszyć bezdomność.

Określa sposoby jakimi poprawiamy obsługi dla osób bezdomnych lub dla tych którzy mogą ewentualnie stać się bezdomni.

Wrazie potrzebujesz kopię tego dokumentu w innym formacie, proszę skontaktować:

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Этот документ дает информацию о стратегии местных властей Клекманской области по предотвращению и сокращению бездомности. Документ описывает как сервис будет улучшен для людей, которые бездомны в настоящее время и для тех, кто находится под риском стать бездомным.

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Tha an sgrìobhainn seo a' dealbhadh Roimh-innleachd Coimhairle Clackmannanshire airson daoine gun dachaigh a' bacadh agus ag ìslich. Tha e a' dealbhadh mar gun fàs seirbhisean airson daoine a tha gun dachaigh neo a tha ann an cunnart a bhith gun dachaigh nas fheàrr.

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Ce document expose en bref la stratégie de *Clackmannanshire Council* [le Conseil régional de Clackmannanshire] en ce qui concerne la prévention et la diminution de la situation de sans-abri. Il décrit nos propositions pour l'amélioration des services fournis aux personnes qui sont actuellement sans abri ou qui risquent de le devenir prochainement.

Si vous désirez obtenir une copie de ce document sous un format différent prière de contacter:

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Dieses Bericht geht es um die strategische Massnahme des Rathauses von Clackmannanshire fuer die Obdachlosen. Durch die Umsetzung der Strategie werden als Ziele eine Reduzierung der Anzahl der Obdachlosen und der Einsatz von vorsorglichen Massnahmen erreicht.

Es wird hier erzahlt, wie die Dienstleistungen, die die Obdachlosen oder die Leute, die unter dem Risiko sind, bald Obdachlosen zu werden, beraten und unterstuetzen, verbessert werden koennen.

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Supporting Documents

1. Homelessness Needs Assessment 2004.
2. Prevention Workshop Report & Background Papers.
3. Crisis Response Workshop Report & Background Papers.
4. Resettlement Workshop Report & Background Papers.
5. Consultative Conference Newsletter 1 & 2.
6. Environmental/Employment Initiative – ILM.
7. Supporting People Strategy 2004.
8. Local Housing Strategy 2004-2009.
9. NHS Forth Valley Health & Homelessness Action Plan Sept 2004.

FOREWORD

I invite you to join with me in welcoming the 2004-2009 Clackmannanshire Homelessness Strategy.

This Homelessness Strategy seeks to respond wholeheartedly to the Scottish Parliament's agenda which puts tackling homelessness centre stage in delivering social justice and social inclusion. It is a national aim that is particularly relevant here in Clackmannanshire.

Over the past few years, the number of households in Clackmannanshire presenting as homeless has risen to twice the national average. However, Clackmannanshire does not have the features often associated with high levels of homelessness such as severe shortages of affordable housing, or unusual population and socio-economic profiles. In general, Clackmannanshire is very much like the rest of Scotland in terms of these factors. The explanation for the high levels of homelessness is therefore complex. What is clear, however, is that much more could be done to prevent homelessness and, where that is not possible, to provide more integrated and personalised responses both at the point of crisis and then to ensure that lasting solutions are achieved.

How we go about making these improvements is critical – and working together is the key. Homelessness is seldom a 'housing only' problem. As well as housing itself, health, financial, relationship, employment, and educational factors are often at the root of homelessness, and frequently in combination. Where homelessness is only a symptom, therefore, tackling it effectively means looking well beyond the cruel reality of being without a decent home, or being threatened with its loss, and addressing the real causes.

In recognition of this, the 2004-2009 Clackmannanshire Homelessness Strategy has been brought into being through many agencies and individuals working together. And that is how it must now be taken forward – through shared commitment, integrated policies, and a coordinated approach between all those who can contribute to tackling the many varied causes and consequences of homelessness.

Finally, many homeless people have contributed directly to the creation of this strategy. Ensuring that the people most affected by homelessness are kept at the centre of our efforts is the only sure way to achieve our vision for the future.



"Our vision is that everyone in Clackmannanshire has access to a decent affordable home that meets their needs, and to services that work together to help everyone thrive in their homes and communities."

Cllr Reverend Sam Ovens

Convener, Housing, Health & Social Services

EXECUTIVE SUMMARY

OUR VISION

Our vision is that everyone in Clackmannanshire has access to a decent affordable home that meets their needs, and to services that work together to help everyone thrive in their homes and communities.

A home that meets our needs is a fundamental requirement for individual and family life, and it underpins the fabric of our society. Our vision recognises this, but also that we all depend on mutual help and support, and the need for such help and support is seldom greater than when any of us is faced with homelessness.

This summary presents the key aims and objectives we have set ourselves in order to tackle homelessness in Clackmannanshire over the 5 years to 2009. It explains briefly why we consider each aim and objective to be important. Then the many actions that need to be undertaken in order to achieve these aims and objectives are set out in full in the Action Plan which can be found at section 5 of this document.

OUR AIMS

Over the five years of this strategy, four aims will guide the pursuit of our vision:

1. We will aim to reduce the proportion of households who present as homeless in Clackmannanshire so that it is in line with the average for Scotland.

The rate of homeless presentations in Clackmannanshire is twice as high as the Scottish average. There are many causes for this extraordinarily high level of people with acute housing problems. However, there is strong evidence that a much greater focus on prevention would profoundly improve matters for all concerned.

2. We will aim to extend and improve the services available to homeless people to meet best practice recommendations.

Where homelessness cannot be prevented, the range and variety of services we offer needs to be greater in recognition of the many different needs of individuals and families, and all of the services we offer need to meet the highest standards.

3. We will aim to increase the proportion of rehousing arrangements which are sustained.

Repeated episodes of homelessness multiply the misery for all those affected. Proper assessment and re-assessment of needs together with integrated personalised packages of support are essential if solutions are to be sustained.

4. We will aim to establish structures and processes to support the delivery of the Strategy.

Achieving our first three aims will mean many people in many services and agencies working together with homeless people and those at risk of homelessness, in order to meet their needs in a much more effective and coordinated way than at present.

EXECUTIVE SUMMARY

AIM 1 - We will aim to reduce the proportion of households who present as homeless in Clackmannanshire so that it is in line with the average for Scotland.

OBJECTIVE 1

By 2007, extend and improve housing management and housing support services for vulnerable tenants to reduce the number of tenants who lose or abandon their homes.

Key Facts

- Currently in Clackmannanshire there is no formal policy, practice or service in relation to prevention (LHS objective 9).
- Some Council and Registered Social Landlord (RSL) housing management policies and practices may be contributing to homelessness. Outdated allocations policies are a particular concern.
- Council housing support services for tenants are generally recognised to be inadequate, especially for vulnerable tenants.

National Priorities

- The prevention of homelessness is a national priority now enshrined in legislation.
- Housing management policies must meet regulatory requirements.
- Supporting People is driving a comprehensive review of housing support services.

Local Issues

- A comprehensive resource review and restructuring of Council housing management services is already under way.
- A joint review of RSL and Council allocations policies, already recommended in the Local Housing Strategy (LHS), has commenced.

Planned Actions

- High quality housing information & advice for people at risk of homelessness (1A)
- Develop intensive housing management services for vulnerable tenants (1B)
- Focus floating housing support to help prevent homelessness (1C)
- Re-shape allocations policies to reduce the risk of homelessness (1D)
- Align arrears management approaches with Task Force recommendations (1E)
- Develop anti-social behaviour approaches in line with best practice (1F)
- Provide furniture packages/furnished accommodation for vulnerable people (1G)
- Introduce a Rent Deposit Scheme in Clackmannanshire during 2004 (1H)

EXECUTIVE SUMMARY

AIM 1 - We will aim to reduce the proportion of households who present as homeless in Clackmannanshire so that it is in line with the average for Scotland.

OBJECTIVE 2

Align policies and service responses between the Council and partner agencies by 2007 so that those at risk of homelessness receive coordinated and relevant services.

Key Facts

- Homelessness is often a symptom caused by other problems such as health or education issues, unemployment, relationship difficulties, drug and alcohol misuse.
- However, problems with health or education issues, unemployment, relationship difficulties, drug and alcohol misuse are also often a consequence of homelessness.
- People who are or are at risk of homelessness can experience great difficulty in obtaining a coordinated response to their varied needs.

National Priorities

- The need for integrated, coordinated and person centred approaches is the common theme across national initiatives, from Joint Futures, to Modernising Government, to Homelessness.
- The Homelessness Task Force stressed that the complexity of homelessness necessitated a multi-faceted approach.
- Employment is a key part of the solution to homelessness.

Local Issues

- The need for a more focussed and systematic approach to homelessness across services and agencies was evidenced by the Homelessness Needs Assessment and the views of service users.
- No formal framework for routing/referring homeless applicants.
- Within the private sector, the need for a Private Landlords' Forum has already been recognised by the Local Housing Strategy.
- Improving nutrition and access to health services are objectives of Forth Valley Health & Homeless Action Plan 2002-2005.
- Raising employment rates for the most disadvantaged areas and people is a key theme of Clackmannanshire's Regeneration Strategy.

Planned Actions

- Develop shared definitions and indicators of vulnerability to homelessness (2A)
- A consistent approach to advising and routing by agencies' front line staff (2B)
- Develop a formal framework of multi-agency protocols and procedures (2C)
- Develop a corporate Council debt management strategy for people at risk (2D)
- Develop specific time related targets for improved Housing Benefits administration (2E)
- Build relationships with private landlords to promote prevention of homelessness (2F)
- Improve the quality & response times of drug & alcohol misuse services (2G)
- Promote health issues for homeless people (2H)
- Use mediation services more effectively to prevent and alleviate homelessness (2J)
- Develop employability initiative(s) as appropriate for homeless people (2K)

EXECUTIVE SUMMARY

AIM 1 - We will aim to reduce the proportion of households who present as homeless in Clackmannanshire so that it is in line with the average for Scotland.

OBJECTIVE 3

End inappropriate and unplanned discharges from institutional care and HM forces by 2008.

Key Facts

- People discharged from institutions can experience particular problems of adjustment and of continuity of support, and the risk of homelessness can be significant.
- Through-care and after-care plans can do much to alleviate or eliminate these problems.

National Priorities

- All local authorities must produce policies and procedures to plan rehousing for people discharged from institutions including prisons, young people leaving care, hospitals, and the armed forces.
- Recommendations on how Councils and their partners should do this are contained in the Code of Guidance, the Task Force Report and the Monitoring Group Report.

Local Issues

- There is evidence that in Clackmannanshire, it is people leaving prison who seem to experience the greatest problems, though some hospital discharge arrangements are also in need of improvement.
- Ensuring continuity of care for people on discharge from hospital is an objective of Forth Valley Health & Homeless Action Plan 2002-2005.

Planned Actions

- Develop jointly with the Scottish Prison Service better through-care arrangements (3A)
- Improve discharge arrangements with Clackmannanshire County Hospital and Ward 30 of Stirling Royal Infirmary (3B)
- Participate in monitoring through-care arrangements for care leavers (3C)
- Monitor effectiveness of arrangements for those discharged from armed forces (3D)

EXECUTIVE SUMMARY

AIM 1 - We will aim to reduce the proportion of households who present as homeless in Clackmannanshire so that it is in line with the average for Scotland.

OBJECTIVE 4

Take specific action in relation to repeat homelessness and health related needs by 2007.

Key Facts

- Repeat homelessness is a clear indicator that sustainable solutions are not being achieved.
- There are known links between patterns of repeat homelessness and health, especially mental health and drug and alcohol issues, and improved understanding of these links is key to more effective responses.

National Priorities

- Reducing the level of repeat homelessness is a national priority with all local authorities now required to set targets, which will be monitored nationally, for reducing repeat homelessness in their areas.
- Better understanding and responses to health and homelessness issues are an established priority for Health Boards and their partners.

Local Issues

- It is likely that the level of repeat homelessness in Clackmannanshire is higher than recorded.
- The Needs Assessment established that many people who experience repeat homelessness also have addiction problems and/or chaotic behaviour and/or have slept rough – posing further health issues.
- Commissioning a health needs assessment in consultation with Stirling, Falkirk and Clackmannanshire councils is a priority for NHS Forth Valley.
- Improved access to mental health & substance misuse services for homeless people is an objective of Forth Valley Health & Homeless Plan 2002-2005.

Planned Actions

- Establish baseline information about tenancy breakdown across agencies (4A)
- Further develop information recording and analysis on repeat homelessness (4B)
- Further develop information recording and analysis on rough sleeping (4C)
- Participate in/commission research on drug & alcohol abuse (4D)
- Provide robust information on the health and especially mental health needs of people in Clackmannanshire (4E)

EXECUTIVE SUMMARY

AIM 2 - We will aim to extend and improve the services available to homeless people to meet best practice recommendations.

OBJECTIVE 5

By 2006, improve the depth and speed of assessment of homeless applicants' needs.

Key Facts

- Homeless applicants often have many needs other than housing, and achieving sustainable housing solutions depends firstly on an appropriate assessment of all these needs.
- The Monitoring Group's First Report records better assessment as a likely factor in the increase in the proportion of people found to be in priority need.

National Priorities

- The Homelessness Task Force stressed that the complexity of homelessness necessitated a multi-faceted approach and guidance emphasises the key role of assessment.
- The abolition of the priority need distinction by 2012.

Local Issues

- A two stage assessment process and associated delays is widely seen as a cause for a very high level of lost contact.
- There is a lack of formal assessment protocols and procedures.
- Especially for those with complex needs, there is a requirement for more comprehensive and specialist assessment.

Planned Actions

- Set down homeless policies and procedures incorporating statutory, best practice and performance standards requirements (5A)
- Enhance the accessibility of the Council's homeless team (5B)
- Publicise the help available for rough sleepers and those at risk (5C)
- Introduce home visits as part of the assessment procedure (5D)
- Improve the assessment of wider support needs through better information sharing and fast track routing to specialist assessment services (5E)
- Audit reception & information services for compliance with equal opportunities requirements (5F)

EXECUTIVE SUMMARY

AIM 2 - We will aim to extend and improve the services available to homeless people to meet best practice recommendations.

OBJECTIVE 6

Overhaul the temporary accommodation offered to homeless people by 2007.

Key Facts

- Appropriate temporary accommodation can play a key role in delivering responsive and effective assessment and support services.
- Inappropriate temporary accommodation can compound the problems faced by homeless people and impede effective delivery of services.
- Inappropriate temporary accommodation can also be a cause of lost contact and repeat homelessness.

National Priorities

- The provision of temporary accommodation as a minimum requirement for all homeless people is now a statutory requirement.
- Bed & breakfast (B&B) accommodation should not be used for families with children.

Local Issues

- The extent of reliance on B&B accommodation is a matter for concern.
- Time spent in temporary accommodation is an issue.
- Temporary and emergency accommodation options are too limited and some existing forms of provision are contrary to best practice and guidance.

Planned Actions

- Plan the future provision of temporary accommodation taking account of preventative measures and future changes in legislation and guidance (6A)
- Establish a flexible supply of dispersed furnished tenancies with floating support (6B)
- Establish plans for temporary and emergency accommodation for people with higher support needs by March 2005 and develop this accommodation by June 2006 (6C)
- Deliver immediate emergency access to appropriate accommodation for homeless people (6D)
- Develop appropriate 'homeless at home' approaches to minimise moves for homeless applicants (6E)
- Re-vamp temporary accommodation and support arrangements for people assessed as intentionally homeless (6F)

EXECUTIVE SUMMARY

AIM 2 - We will aim to extend and improve the services available to homeless people to meet best practice recommendations.

OBJECTIVE 7

Ensure all homeless people have the choice to access educational, social, recreational & employment opportunities which are appropriate to their needs by 2009.

Key Facts

- Educational, social and employment problems can be both a cause and a consequence of homelessness and threatened homelessness.
- Homeless people can face major problems in accessing the services required to meet their needs and in overcoming social isolation.

National Priorities

- The Homelessness Task Force stressed that the complexity of homelessness necessitated a multi-faceted approach.
- The key role of employment in preventing homelessness and in achieving successful re-settlement were stressed by the Task Force, as was the importance of re-building social networks.
- The need to tackle social isolation and employment issues are amongst the key themes of Monitoring Group's First Report.

Local Issues

- Homeless people, particularly those in temporary accommodation, face a range of barriers in accessing social, educational and employment opportunities.
- Local mediation, befriending and mentoring services, as well as employment and training support for homeless or potentially homeless people require significant further development and integration.
- Contributing to information and education programmes on health & homelessness issues is an objective of Forth Valley Health & Homeless Action Plan 2002-2005.

Planned Actions

- Develop awareness of and access to educational, training, employment, social and recreational activities appropriate to the needs of homeless people (7A)
- Work with relevant partners to identify and address barriers to employment and training for homeless people (7B)
- Develop additional opportunities for social, educational and employment activities for homeless people, particularly those with complex needs and/or children (7C)

EXECUTIVE SUMMARY

AIM 2 - We will aim to extend and improve the services available to homeless people to meet best practice recommendations.

OBJECTIVE 8

Put in place by 2006 services which cater specifically for those with complex needs who are homeless or at risk of homelessness.

Key Facts

- A significant proportion of people who become homeless or at risk of homelessness have complex needs.
- Nationally there is evidence of increasing numbers of homeless applicants who have higher support needs.

National Priorities

- Successful implementation of the Task Force agenda is recognised to be crucially dependent upon support provision.
- Supporting People, the new policy and funding framework to support vulnerable people is a national priority, as is the well established Care in the Community policy.

Local Issues

- Current temporary accommodation options for people with complex needs are seriously inadequate.
- The availability of supported accommodation is too limited and some models of provision need to be comprehensively reviewed.
- There are health services issues particularly for people with drug and alcohol problems, and those with mental ill health.
- Enhanced support for people with complex needs is an objective of Forth Valley Health & Homeless Action Plan 2002-2005.

Planned Actions

- Explore the scope for joint action on complex needs issues with neighbouring authorities (8A)
- Review jointly with Stirling and Falkirk councils current information, specialist provision, research and best practice on complex needs issues (8B)
- Review mainstream service delivery for people with complex needs (8C)
- Identify the most appropriate and effective multi-agency assessment and commissioning process to meet the needs of people with complex needs (8D)

EXECUTIVE SUMMARY

AIM 3 - We will aim to increase the proportion of rehousing arrangements which are sustained.

OBJECTIVE 9

Extend the range of housing opportunities for those who are homeless or at risk of homelessness and so reduce the time people spend in temporary accommodation.

Key Facts

- A disproportionately high number of homeless applicants in Clackmannanshire are rehoused by the Council.
- Allocations policies of the main social landlords in Clackmannanshire are in need of review.

National Priorities

- The equal opportunities agenda aims to prevent discrimination in the delivery of all homelessness and housing services.
- Extending choice and ease of access to services are central principles of government policy.
- The national housing regulatory regime demands customer focused services.
- The Common Housing Register initiative reflects these same principles.

Local Issues

- The Council needs to operate nomination arrangements with local RSLs more effectively.
- Local RSLs rehouse a relatively small proportion of homeless applicants.
- There are problems of accessibility and comprehensiveness in relation to information and advice on homelessness services.

Planned Actions

- Put in place Section 5 agreements between the Council and local RSLs (9A)
- Overhaul and extend the Council's use of nomination agreements with local RSLs (9B)
- Implement legislative, guidance and best practice recommendations as part of the review of the Council's allocation policy (9C)
- Develop a multi-media directory of housing, support, social, educational and employment options particularly addressing the needs of homeless or potentially homeless people (9D)

EXECUTIVE SUMMARY

AIM 3 - We will aim to increase the proportion of rehousing arrangements which are sustained.

OBJECTIVE 10

Put in place structured support and assistance to people who are homeless or at risk of homelessness in the transition to settled living arrangements.

Key Facts

- Homelessness is rarely a housing only issue and the provision of accommodation alone will seldom deliver a sustainable solution.
- Sustainable solutions often require a coordinated, multi-agency package of support.

National Priorities

- The Task Force recommendations and Monitoring Group reporting stress the fundamental importance of agencies working together to provide integrated, personalised packages of support for homeless people and those at risk of homelessness.

Local Issues

- Lack of protocols and procedures relating to information transfer between services and agencies.
- Lack of coordination and cooperation in the transition to re-settlement.

Planned Actions

- Extend the link role of the key worker within the homeless team during the transition to permanent accommodation (10A)
- Set down procedures for the seamless transition from the homeless team to those managing permanent accommodation/providing on-going support (10B)
- Develop a multi-agency commissioning mechanism as gateway to the full range of support services required by homeless/potentially homeless people (10C)

EXECUTIVE SUMMARY

AIM 4 - We will aim to establish structures and processes to support the delivery of the Strategy.

OBJECTIVE 11

Ensure that the development, implementation and review of the homelessness strategy addresses equal access to services for those at risk of exclusion by virtue of gender, marital status, religion, disability, race, ethnic origin, nationality, sexual orientation or age.

Key Facts

- Minority groups can be at risk of individual and institutional prejudice over access to and delivery of mainstream services.

National Priorities

- Equal opportunities are enshrined in national and international law.
- Social justice and social inclusion are at the centre of the Scottish Executive's agenda.
- Equal opportunities are prioritised within national guidance on the preparation of Homelessness Strategies.

Local Issues

- The national priorities are reflected in the Council's corporate values.
- The Local Housing Strategy Action Plan already includes a commitment to research Black and Minority Ethnic housing needs.

Planned Actions

- Include representatives of excluded groups in the core homelessness partnership (11A)
- Ensure that consultation on the homelessness strategy encompasses people from the specified excluded groups (11B)
- Arrange publicity and means of communication for those in the specified excluded groups who may face difficulty in accessing and/or using information on housing, homelessness or related issues (11C)
- Develop reception, assessment, and related facilities which are accessible and usable by people who may be excluded as described (11D)
- Audit existing services and develop new services to ensure full use by people who may be excluded (11E)
- Make equal opportunities an integral part of homelessness related training (11F)
- Include equality of access and use of services within the review of the strategy (11G)
- Include equalities service standards within the proposed (see 12A) statement of homelessness service standards (11H)

EXECUTIVE SUMMARY

AIM 4 - We will aim to establish structures and processes to support the delivery of the Strategy.

OBJECTIVE 12

Put in place a framework and associated processes which enable homeless people to shape the ongoing development of the Homelessness Strategy and to influence the service responses.

Key Facts

- Homeless people and those threatened with homelessness can experience a profound sense of disempowerment.
- Agencies providing homelessness related services report difficulties in involving service users in shaping services.
- Service user involvement in the field of homelessness is acknowledged to be a relatively recent development nationally.

National Priorities

- Task Force, Monitoring Group and guidance recommendations all stress the importance of service user involvement in shaping and monitoring the performance of homelessness services.
- The housing regulatory regime places the same principle at the centre of its approach to improving services.

Local Issues

- Lack of systematic service user involvement in shaping the delivery of homelessness services.
- Successful service user consultation events associated with the strategy presentation deliver a clear call for more and varied effective user involvement.

Planned Actions

- Develop and disseminate a statement of service standards for homeless people and those threatened by homelessness (12A)
- Hold annual conference to review homelessness strategy, policy and practice (12B)
- Ensure review of corporate complaints procedure to address needs of homeless and potentially homeless people (12C)
- Maximise use of existing consultation mechanisms to obtain input from homeless and potentially homeless people (12D)
- Ensure that homeless people and those threatened by homelessness are consulted on all policy and service changes (12E)
- Explore the feasibility of setting up a Service User Forum.(12F)
- Explore the value of using an independent mediator who would receive complaints and where necessary make recommendations on improvement to the Homeless Service (12G)

EXECUTIVE SUMMARY

AIM 4 - We will aim to establish structures and processes to support the delivery of the Strategy.

OBJECTIVE 13

Ensure that by 2005 the information to support the Strategy has been defined and the necessary tools, systems and processes are in place.

Key Facts

- The Needs Assessment identified various areas where existing information is inadequate.
- Monitoring, evaluation and development of the Strategy all depend upon a flow of reliable up to date information.

National Priorities

- The monitoring remit of the Homelessness Monitoring Group is dependent upon the quality of information on homelessness issues.

Local Issues

- Issues with information collection, analysis and sharing across agencies emerged strongly throughout the Needs Assessment and strategy development process.

Planned Actions

- Define information requirements and put in place tools to gather additional information (13A)
- Establish required information sharing protocols at strategic and operational levels for statistical and research information (13B)
- Establish required information sharing protocols at strategic and operational levels for individual clients (13C)

EXECUTIVE SUMMARY

AIM 4 - We will aim to establish structures and processes to support the delivery of the Strategy.

OBJECTIVE 14

Consolidate and formalise the partnership between services within the Council, and partner agencies in the statutory and voluntary sectors.

Key Facts

- The multi-faceted nature of homelessness demands high quality collaboration between local authority services and partners out with councils in order to produce workable strategies and integrated, personalised services.

National Priorities

- The need for improved corporate responsibility and working within authorities, and between local authorities and other partners is a key theme of the Monitoring Group's latest report.

Local Issues

- The national priorities are mirrored at local level within Clackmannanshire.
- The Needs Assessment pointed to the lack of systematic, formalised approaches to many aspects of homeless services planning and delivery.

Planned Actions

- Agree and regularly review the role and responsibilities of partnership and partners in relation to the strategy (14A)
- Put in place formal agreements in relation to the specific contributions of partner agencies and services (14B)
- Put in place an agreed communications strategy for the work of the partnership (14C)

EXECUTIVE SUMMARY

AIM 4 - We will aim to establish structures and processes to support the delivery of the Strategy.

OBJECTIVE 15

Deliver a comprehensive and extensive training and development programme across partner agencies which improves awareness and understanding of homelessness, and raises skills levels.

Key Facts

- All agencies and services participating in the development of this strategy expressed a need for joint training in skills and awareness raising.
- The advent of high levels of change in legislation and guidance necessitate significant investment in training.

National Priorities

- Training is recognised by the Monitoring Group as the foundation for building values, attitudes and behaviours in the statutory and voluntary sectors necessary to achieve responsive and personalised homelessness services.

Local Issues

- The Council housing service, including the homeless team, are undergoing a comprehensive restructuring and review of service delivery.
- Raising NHS staff awareness of homelessness issues is an objective of Forth Valley Health & Homeless Action Plan 2002-2005.

Planned Actions

- Identify training needs in partner agencies related to the Strategy implementation (15A)
- Agree specification and resourcing of joint training menu (15B)
- Develop and deliver training programme to multi-agency groups (15C)
- Increase awareness of wider needs of homeless people, related advice, and effective routing to services amongst frontline staff in relevant agencies (15D)
- Raise awareness of mental health issues amongst landlord tenancy management services and strategic services (15E)

1 Introduction

This strategy has been developed jointly by the Council and its partners¹. It sets out how by working together we aim to reduce and alleviate homelessness in Clackmannanshire over the next 5 years and beyond. However, all the plans presented here will be under continuous review and development. Regular updates will be published on ClacksWeb².

1.1 Our Vision

Our vision within this strategy is to ensure that everyone in Clackmannanshire has access to a decent affordable home that meets their needs, and to services that work together to help everyone thrive in their homes and communities.

1.2 National Context

Scotland today has arguably the most progressive homelessness legislation in Western Europe. The legislative changes leading up to this have come about in just a few short years.

It started in 1997, when a new national initiative was launched to tackle persistent levels of rough sleeping through the introduction of the Rough Sleepers Initiative (RSI). Two years later in 1999 the Homelessness Task Force was established. It was given a wide-ranging remit to review the causes and nature of homelessness in Scotland. It has since produced two highly influential reports³ setting out an agenda for change which the Task Force itself recognised would take a full 10 years to deliver.

The initial report produced recommendations that were taken forward in the Housing (Scotland) Act 2001 and these substantially altered the legislative framework for responding to homelessness. The second and final report of the Task Force, submitted in February 2002, contained a further 59 recommendations, 5 of which were incorporated into the Homelessness etc (Scotland) Act 2003. The Scottish Executive in partnership with local authorities and others is taking the remaining recommendations forward. The legislative changes, backed up by a raft of new guidance, regulation, and Ministerial Statements, have introduced a range of measures to reform and improve the rights of homeless people and the services they should expect.

¹ See Appendix 3 for a list of contributors to this strategy.

² Clackmannanshire's Community Website - <http://www.clacksweb.org.uk/>

³ "Helping Homeless People Legislative Proposals On Homelessness" – Homeless Task Force Initial Report Scottish Executive 1999.
"Helping Homeless People – An Action Plan For Prevention And Effective Response", Homelessness Task Force Final Report, Scottish Executive February 2002. <http://www.scotland.gov.uk/library3/society/htff-00.asp>

INTRODUCTION

In summary, the key features of the new national framework are as follows:

- ❑ A statutory and corporate duty on every local authority to assess homelessness within its area, and prepare and submit a strategy for preventing and alleviating homelessness. There is a major emphasis on prevention nationally.
- ❑ Free information and advice to homeless people and those at risk of homelessness.
- ❑ A minimum of temporary accommodation for all homeless people.
- ❑ Extension of the priority need categories.
- ❑ A Ministerial statement by 31st December 2005 setting out an action plan for the abolition of the priority need test by 2012⁴.
- ❑ Changes to the operation of the intentionally homeless test and the provision of accommodation for intentionally homeless households.
- ❑ Details of what constitutes suitable accommodation for homeless persons particularly where children are involved.
- ❑ Revised Code Of Guidance on Homelessness. The 1998 edition of the Code has been replaced by an updated edition which takes account of changes to the legislation and developing practice on prevention and joint working.

There are other related aspects of the national policy framework, which have particular relevance to the Homelessness Strategy.

- ❑ The introduction of the Supporting People programme that provided a new source of funding for homeless people with housing support needs. There are direct links between the Council's Supporting People Strategy and Homelessness Strategy.
- ❑ The establishment of the Care Commission and the introduction of National Care Standards, especially in relation to Housing Support Services.
- ❑ New duties on local authorities in relation to young people leaving care, which extend responsibilities in relation to assessment and aftercare. In particular there is now a duty to ensure that care-leavers are provided with appropriate accommodation.
- ❑ The drive to improve Council housing management and homelessness services through regulation and inspection. Communities Scotland now has a statutory responsibility for regulating local authorities homelessness functions. Inspections will provide an in-depth assessment of an organisation, its service quality and its ability to improve.
- ❑ Equal opportunities agenda, which is encompassed in the Housing (Scotland) Act 2001.
- ❑ The introduction of Local Housing Strategies, which strengthens the local authority position in providing a strategic response to housing needs.
- ❑ The "Joint Future" agenda, which seeks to improve joint working between social services, health providers and housing services. From April 2004, the intention is that all people with community care needs seeking help from social work, health or housing

⁴ Revised Code Of Guidance On Homelessness 2004. <http://www.scotland.gov.uk/library5/housing/cogh-00.asp>

INTRODUCTION

services, and who may require the services of more than one professional discipline or agency, will receive a Single Shared Assessment.⁵

- Aligned to this is the introduction of the duty for NHS Health Boards to prepare and submit for assessment Health and Homelessness Action Plans⁶, which should link directly with Homelessness Strategies. It is a long term aim of the Scottish Executive that Health services and local authorities work together to mainstream health services for homeless people.
- A high profile national drive to tackle Anti Social Behaviour through a spectrum of measures that need to be carefully integrated with related support services .
- The Modernising Government Agenda with its emphasis on improving accessibility to services.

1.3 Local Response

Clackmannanshire's first homelessness strategy under the 2001 Act was submitted in Spring 2003. It was recognised as having serious shortcomings that ranged from the absence of a comprehensive needs assessment, to an at best piecemeal engagement with partners and service users. The causes of these failures were related to a number of wider organisational issues affecting the Council's housing service at that point. Since then, a radical service restructuring, aimed at ensuring that the Housing Service is fit to respond to the new challenges and opportunities now facing Scottish housing, has been approved by the Council and is now being implemented.

By October 2003, the Council had signalled its clear commitment to the national policy drive on tackling homelessness and to the pursuit of best practice in preparing homelessness strategies, by launching a complete revision of the first strategy. The result is this, the 2004-2009 Clackmannanshire Joint Homelessness Strategy.

1.4 A Robust Strategy Process

The key features of the strategy development process pursued since October last year are outlined below. Greater detail on each aspect of the process is given in appendix 2⁷.

- **Multi-agency Steering Group** – formed in October 2003, with a membership drawn from across Council services, stakeholder agencies in the statutory and voluntary sectors (including representation from the Scottish Council for Single Homeless SCSH), and the Clackmannanshire Tenants' & Residents' Federation. The group agreed a clear remit and work plan at the outset, and have met regularly since to oversee and inform the various stages in the project, from needs assessment to strategy formulation, option appraisal, and service user consultations. With the submission of this 2004-2009 Joint Homelessness Strategy, the Steering Group membership and remit are now scheduled to be adapted in order to meet the changing requirements around implementing, monitoring, reviewing and evaluating the strategy.

⁵ 2004 Revised Code of Guidance on Homelessness. Scottish Executive. <http://www.scotland.gov.uk/library5/housing/cogh-00.asp>

⁶ See Supporting Document 9 for Forth Valley Plan.

⁷ Appendix 2 provides details of proposed project plan and steering group remit which was presented to the first meeting of the Steering Group in October 2003. Details of the actual Strategy Development Process can be found in Appendix 4.

INTRODUCTION

- **Corporate champions** – within the Council, Councillor Sam Ovens, convenor of the Housing Health & Social Services Committee, and David Jones, Executive Director of Services to People, (comprising Housing, Social Services, and Education), formally took on the role of corporate champions for homelessness.
- **Homelessness Needs Assessment** – also in October 2003, a comprehensive needs assessment⁸ was commissioned to look in depth at:
 - the level and nature of homelessness in Clackmannanshire;
 - its causes; who was most vulnerable;
 - gaps and duplication in services;
 - barriers to accessing services; and
 - the need for better knowledge, information, and training – especially the cross-sectoral dimensions.

Research for the Needs Assessment spanned the period October 2003 to March 2004, with the findings being tested in a round of consultations for a further period before the assessment was finalised. (See supporting document 1 for details of the homelessness needs assessment).

- **Strategy Workshops** – following the model successfully adopted to develop the Clackmannanshire Local Housing Strategy⁹, the Homelessness Strategy's aims and objectives were developed through a series of whole day workshops. These drew together a much wider range of agencies than could be represented on the Steering Group, and included neighbouring local authorities. They worked on three main themes drawn from the Needs Assessment, namely, 'Prevention', 'Crisis Response', and 'Resettlement'. These topics were introduced to each workshop through advance workshop information packs and then formal presentations, followed by professionally facilitated group work. The aim of the workshops was to subject draft aims and objectives around each theme to critical examination - including a systematic options appraisal - and development. (See supporting documents 2,3,and 4 for workshop details).
- **Consultation & Participation** – several different approaches to consultation and participation were employed to maximise engagement with potential stakeholders within the time available.
 - Firstly, the broad membership of the **Steering Group** together with the much wider representation drawn in through the **strategy workshops** was used, together with a deliberately consultative style in the running of these meetings, to maximise stakeholder involvement at this level.
 - Secondly, two full scale **Consultative Conferences** were held specifically to maximise **service user** engagement, alongside other stakeholders. The first

⁸ See Supporting Document 1

⁹ . <http://clacksweb/dyna/housingstrategy/>

INTRODUCTION

Consultative Conference, held in March 2004, was used to present and test the findings of the Needs Assessment. The second Conference considered the draft strategy. Across these two sessions, approaching half those who attended (from a total of 141 attendees) were service users and such was the perceived value of these sessions that an annual consultative conference has been adopted for the future as one key means of engaging with service users. Another suggestion made by service users at the second consultative conference was to introduce a Service Users Forum that could meet perhaps every 3 months. This has been incorporated into our action plan. The level of attendance by young homeless people was a particular feature of both sessions, underlining the significance of youth homelessness. See supporting document 5 for conference newsletters that were produced in a user-friendly format for distribution to service users.

- Engagement with the **wider community** has so far taken the form of representation on the Steering Group from the Clackmannanshire Tenants' & Residents' Federation, which is the representative body for tenants of the three main social landlords in Clackmannanshire, though their membership is also drawn from other tenures. Regular reporting to the Federation's Management Committee was also undertaken. The Homelessness Strategy will also figure in a round of key public consultation events planned for later this year. For the future, public performance reporting on Homelessness services generally will be significantly developed.
- **Corporate engagement** - within the Council has been sought firstly through Steering Group membership, though there were some key senior vacancies during the strategy development period. The Executive Director has chaired a half day Services to People senior management team session focussed solely on the cross service implications of the draft strategy and action plan. Two joint Homeless Team and senior Housing Management team seminars, with input from SCSH and the Needs Assessment consultants, have been devoted to training and organisational development issues across the whole housing service.
- **Elected members** – apart from routine reporting, detailed quarterly progress reports have been submitted to and considered by full Council throughout the strategy development period. Regular monitoring reports to Council on the Homelessness Strategy implementation has been adopted for the future. A first member seminar on the legislative framework (delivered by SCSH) was held in Autumn 2003. Two half day cross-party seminars have been held (one in July, one in late August) covering the Needs Assessment, strategic aims and objectives, action plan, corporate and resource issues. Finally, as this strategy is being submitted, a decision is pending on major member involvement in a fundamental review of the Council's Housing Allocations policy, now clearly established as a key issue in tackling homelessness in Clackmannanshire.
- As the strategy moved into developing its detailed Action Plan proposals, a programme of **bilateral consultation meetings** with service providers involved in delivering homelessness related services was launched. This will carry through into the implementation phases and will cover key corporate and voluntary sector issues.

2 Strategic Planning Framework

2.1 Local Directions

Aligning any particular strategy with other related strategies is always a fundamental requirement. In the case of homelessness, it is an especially crucial exercise since homelessness is pre-eminently a cross-sectoral issue. Many other Clackmannanshire based plans and strategies have already influenced the development of this Joint Homelessness Strategy. In turn, we must work to ensure that the priorities established within this Strategy are given due consideration when strategy development is taking place in other services and organisations in the future. Brief details of the most directly relevant plans and strategies are given below. For more information on any of these strategies please visit the ClacksWeb¹⁰ site or contact the named individuals on 01259 450000.

Figure 1 - Chart of Key Plans and Strategies



¹⁰ <http://www.clacksweb.org.uk/>

2.1.1 Corporate Plan

The Corporate Plan 'Future Directions' is the Council's own vision statement and provides the context for all Council policy, strategy work, and service development. It sets out the Council's core values – "equity, fairness, and inclusion" – principles that are fundamental to this Homelessness Strategy.

A key Future Directions' priority is 'to improve the quality of life for homeless or potentially homeless households' by:

- providing support for those who become homeless;
- intervening to support vulnerable young people, individuals, and families & sustain independent living;
- work with the NHS to integrate community health & care facilities;
- ensure the full range of housing opportunities to match needs;
- encourage healthy & active lifestyles; and
- work with others to tackle anti-social behaviour.

For more information please contact Rose Hetman

2.1.2 Community Planning

Community Planning establishes the over arching framework within which all other strategy and planning work should operate. The Community Plan itself sets out the overall vision for the future of Clackmannanshire.

The Community Planning picture within Clackmannanshire is evolving rapidly. Though full synchronisation with other strategy development will be difficult in the first planning cycle, action on the inter-relationship between homelessness and employment & training issues has joined other housing issues already raised in the Community Planning priorities through the LHS and Homelessness Strategy development processes.

Overall, however, this Homelessness Strategy has proceeded on the basis of the participants understanding of the situation at the time and their vision for how housing related issues should be fully considered within the Community Planning process as it matures.

In our area Community Planning is being led by the Clackmannanshire Alliance which includes, amongst others, representatives from the Council, Communities Scotland, Forth Valley Health Board, Central Scotland Police and the voluntary sector. The Alliance is supported by 4 'Theme Teams' looking at:

- health;
- economic development;
- the environment; and
- community safety.

Homeless issues run through all of these themes and homelessness is a declared priority of most of the key members of the Alliance.

For more information please contact Pat Petrie

2.1.3 Local Housing Strategy (LHS)

The LHS¹¹ provides a strategic framework and action plan for the development and identification of priorities for meeting housing needs in all tenures throughout the local authority area, and across administrative boundaries where housing issues span these. Clearly, the Homelessness Strategy needs to be incorporated within the LHS. Indeed the Council's first LHS sought to anticipate the development of this Homelessness Strategy by including as a key objective "Take preventative measures to reduce the incidence of homelessness in Clackmannanshire in the future". Since then, the importance of prevention measures has been borne out by the Homelessness Needs Assessment, which has also confirmed the relevance of some of the specific actions first raised through the LHS. The future development and implementation of both these strategies is inextricably linked and this will be reflected in the way they are delivered, monitored, and evaluated.

Just some of the key linkages between the 2004 LHS and this Homelessness Strategy:

- introduce intensified mainstream Council housing management service to include regular visits to tenants assessed as vulnerable to tenancy failure;
- jointly with main RSLs review allocations policies;
- jointly with RSLs develop a Common Housing Register;
- review of housing information and advice services including services to Clackmannanshire schools;
- increase PSHG budget targeting vulnerable owners and properties;
- improve awareness of rights and responsibilities of home ownership;
- establish a private sector landlord's forum; and
- debt advice packs prepared by the Citizen's Advice Bureau published on-line and in paper form.

For more information please contact Esther Wilson

2.1.4 Supporting People

Supporting People is the new and developing national policy and funding framework for housing support services for vulnerable people. Our recently updated Supporting People Strategy¹² sets out Clackmannanshire's vision. Supporting People will play a major role in addressing existing substantial shortfalls in support services for homeless people and those at risk of homelessness.

Our **Supporting People** vision is to provide "a diverse range of well coordinated housing support services, which are integrated, responsive and comprehensive, and which meet the needs of individual people"

Among the key objectives within the SP Strategy are:

- ensuring that existing and new services deliver good quality and best value housing support in line with strategic and commissioning objectives;
- securing a shift in the balance of housing support services towards services that are not linked to accommodation; and
- ensuring that the planning for housing support development integrates with other relevant strategies and plans.

For more information please contact Wilson Lees

¹¹ See Supporting Document 8.

¹² See Supporting Document 7.

2.1.5 Clackmannanshire Joint Health Improvement Plan (JHIP)

The **Clackmannanshire Joint Health Improvement Plan** sets out the following key objectives:

- improving the health of people by addressing health inequalities and life circumstances;
- developing modern, fully integrated services which meet the needs of people;
- tackling the big three priorities (Heart Disease, Cancer, Mental Health); and
- promoting Quality of Life.

For more information please contact Ann Buchanan

The JHIP sets out the strategic context for joint working between the Council and NHS Forth Valley, developed through the Clackmannanshire Health Alliance. Linkages between homelessness and mental health issues are well established at a national level, and have come through significantly in the Homelessness Needs Assessment which was undertaken to inform this Homelessness Strategy.

2.1.6 Health & Homelessness Action Plan

The Clackmannanshire Homelessness Strategy development process has seen major progress in local engagement with Forth Valley NHS on homelessness. Priorities for future joint action include:

- a health & homelessness needs assessment;
- improved information sharing;
- improved joint planning;
- joint training to improve assessment procedures and sign-posting to appropriate services.

For more information please contact Dr Oliver Harding

Tel 01786 457277

The top priority for the national Health & Homelessness Steering Group over the past two years has been 'driving and monitoring the introduction of Health & Homelessness Action Plans'¹³ which all NHS Boards are now required to develop and link closely with local authorities Homelessness Strategies. Similarly, national guidance on preparing Homelessness Strategies specifically recommends that they should incorporate Health & Homelessness Action Plans. Like local authorities, Health Boards are tasked with focussing on the practical delivery of the Task Force recommendations.

In Forth Valley, the NHS has recently prepared an updated Action & Implementation Plan¹⁴ which reflects important linkages with this Homelessness Strategy. A joint Forth Valley local authority/NHS steering group has just been established to take forward the local and

national homelessness agenda. A Health & Homelessness needs assessment will be a key early priority for joint action, and the need for significant further joint development of other shared priorities is acknowledged by all concerned.

¹³ 'Helping Homeless People' Homelessness monitoring Group First Report January 2004 p48

¹⁴ See Supporting Document 9

2.1.7 Community Care Plan

The Clackmannanshire Joint Community Care Services Plan is in preparation for 2005-2008, with an interim report for 2004-2005, and it provides information about services that are available for people who have social work and community care needs. An updated version is in production to reflect the planned changes in the way that health and social care services will be provided locally. There is a commitment to work together with Housing, Homelessness and Health Care partners to ensure that homeless people who are vulnerable, or those who have disabilities, get access to services they need.

The Joint Future Agenda and the future development of Community Health Partnerships promote engagement with other strategies e.g. Housing and Homelessness, to ensure a coordinated approach to health and local authority provisions, with an emphasis on working in partnership. Three Key areas are:

- establishing and implementing a single shared assessment approach;
- integrated approaches to service delivery and information sharing; and
- joint training to staff who work in health, housing and community care.

For more information please contact Clare Hebbert

2.1.8 Children's Services Plan

Scottish Ministers have identified expectations and aspirations relevant to all Scotland's children and young people, applying across agency, service and professional boundaries and consistent with the principles enshrined in the United Nations Convention on the Rights of the Child. Children and Young People in Scotland should be valued by ensuring that they are:

- safe;
- nurtured;
- healthy;
- achieving;
- active;
- respected & responsible; and
- included.

For more information please contact Christine MacLean

The Scottish Executive has recently issued guidance to local authorities, NHS Boards and other planning partners on preparing integrated Children's Services Plans for 2005 – 2008. The guidance asks agencies to draw together their existing separate plans for school education, children's social work, child health and youth justice. In anticipation of this, a one year Children's Services Plan for Clackmannanshire has been prepared for 2004 – 2005 which covers the full range of services to children and families.

Within the Community Planning framework, the Clackmannanshire Alliance provides strategic direction for partnership planning across services to children and young people. Within this framework, four multi-agency theme groups will take forward the development of an integrated children's services plan for 2005 – 2008. These are:

- Children & Young People in the Community
- Early Years & Childcare
- Giving Children & Young People Additional Support
- Caring for Children & Young People

With the Homelessness Strategy now launched, the development of stronger more explicit links between the two strategies will be pursued on the issues of homelessness, including young persons and families with children.

2.1.9 Community Safety Strategy

Clackmannanshire's Community Safety Strategy is a multi-agency strategy and was published in 2000. It outlines how the various partners involved will tackle the range of community safety issues identified.

Clackmannanshire **Community Safety Strategy** vision is that:

'Public safety is of paramount concern and everyone should feel safe in their community and in their own home'.

It has 4 key objectives:

- to make people's lives safer;
- to support vulnerable individuals;
- to prevent crime and offensive behaviour; and
- to make the public environment safer.

For more information please contact Dot Mitchell

2.1.10 Houses in Multiple Occupation Strategy

The Council's first HMO Strategy responds in part to the same legislative requirements as this Homelessness Strategy. It has direct and strong links with both the Homelessness and Local Housing strategies and it recognises the key role played by HMO's in providing for vulnerable people. Its aims include:

- raising physical and management standards in the HMO sector;
- promoting accessibility to advice and support for HMO landlords and their tenants; and
- coordinating cross-sectoral joint working.

For further information please contact Ian Doctor

The Council is on the point of launching an HMO strategy, developed in close collaboration with the LHS and Homelessness Strategy development.

The draft HMO strategy highlights the highly inter-dependent nature of HMO provision and homelessness provision, as well as wider issues of balancing housing provision with needs across tenures. It therefore has the same themes of raising quality standards for, and with, service users through working in partnership across the statutory, voluntary and private sectors. The action plans of each of these key housing strategies evidence the degree of integration which the Council and its partners seek to achieve – and how they will monitor and evaluate progress towards a shared goal.

2.1.11 Anti-Social Behaviour Strategy

Anti-social behaviour Strategy

This strategy includes the following aims:

- assessing the extent and type of anti-social behaviour;
- specifying consultation and information exchange arrangements;
- setting out the range of services for under-16s and the others who may be causing, affected by, or witnesses to anti-social behaviour, including mediation; and
- promoting partnership working across agencies and sectors.

**For more information please contact
Lawrence Hunter**

The Anti-Social Behaviour Etc (Scotland) Act 2004, which comes into force in October 2004, gives local authorities new powers and duties to help prevent as well as respond more effectively to anti-social behaviour within their areas. There are many important potential links between the strategies to tackle anti-social behaviour and homelessness. Where they interface, one key objective will often be achieving a clear but sensitive and balanced approach to use of the more directive support mechanisms.

3 The Housing System in Clackmannanshire

This section provides a brief description of the socio-economic and housing characteristics of Clackmannanshire in order to provide a context for the examination of homelessness. It is a summary, based upon the Council's 2004 Local Housing Strategy¹⁵ with updates where relevant and available.

3.1 Socio-Economic Issues

3.1.1 Population of Clackmannanshire

Around 48,000 people currently live in Clackmannanshire forming approximately 20,500 households. The vast majority (97%) of the population live in the 8 main settlements of Alloa, Alva, Clackmannan, Coalsnaughton, Dollar, Menstrie, Tillicoultry and Tullibody.

The population of the area is expected to reduce slightly over the period to 2014, but the number of households is expected to increase over the same period. This growth in the number of households will largely result from an expected decrease in average household size. In terms of age structure, the most significant change is expected to be in the growth of the population aged over 60 years. The demographic change means that Council services will require more resources in Community Care in future years.

3.1.2 The Economy

Over the past decade the local economy has experienced ongoing contraction, attributable in the main to a reliance on traditional industry. It has been recognised that some economic restructuring needs to take place and gains in employment have been made in the new and developing sectors. The service sector has experienced rapid expansion particularly in the retailing, hotels and catering sub-sector and some growth has been experienced in financial and business services. There is currently concern, however, that the long term economic outlook is for relatively weak growth and the potential impact of this will need to be closely monitored.¹⁶

Unemployment in Clackmannanshire at July 2004 stood at 4.1%, slightly above the national rate of 3.4%.¹⁷

¹⁵ See Supporting Document 8 - Clackmannanshire Local housing Strategy 2004 –2009 at <http://clacksweb/dyna/housingstrategy/>.

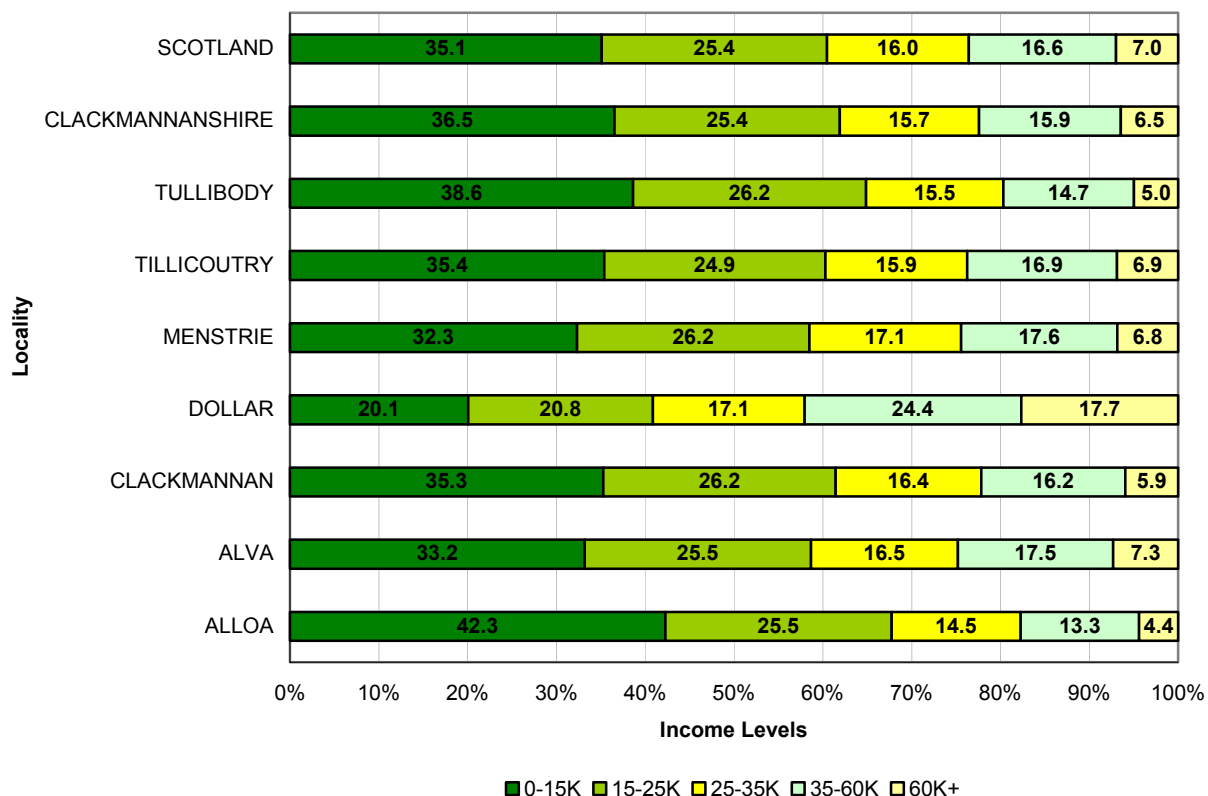
¹⁶ See 'Forth Valley Economic Assessment' by Scottish Enterprise Forth Valley at www.scottish-enterprise.com/forthvalley/

¹⁷ Source: Clackmannanshire Economic Briefing , Scottish Executive 11/8/04

3.1.3 Income

The table below shows income levels in Clackmannanshire for 2003. It shows that Clackmannanshire is very much in line with average Scottish income figures.¹⁸ It is notable that the areas in Clackmannanshire with the highest incidence of homelessness coincide closely with the areas where the proportion of low incomes is highest.¹⁹

Figure 2 - Distribution of Income by Location



Source : (CACI 2003)

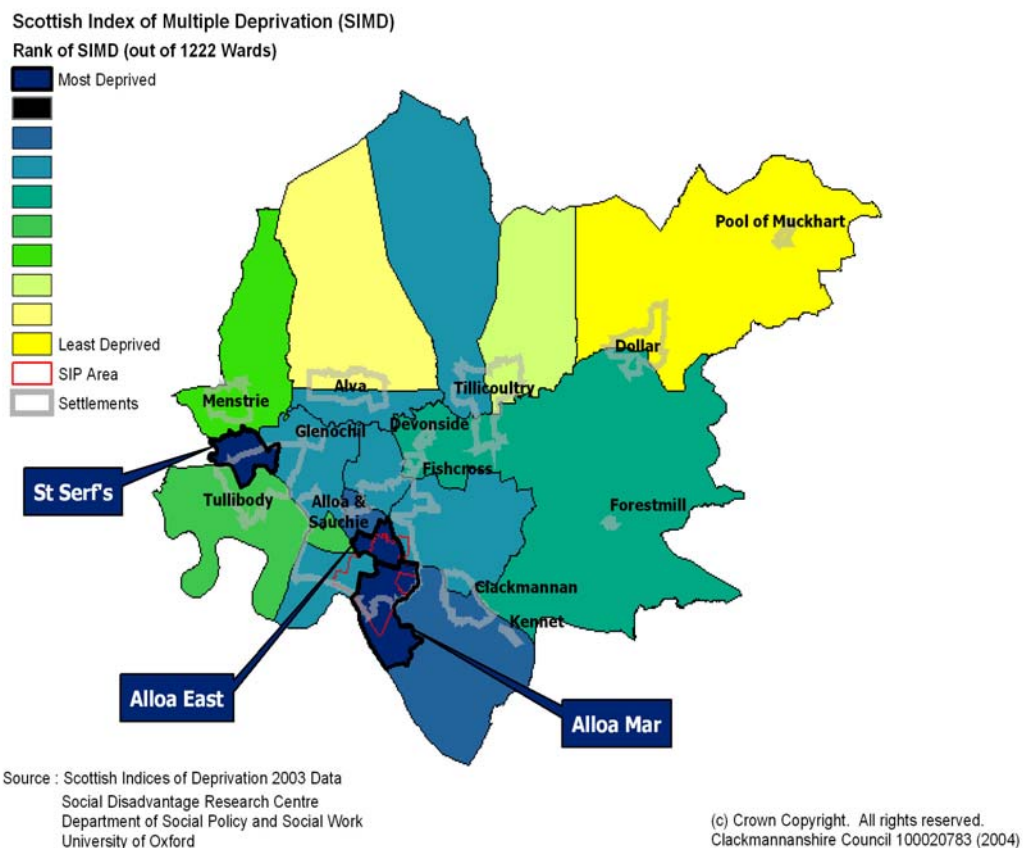
¹⁸ Source: CACI – gross household income figures derived using market research, lifestyle data and demographic models

¹⁹ See paragraph 3.10 page 12 of the Homelessness Needs Assessment – Supporting Document 1.

3.1.4 Deprivation

Within Scotland Clackmannanshire has the 8th highest level of multiple deprivation of the 32 local authorities, and 3 of its wards (out of eighteen) are in the top 10% of deprived wards²⁰ in the country. The Alloa South and East ward is in the top 2% and this area is the one Social Inclusion Partnership (SIP) area in Clackmannanshire.

Figure 3 - Index of Multiple Deprivation 2003 (Clackmannanshire)



Social Inclusion Partnerships were introduced by the Scottish Executive as a vehicle for a five year funding programme to promote social inclusion and develop innovative ways of working. The Alloa South and East SIP includes a wide range of projects focusing on the following areas:

- Support families with young children;
- Work with young people;
- Remove barrier for people with disabilities;
- Help people into work and create employment; and
- Support the community to work together.

For details of specific projects please see ClacksWeb²¹. The Alloa South and East SIP will be converted into a community planning partnership in 2004.

²⁰ As defined in Scottish Indices of Deprivation 2003 Main Report – see www.scotland.gov.uk/library5/social/siod-00.asp More details on deprivation can be found in the Clackmannanshire Local housing Strategy 2004 –2009. <http://clacksweb/dyna/housingstrategy/>.

²¹ Clackmannanshire's Community Website - <http://www.clacksweb.org.uk/>

3.1.5 Health

Deprivation is a route cause of ill health and health inequality. Health improvement work is being taken forward through national and local partnership working and is encapsulated within the second Clackmannanshire Joint Health Improvement Plan 2004-2007²².

Health priorities are also reflected in Clackmannanshire's corporate priorities, which are:²³

- Promoting health lifestyles.
- Reducing health inequalities.
- Caring for children, young people and families.
- Supporting people in their communities.

3.1.6 Crime

Comparative statistics on crime and anti-social behaviour trends are complex and difficult to interpret, not least because definitions and reporting practices vary over time. The Central Scotland Police Annual Report for 2002/03 certainly points to an overall annual increase of 6.86% in reported crime in their area, as well as a detection rate that remains one of the highest in the UK. The same source also supports a locally (and nationally) held perception that drug related crime and anti-social behaviour have become an increasing problem in recent years. It is also generally true that these problems are disproportionately associated with areas of multiple deprivation. The potential and in some instances actual linkages with social rented housing stock are well documented at a national level.

However, locally there is strong and recent experience to support the notion that particular interventions can produce significant benefits, even though issues of cost and sustainability remain to be fully developed. Within the Alloa Social Inclusion Partnership area, a range of multi-partner interventions with both short and longer term objectives appear to have had a marked impact upon Group 4 crimes – those associated with vandalism, fire-raising, etc.

The national support now coming from the Executive through the expansion of the community warden schemes, should help capitalise upon the local experience gained, and extend the scale of the benefits secured so far. Clackmannanshire Council has an anti-social behaviour and mediation service which currently deals with Council tenants only. This complements the enhanced estate management service within Council housing areas, and the recent introduction of Community Wardens in non-council housing areas.

3.1.7 Employment

Unemployment is a particular issue in the most deprived areas of Clackmannanshire. Encouraging and enabling people back into employment is therefore a priority in many Council strategies. Homeless people in particular face many additional challenges in getting ready for work, and a lot of innovative work is being done in this area by local and national partners. Employment issues are a recurring theme throughout this document and are considered in more detail in sections three and four.

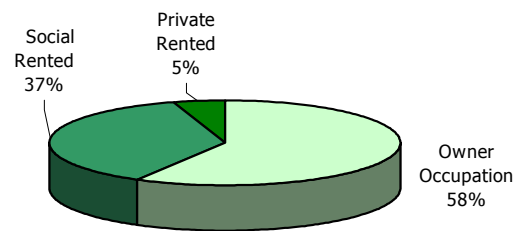
²² See section 2.1.5

²³ Clackmannanshire Council Strategic Vision "Future Directions".

3.1.8 The Housing System

In 2001 around 58% of homes were within the owner occupied sector. The social rented sector at around 37% was considerably larger than the 29.5% Scottish average. Around 5% or 1 in 20 households live within privately rented accommodation, somewhat below the national average of 8%.

Figure 4 - Tenure of Households in Clackmannanshire



Source : Census 2001, GRO SCROL

Overall, the evidence gathered during and since the 2004 Local Housing Strategy²⁴ suggests that supply and demand are generally in balance with some indications that there is more risk of supply exceeding demand than the opposite, other than in the settlements of Dollar and Muckhart . In keeping with this finding, there is growing evidence that housing affordability issues are far less of an issue in Clackmannanshire than is typically the case in Scotland.

There are currently around 7,450 social rented properties in Clackmannanshire. Just over 5,650 are owned by the Council and the remainder by a range of locally based and national Housing Associations. The 2 largest Housing Associations are Ochil View Housing Association and Paragon Housing Association which have 1019 and 445 properties within Clackmannanshire respectively. The physical condition of housing in the social rented sector is generally good. In terms of dwelling types, the proportion of flatted property in this sector is higher than comparable semi-rural areas and there are low demand issues associated with some of this stock type.

In 2002/03 around 850 social rented properties became available for re-letting and took an average of under 8 weeks to be let to another tenant. The Local Housing Strategy has concluded that there may be cause for concern about the current and future demand for social rented property in some areas within Clackmannanshire and a more detailed assessment of general housing needs is due to conclude early in 2005.

Low demand is concentrated in particular parts of Clackmannanshire, particularly within the wider Alloa South and East Social Inclusion Partnership area (which includes Bowmar) and the settlements of Sauchie and Tullibody. The Homelessness Needs Assessment has found these same areas to have the highest incidence of homelessness.

Research²⁵ suggests that the private rented sector makes up around 5% of the total housing stock – well below the 8% average for Scotland. Although small, the private rented sector plays an important role in Clackmannanshire, offering an alternative for those who are unable to access either the social rented or the owner occupied sectors.

The sector sometimes provides the only choice for certain vulnerable households and it is important to ensure that their accommodation is of an acceptable standard and their rights are respected. Since the 2004 LHS was prepared the Council has also developed an HMO strategy which is described in more detail in section 2.

²⁴ Clackmannanshire Local Housing Strategy 2004 –2009 <http://www.clacksweb.org.uk/dyna/housingstrategy/>

²⁵ Clackmannanshire Private Rented Sector Housing Market Research, August 2003

3.2 Summary

The information summarised in this section shows that as in many other local authority areas in Scotland, the people of Clackmannanshire face a range of issues which could result in homelessness. Responses to these issues need to be reviewed and appropriately developed. However, the data does not suggest that the overall position in Clackmannanshire is significantly different from the average profile for Scotland.

In line with the national profile, there is a substantial agenda of housing and social policy development and review planned in Clackmannanshire, reinforcing the importance of tying the findings from the homelessness needs assessment into the wider policy context. In addition to the changes in the policy context, the Council is also in the midst of major organisational change following a review of the structure of the housing service.

Whilst this environment of change opens opportunities, there are also risks if the pace of change in other policy areas makes it difficult to pursue the agenda in homelessness. What that agenda needs to be is now considered in more detail in the following section.

4 Profile of Homelessness in Clackmannanshire

The pattern of homelessness and the reasons why it occurs differs across local authority areas, and differs over time within any area. The services available for preventing and responding to homelessness are equally varied. The starting point for this strategy was a detailed independent look at current homelessness issues within Clackmannanshire and beyond.

4.1 Needs Assessment

A Homelessness Needs Assessment²⁶ was commissioned in October 2003 through consultants specialising in this field. The specific objectives of the assessment were largely shaped by the Scottish Executive's guidance, and the key requirements were:

- To assess the level and nature of homelessness, and identify any key trends.
- To consider the structural and individual causes of homelessness to inform the development of a shared understanding of causes between the Council and its partners.
- To identify groups vulnerable to experiencing homelessness and associated 'risk' factors.
- To identify gaps and duplications in services, and barriers to accessing existing services.
- To identify any gaps in knowledge and information.
- To identify any joint training requirements.
- To give particular consideration to issues concerning young people, rough sleeping, hidden homelessness, and repeat homelessness.

The research was carried out between October 2003 and March 2004. Many homeless people, as well as many agencies who directly and indirectly provide homelessness and related services, contributed to the research process.

Existing data sources were analysed, including homelessness returns (HL1's) and data on Council and RSL lettings. The plans, strategies and policy statements of relevant agencies and organisations were studied alongside their existing and planned service information. Across the statutory and voluntary sectors, staff and senior management were engaged through interviews, focus groups, telephone surveys, and 62 in depth interviews were conducted with the service users of both statutory and non-statutory services.

All the findings gathered over this 6 month research period were considered in depth by the Homelessness Steering Group, and presented for discussion and validation at a consultative conference²⁷ attended by a significant numbers of service users, a wide range of Council services, other statutory agencies, and voluntary agencies.

²⁶ See Supporting Document 1.

²⁷ See Supporting Document 5 for further details.

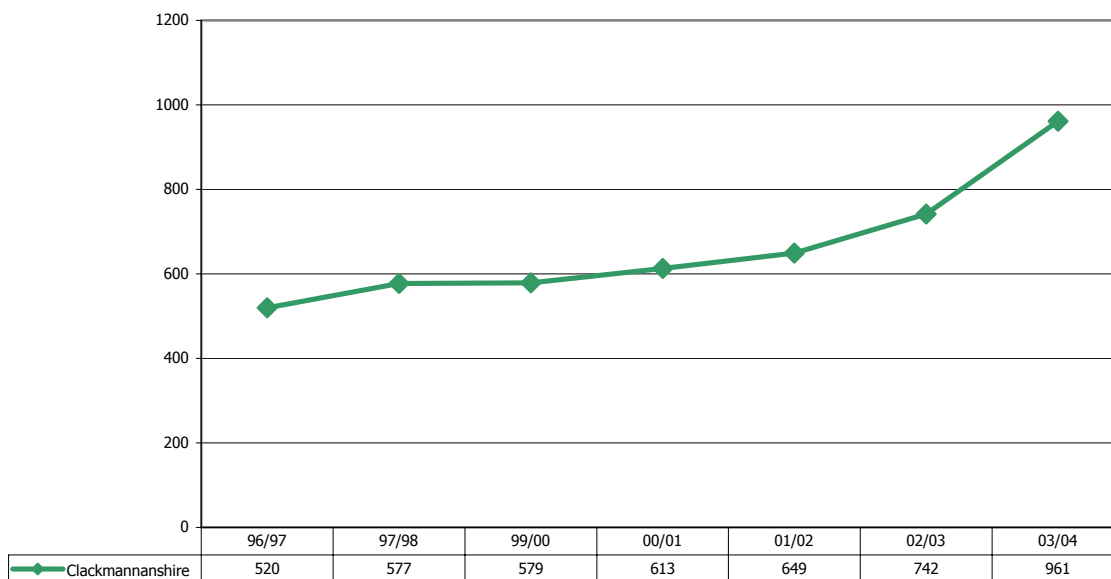
The finalised 2004 Homelessness Needs Assessment is the most comprehensive and robust study of homelessness in Clackmannanshire yet produced, and it is included as a supporting document²⁸ to this strategy. Its key findings are briefly reviewed below and lead on to a consideration of the causes of homelessness in Clackmannanshire. What will be immediately apparent is that homelessness in Clackmannanshire is significantly different from the typical Scottish profile.

4.2 Scale Of Homelessness In Clackmannanshire

4.2.1 Homelessness Presentations

Clackmannanshire has an extraordinarily high rate of homelessness presentations – around twice the Scottish average. Presentation rates have been consistently above the Scottish average for at least 7 years. The greatest divergence has been over the most recent period, the last three full years 2000 to 2003, when presentations rose in Clackmannanshire by 48%, compared to a 13% Scotland wide increase. In absolute terms, Clackmannanshire Council had over 1000 presentations during 2003/04, and that figure is set to be exceeded during the current year. Understanding the reasons for this very high rate of presentations has been a key focus of the assessment and strategy development.

Figure 5 - Trends in homelessness presentations : Clackmannanshire 1996 - 2004



Source: Scottish Executive

4.2.2 Homelessness Acceptances

Assessment decisions in Clackmannanshire also differ markedly from the Scottish average²⁹. In Clackmannanshire, only 43% of those presenting are assessed as homeless, compared to 80% in Scotland, with 34% assessed as in priority need against the Scottish average of 57%. However, Clackmannanshire is not employing a restrictive interpretation

²⁸ Supporting Document 1

²⁹ Figures refer to 2002/2003

of the national guidance. High levels of lost contact cases and 'resolved before assessment' distort the proportions. Expressed as a proportion of all households in Clackmannanshire, the Council in fact accepts 1 in 35 households as homeless, well above the Scottish average of 1 in 58.

4.2.3 Lost Contact

There are varied and complex reasons why homeless people may not follow through on their initial applications. The Council's two stage application and assessment process has undoubtedly been an important contributory cause of a 'lost contact' rate of 30% in 2002/03 compared to 9% in Scotland. However, whatever the reasons for the high rate of lost contact, applicants' housing circumstances must have been sufficiently unsatisfactory for them to present in the first place. This category, therefore, can at least be seen as potentially homeless and this adds to the indications of a significant homelessness problem in Clackmannanshire.

4.2.4 Repeat Homelessness

Targets are now being set across Scotland for the reduction of repeat homelessness. On the basis of statistical returns (HL1), the Needs Assessment found 7% repeat presentations during 2002/03, but the figure is widely held to under-estimate the true extent of repeat homelessness. This seems much more likely to be nearer the Scottish Homes study³⁰ estimate of 22%. Even this, however, which was below the study's Scottish figure of 27%, needs to be treated with caution in the light of the other findings of the 2004 Clackmannanshire needs assessment, including the lost contact rate.

4.2.5 Non Priority Homeless

In planning for the removal of the priority need category, as all local authorities must now do, it is obviously useful to look at cases assessed as homeless, but not in priority need. At 9% of assessment decisions against a national average of 23%, the overall number and proportion of non priority cases is low compared to the overall scale of homelessness in Clackmannanshire. The proposed changes to the priority classification would therefore appear to have limited implications, but regular monitoring of this issue remains essential.

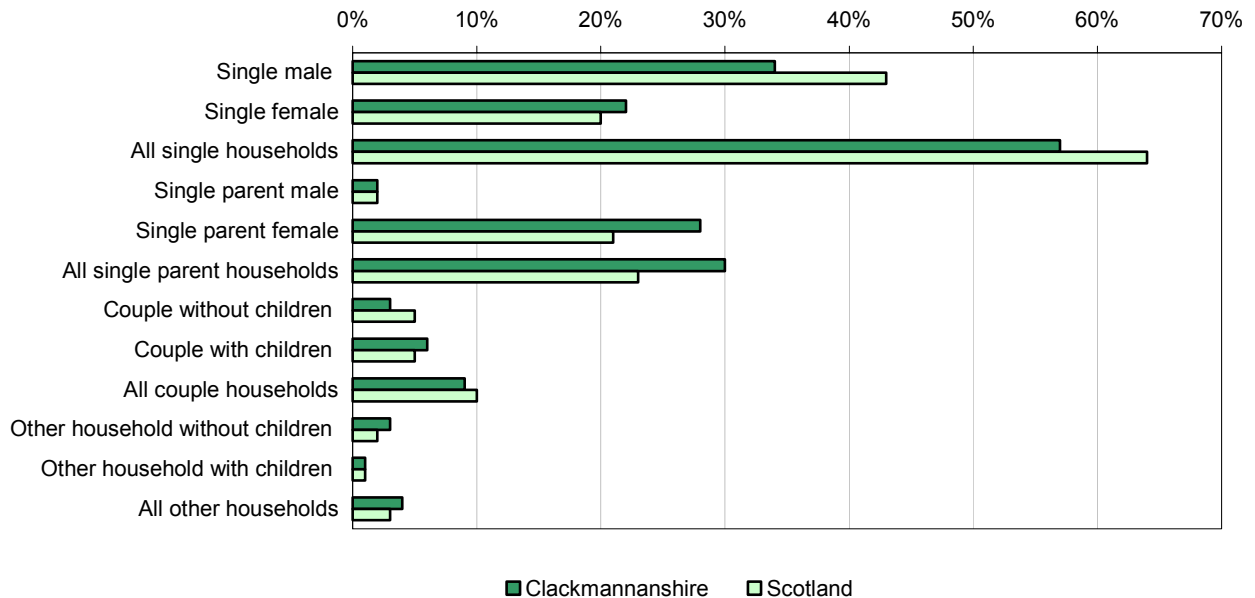
4.2.6 Hidden Homelessness

As already highlighted within the Council's Local Housing Strategy, the Council's waiting list requires major overhaul, now in hand. One potentially valuable source of data on hidden homelessness was not therefore available to the Needs Assessment, which had to rely heavily on qualitative interviews with service users and providers. This indeed revealed evidence of hidden homelessness in Clackmannanshire, particularly amongst those who had a succession of unstable housing arrangements and who were in and out of contact with the Council. Further work is required on this issue and it will be progressed in sequence with on-going waiting list and allocations policy reviews.

³⁰ Repeat Homelessness in Scotland, Scottish Homes, 2001

4.3 Homeless People In Clackmannanshire

Figure 6 - household Profile of Homeless Presentations
Clackmannanshire & Scotland 2002/03



Source: Clackmannanshire Council and Scottish Executive HL1 Statistical Returns

4.3.1 Homeless Applicants & Vulnerability

The profile of homeless applicants in Clackmannanshire differs from Scotland in a number of ways. In Clackmannanshire a lower proportion of single person households apply as homeless (57%) than the Scottish average (64%). The difference relates particularly to single male households. Conversely, Clackmannanshire has proportionately more single parent applicants than other areas. And even where Clackmannanshire appears to differ little from the Scotland wide experience, as in more than half of all presentations being attributed to the breakdown of domestic relationships, there are some interesting differences:

- There is a higher proportion of cases resulting from domestic dispute, around one third of which are violent disputes.
- Although numbers are low, loss of a private rented tenancy is high at 7% when compared to the small scale of this sector (5%) in Clackmannanshire.
- The high proportion of households whose reason for presentation relates to loss of an RSL tenancy is of concern.
- Discharge from an institution is a significant cause of homelessness for just one household type, single men (12%), with the vast majority being due to discharge from prison.

Data on vulnerability (principally found within the HL1 assessment of priority needs status) shows that having dependent children was the main reason for applicants being classified as vulnerable (46% of applicants), followed by 'youth' (8%) and 'mental illness' (8%). Women were most likely to be vulnerable because of their youth (28% of single

women), with fleeing violence or domestic abuse as the next most common reason for priority amongst women (18%). The significance of youth homelessness is evident across most of these headline statistics.

The situation for single men in Clackmannanshire is quite different than for women. Although 21% are vulnerable because of their youth, the single most common recorded reason for vulnerability amongst single men is 'other special reason' (a category that cannot currently be analysed in detail). Single men are also more likely than any other household type to be vulnerable because of drink or drugs (13%), and the high level of lost contact cases amongst single men may well indicate higher levels of underlying need.

The proportion of all single households who are vulnerable because of mental illness is strikingly high, at 12% of priority single female households, and 15% of priority male households. Though absolute numbers are relatively small, high levels of need are indicated and questions about the adequacy of current specialist accommodation and support provision need to be examined.

Overall, in terms of vulnerability, the evidence from the Needs Assessment research, both the analysis of statistics from the homelessness returns (HL1s) and the interviews with providers and service users, indicated that youth homelessness is a particular issue. There are many young people in particular with chaotic behaviour, often linked to drug and alcohol problems and a succession of unstable housing arrangements who have had one or more contacts with the homelessness service. The high incidence of tenancy failures and arrears problems amongst young households/first tenancies is also known to be a problem though reliable quantitative data was not readily available. Young people can also face particular problems in relation to the benefits system and employment issues.

4.3.2 Rough Sleepers

The data for Clackmannanshire shows that between December 2001 and September 2003, of all the households presenting as homeless, 3% (45) had experience of rough sleeping, and 4% (62) were roofless at the time of their application. The overwhelming majority were single, with 73% aged between 25 and retirement age. Men accounted for 86% of those who had experienced rough sleeping or were actually roofless at the time of their application. Service user interviews carried out as part of the Needs Assessment revealed complex sets of circumstances and often a wide range of needs and/or a succession of insecure and unstable arrangements. Although there was no suggestion that people had been forced to sleep rough because of the Council refusing an offer of accommodation, some had seen rough sleeping as a preferred alternative to the accommodation offered by the Council.

4.3.3 Repeat Presenters

Of the 34 people interviewed who had experienced repeat homelessness, most also had additional problems and/or chaotic behaviour and complex needs. There was also a clear connection with rough sleeping.

4.3.4 Other Households

It is important to consider those who may not be in priority need but who still have unstable housing circumstances. Clackmannanshire has a very high proportion of homeless applicants whose rehousing outcome is not known. Although related to the lost contact issue, the proportion of 'outcome not known' cases is even higher, with this dataset for December 2001 to October 2003 showing 667 (53%) cases where the rehousing outcome was not known. Single people are particularly affected (67%), followed by single parents (22%). Recorded reasons for homelessness amongst this group showed a greater incidence of 'friends/parents/ relatives no longer able or willing to accommodate', but it also worryingly included a small but significant number of people discharged from prison.

Those found to be neither homeless nor potentially homeless are nonetheless likely to have difficult and unsatisfactory housing situations. Domestic dispute is the single most common reason given by people recorded under this category (21%), followed by 'friends/etc no longer able/willing to accommodate' at 17%. Harassment at 16% is much more likely to be given as a reason by this group than is the case for all presentations (7%). Interviews with service users and providers supports the view that anti-social behaviour, harassment, and more general concerns about certain neighbourhoods (mainly drug related) are factors in explaining some homelessness presentations in Clackmannanshire and probably a disproportionate number of young people.

4.4 Health & Homelessness

The commissioning by 2004 of a health and homelessness needs assessment is a priority within the Forth Valley Health & Homelessness Plan and a joint Forth Valley NHS & local authorities Steering Group is on the point of coming together to take this and other related issues forward. Meantime, the qualitative element of the Homelessness Needs Assessment sought to identify health related issues amongst interviewees. It found that single and especially older men tend to display the most chronic addiction problems and experience repeat episodes of homelessness. This supports similar findings reported in the Health & Homelessness Action Plan. Access to specialist health services emerged as an issue, as did information sharing between agencies. Deteriorating health, physical and mental, was reported, often linked with type of accommodation, especially B&Bs. Overall, the main issues identified related to addiction problems.

4.5 Employment & Homelessness

The links between homelessness and employment pervade the needs assessment. That they are more implicit than explicit in the research report simply reflects the extent of the overlap. Many of the causes and the consequences of unemployment are highly correlated with the causes and consequences of homelessness – health problems, drug & alcohol misuse, educational issues including literacy and numeracy problems, and people with complex needs. The benefits trap - often compounded by the high costs of temporary accommodation - was frequently mentioned by service users as barriers to employment.

4.6 Homeless Services In Clackmannanshire

A major focus of the Needs Assessment was the current service provision for homeless people, including the identification of gaps, overlaps, and shortfalls in provision. The findings are reported fully in the final Needs Assessment and are only summarised very briefly here. They are of considerable import however.

4.6.1 Assessment Services

Several features of the assessment service available for people presenting as homeless in Clackmannanshire were found to be unsatisfactory.

- Within the Council's Homeless Team, a two stage process, at times aggravated by delays between the stages due to resourcing problems, is obviously problematical not least as a cause for lost contacts.
- Differing understandings across the Council housing service about routing people presenting as homeless.
- A clear need for extending the depth of the assessment, especially but not solely for those with more complex needs, and for establishing more effective links with other services in social services, health, and beyond.

4.6.2 Emergency Accommodation

Options are very limited and the adequacy of support arrangements is a key concern.

- One dedicated unit is available for very short-term emergency accommodation when other services cannot be accessed quickly. It has limited support only and is based within a project designed for young people further limiting its appropriate use.
- Temporary accommodation units (discussed further below) are also used as emergency accommodation, but the main option for many single people, and sometimes families, is B&B. One particular B&B in Grangemouth is used frequently as both emergency and temporary accommodation. Transport costs to this accommodation are met by the Council, but otherwise service users placed there can face considerable problems in accessing services.
- There is no accommodation which can be accessed directly by people through self-referral, a shortcoming repeatedly raised by service users participating in the strategy process.

4.6.3 Temporary Accommodation

Options are again limited, but the overriding concern is the heavy dependence upon B&Bs, used even to some extent for families with children. Three B&Bs are used which can accommodate in total around 20 people. There are obvious issues about the level of support available in a B&B, but concerns extend to room sharing issues, as well as exclusion during daytime.

- **Council Accommodation** The Council itself provides 30 temporary units in 2 separate blocks of furnished flats with communal laundry facilities, and a further 10 dispersed tenancies. Support in the furnished units is mainly concerned with practical issues – repairs, laundry tokens, cleaning. The quality of these services, particularly repairs and laundry tokens, is criticised by service users. Inevitably difficulties arise from many people with differing needs and sometimes difficult behaviours living in close quarters with limited support. The high charges for this provision are also a serious concern both in terms of the additional problems it can create for those who access this accommodation, and its effects as a barrier to access for others.
- **Bed & Breakfast** Three B&Bs in Clackmannanshire have become exclusively homeless and emergency accommodation over time. They are used largely to accommodate single people - predominantly men - with one B&B men only. To a significant extent, they accommodate people with drug and/or alcohol related problems. Much of the accommodation comprises shared rooms. All 3 have a policy of restricted access during daytime combined with an element of management discretion. Visiting support is provided by the Council's temporary accommodation team, but the main provision is the informal support provided by the owners which exceeds the support provided in the Council's own temporary units. Costs and related debt are again an issue in this type of temporary accommodation. When these units are full, B&Bs outwith Clackmannanshire are sought, in Grangemouth, Falkirk, Stirling, and Fife.
- **Supported accommodation** There are only two supported housing projects:
 - A Council project in Tullibody providing 11 flatted units used to accommodate people with different needs, including community care clients as well as homeless people. It is not intended to provide high levels of support. On site support is largely limited to 'gate-keeping' functions, with outreach support provided on the basis of individually assessed needs. Overall this is a model of provision that does not accord with recommended practice and merits review.
 - The second and valued supported accommodation project is the NCH Path Mosaic Project, which provides support to young people aged 16-21 in a dedicated building containing 4 single bed spaces and one 2 bedroom flat for young people/household. They also provide outreach support in dispersed furnished tenancies throughout Clackmannanshire for around 50 young tenants and their households. The Mosaic project is the culmination of a long established history of acknowledging the vulnerability and priority need of young people, and providing support in a partnership setting.

4.6.4 Other Support Services

In Clackmannanshire, the provision of services most directly serving the needs of homeless or potentially homeless people is dominated by the statutory sector. While this in itself is not unusual, there are relatively few voluntary sector partners. Some of the key exceptions not already mentioned are:

- **Women's Aid** who provide temporary accommodation, information, advocacy and support for women fleeing domestic abuse. A significant proportion of the people contacting Women's aid are homeless or threatened with homelessness when they first contact the service. Accommodation provision amounts to 31 bed-spaces capable of

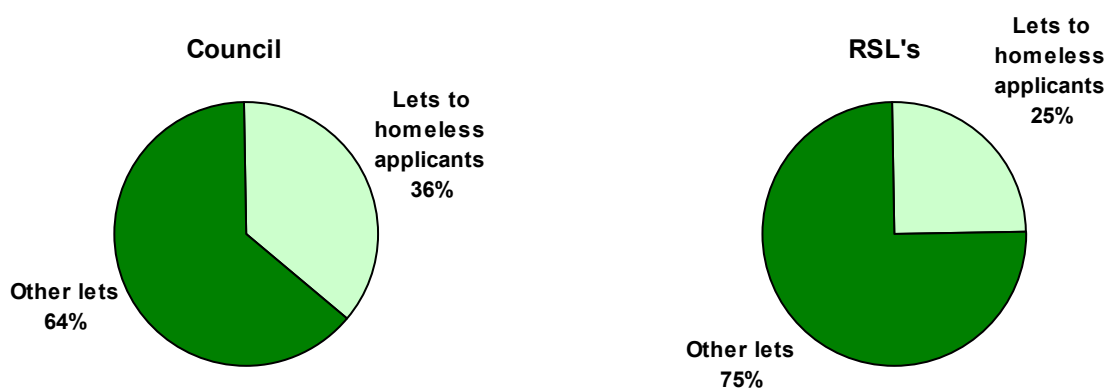
accommodating around 9 women and their families distributed throughout the Clackmannanshire area.

- **Citizens Advice Bureau** provides housing advice to around 20% of their clients of whom about one fifth are threatened with homelessness at initial point of contact. CAB host the Rough Sleeper worker who works with people seeking homelessness and housing advice, as well as providing outreach information and advice. Re-settlement support and prevention - especially in arrears cases through help with benefits, furniture and money advice - are also key contributions. CAB now also host a SIP funded project to investigate the provision of day centre facilities for homeless people.
- **Ladalink** is a drop-in and support service for people with alcohol and drug misuse problems and their families. As nearly all of their clients have housing or homelessness related problems, advocacy and support on these topics are a major part of their work.

Over half of homeless applicants whose housing outcome is known are housed by the Council. In terms of geographical distribution and dwelling type there appear to be no significant imbalance between the outcomes for homeless applicants and other households. Other significant issues are apparent however.

- **Housing Management Services** Although lets to homeless households now account for around one third of all Council lets, the provision of even low level support for these households is acknowledged to be a major gap by a service whose capacity to deliver basic core functions is severely stretched at present. These problems are compounded by clear evidence of a lack of coordination and cooperation amongst services at key transition stages. Both in the Council and the RSLs, housing management policies and practices may be contributing to homelessness. RSLs appear to have a disproportionately low level of lets to homeless applicants (25% including lets to non-statutorily homeless against the Council's 36% for statutorily homeless, or 75% if 'insecurely housed' is included). However, poor operation of the nominations arrangements on the part of the Council is certainly a factor. Behind these difficulties there is a widely acknowledged need between the Council and the main RSLs in Clackmannanshire to review allocations policies.

Figure 7 - Lets to Homeless Applicants 2002/03



Source: Clackmannanshire Homelessness Needs Assessment 2004 – Section 6 Sustaining RE-Housing & Preventing Homelessness

In other areas, policies and procedures which would undoubtedly help prevent and/or alleviate homelessness either do not currently exist, or are in need of significant further development:

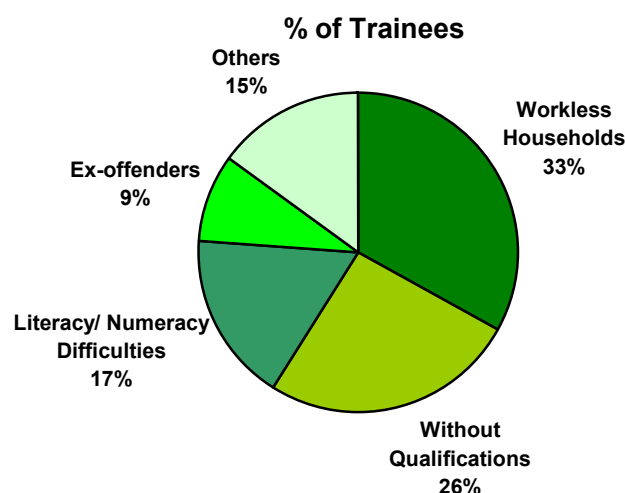
- A rent deposit scheme.
- Family mediation and counselling.
- Housing information & advice strategy.
- Discharge protocols from institutions.

4.6.5 Employment Initiatives

Employment is nationally recognised as a key route out of homelessness together with the support and training issues associated with gaining access to and sustaining employment. These same factors can play an equally important part in preventing homelessness too.

Clackmannanshire Housing Service has gained significant experience of employability issues in recent years through the development and highly successful delivery of two intermediate labour market projects. (See supporting document 6). These projects have overtly targeted people who have experienced long-term unemployment, rather than homeless people or those at risk of homelessness. But the overlaps between the two groups is a striking feature of the beneficiary data collected through the projects' monitoring and evaluation systems. For the larger project, the Environmental ILM, groups potentially at risk of homelessness figure prominently within 'Workless Households' accounting for 33% of all trainees, followed by 'Those Without Qualifications' (26%), 'Literacy/Numeracy Difficulties' (17%), 'Ex-offenders' (9%) and the balance made up equally of 'People with Disabilities', 'Lone Parents', 'Alcohol/Substance Abusers', 'Returners to the Labour Market', 'Homeless', and 'others'. (Each person was only recorded under one category.)

Figure 8 – ILM – Trainee Profile January 2001-March 2004



Source: ESF Quarterly Report No 6, Clackmannanshire Council

These projects have succeeded in delivering the support and training that has taken significant numbers of people out of long-term unemployment. They have offered a fully waged option that has helped overcome the benefits trap facing many people, unemployed and/or homeless or potentially homeless. At the same time, both have targeted the most deprived areas in Clackmannanshire. The works programme of Alloa South & East Environmental ILM specifically targeted the SIP (Social Inclusion Partnership) area, one of the most deprived areas in Scotland.

Indeed, both ILMs have provided this training and employment in tandem with delivering services to vulnerable households: to combat fuel poverty in the first the Heatwise ILM. In the second ILM, the Alloa South & East Environmental ILM, the trainees have undertaken major environmental improvement works designed around 'defensible space' principles in order to tackle crime and the fear of crime. Community capacity building through a highly participative approach to the design process has also been a key feature of the Environmental ILM.

A full analysis of the successes of these projects is included in the appendices. However, the employment created by these projects, as well as the ways in which beneficiaries and the wider community have been supported and engaged in the process have done much to address employment and the building of social networks which can play key roles in preventing as well as tackling homelessness.

The Environmental ILM is due to end in March 2005, the same time coincidentally as the New Futures³¹ funding arrangements are due hopefully to be mainstreamed. The future development of these initiatives, and achieving a greater focus on homelessness and employability issues, are now being taken up through the Regeneration Strategy being developed within the Council's Community Planning framework. The expertise in addressing employability and homelessness issues gained through the New Futures initiative, in particular Scottish Enterprise's 'New Futures Employability Model' and 'New Futures Employability Framework' need to be harnessed to this process.

4.7 Causes Of Homelessness In Clackmannanshire

The above summary demonstrates the wealth of insight into the extent and characteristics of homelessness in Clackmannanshire provided by the Needs Assessment, even though it uncovered the need for further research in some areas. A key stage in the development of the strategy was utilising the Needs Assessment in order to arrive at a shared understanding of the causes of homelessness in Clackmannanshire. This process is described elsewhere in supporting documents 2, 3, & 4: its conclusions are set out below.

4.7.1 Poverty – Economic & socio-economic factors

- Nationally recognised as amongst the structural causes of homelessness, economic and socio-economic factors play their part in causing homelessness in Clackmannanshire. Unemployment is a particular issue in the most deprived areas in Clackmannanshire.

³¹ "New Futures Fund – Mainstreaming" Scottish Enterprise. <http://www.scottish-enterprise.com/newfuturesfund>

- However, the overall demographic and socio-economic profile of Clackmannanshire is very similar to the Scottish average and so these factors cannot readily explain the very unusual incidence of homelessness in Clackmannanshire.

4.7.2 Housing supply

Housing supply issues play a limited role in causing homelessness in Clackmannanshire:

- The Council's Local Housing Strategy³² has already concluded that other than in the settlements of Dollar and Muckhart, there would appear to be no overall problems of shortage of supply or affordability issues in either the social rented sector, or the private sector.
- However, an imbalance between people's aspirations for housing and the quality and type of housing which is available in some areas of Clackmannanshire is a factor.
- There has also been insufficient collaboration between providers in the social rented sector in maximising housing opportunities for homeless people.

4.7.3 Lack of preventive services

Factors under this heading play a significant role:

- Insufficient co-ordination of information and advice, or of routing by different service providers of those seeking assistance which would allow people to address housing and related problems before they become crises.
- Lack of support for vulnerable groups in accessing and using advice and information, which would allow them to consider the wider range of options in moving out of homelessness.
- Lack of housing education for young people.
- Lack of practical help, particularly for young or vulnerable tenants moving in to and maintaining their first independent tenancy (e.g. furnishings, benefits advice and fuel advice). This applies also to homeless households in their transition to permanent accommodation.
- Local authority housing service resources focused overly on action at the point of crisis rather than preventive work, such as estate management, and enhanced housing management.
- See "Support" issues in 4.6.3 and 4.6.4.

4.8 Organisational response to homelessness

Again these are of significance:

- Differing values and understanding of homelessness amongst the staff working with homeless households within Services To People (homeless team, local housing management offices, other council services) and other agencies.

³² See supporting document 8 - <http://www.clacksweb.org.uk/dyna/housingstrategy/>.

- ❑ Lack of associated policies and procedures to provide a consistent service framework from reception, through assessment, to the securing of appropriate outcomes e.g. securing re-housing and other services needed to create a stable tenancy.
- ❑ This is compounded by a lack of comprehensive training of all staff contributing to the homeless service and associated services used by homeless people.
- ❑ Current single shared assessment gathers too limited information on housing & housing related issues to assess the range of a homeless person's needs and route them swiftly into services needed, both mainstream and specialist.
- ❑ Insufficient depth to the homelessness assessment, partly resulting from the high caseload, with the risk that the underlying problems of presenting households may not be identified. The current 2-stage process for reception and assessment of homeless applicants involves delays in full assessment and response to the breadth of individuals' needs as homeless people.
- ❑ Lack of continuity of staffing between assessment, temporary accommodation, rehousing and resettlement stages. This impedes a managed handover between services, fails to minimise disruption, and/or fails to maximise the potential for establishing a sustainable supported tenancy/tenancy in the community.

4.8.1 Temporary accommodation

A major factor:

- ❑ Insufficient accommodation suitable for use as emergency accommodation for all types of households.
- ❑ Lack of suitable range of types of temporary accommodation for single people leading to a concentration of people with severe needs in unsuitable establishments; and linked to this
 - Lack of appropriate temporary accommodation and associated support for people with particular needs.
 - Insufficient co-ordination in the corporate response to those with complex needs, particularly those with substance/alcohol misuse, ensuring appropriate assessment, suitable emergency and temporary accommodation, and associated support.
 - Involvement of only a limited number of providers.

4.8.2 Allocations policy

Another major factor:

- ❑ Imbalances particularly within the Council's allocations policy which have the effect that:
 - Applicants are not assisted to resolve their housing problems through the general waiting list and so prevent the crisis of homelessness.

- People may be encouraged to use the homeless route to secure higher priority and access to more desirable accommodation.
- There is a loss of confidence, amongst local housing staff in particular, in the equity of the policy and a growing tendency to sidestep the requirements particularly for homeless households.
- The allocations policy allows statutory homeless applicants only one offer of housing, with the risk that people will accept housing which they perceive as unsuitable, or return to unstable housing arrangements. (This is against current legislation and guidance).

4.8.3 Private sector

- People entering short term private tenancies in private rented sector due to localised shortage of alternative social rented or owner occupied housing (West Alloa & Tullibody).
- People unable to sustain private lets due to rental costs and benefit trap.

4.8.4 Discharge from institutions

- Loss of tenancy during short periods of imprisonment, mainly due to lack of appropriate advice on tenancy issues and poor information sharing between services.
- Lack of joint planning for those released from long sentences to ensure accommodation in permanent or supported housing is immediately available, and so avoid homelessness.
- Insufficient co-ordination of arrangements to support those being discharged following short hospital stays.³³

4.8.5 Support needs

A major factor:

- Poor routing/referral processes, or unsuitable/insufficient range of services for homeless people with drug and alcohol problems.
- Lack of support and specialist housing options (emergency, temporary and permanent).
- Lack of low level support for vulnerable households, particularly young tenants.

³³ Within Clackmannanshire 11 persons made a homeless application on the grounds of discharge from hospital in the year 2003/2004. (Source Scottish Executive Health & Homelessness Co-ordinator)

4.8.6 Collaboration

A significant factor:

- Tension between the policy and practice priorities for the housing management service/area offices (particularly in relation to debt management, anti-social behaviour, and voids control), and the objectives for preventing and addressing homelessness.
- Lack of agreed information sharing protocols at departmental, corporate and multi-agency levels. At a departmental level, reliance on ad-hoc and informal communication between area offices and homeless team is increasing the risk that homeless clients will not receive services appropriate to their particular needs.

4.9 Summary

The assessed causes of homelessness in Clackmannanshire pose major questions for all the agencies working in this field, and especially Clackmannanshire Council's housing service as the lead agency.

The scale and variety of responses needed to tackle all the issues raised in this section are considerable. The following section presents the Action Plan that all those contributing to this Strategy consider necessary in order to start tackling homelessness in Clackmannanshire. It offers no final comprehensive solution, rather the start of a process of change, but fundamental change nonetheless.

5 Action Plan






The following Action Plan shows the specific options we will take to turn our aims and objectives into reality. It indicates the outcomes we seek to achieve and the resources, agencies and timescales relevant to each action.

ACTION PLAN






Aim 1

Reducing the proportion of households who present as homeless in Clackmannanshire so that it is in line with the average for Scotland






ACTION PLAN

Objective 1  By 2007, extend and improve housing management and housing support services for vulnerable tenants to reduce the number of tenants who lose or abandon their homes.					
Actions	Outcomes	Resources	Lead agency	Other agencies	
				Timescale	
1A  Participate in the development of a Housing Information & Advice Strategy for Clackmannanshire in relation to the requirements of households at risk of homelessness	People who are at risk of homelessness receive effective housing advice and information, which meets the HomePoint national standards and is in line with principles of life long learning, incorporating housing information and advice to local schools	General Fund £5k – external consultancy support Mapping & review of existing services plus development of strategy could be funded through Strategy Improvement Funding (SIF) and support the LHS as well	LA Housing Services	RSLs, education, social services, voluntary sector	By Dec 2005
1B  Develop intensive housing management in landlord services to support tenants identified as vulnerable	Vulnerable households are provided with intensive housing management resulting in an incremental reduction in the breakdown of tenancies	Restructuring of Housing Services Restructuring should result in rebalancing of the service, and sufficient resources to make this possible Training then needed – external through SIF	LA Housing Services and Chief Executives Office	Social services, education, RSLs, NHS Forth Valley, Police	By April 2005
1C  Extend existing floating housing support services to vulnerable tenants with a focus on preventing rather than responding to crisis	An incremental reduction in the breakdown of tenancies held by vulnerable households who require housing support	Supporting People Funding (or General Fund on the 'spend to save' principle) Funding for service development already in place – some co-ordination etc will also be required	Supporting People Team	Housing, RSLs, Social Services, NHS Forth Valley, voluntary agencies	By April 2005, then annually from 05/06
1D  Review and re-focus of allocations policies in the social rented sector to reduce the risk of homelessness	Re-focused Council allocations policy and nominations to assist applicants living in insecure housing arrangements to make a planned entry into the social rented sector resulting in a reduction in the number of housing register applicants who present as homeless	Existing staffing resources with external consultancy support External support funded through HRA/SIF	Housing Services	Social Services, RSLs, NHS Forth Valley	Review completed by January 2006, then annually from 06/07







ACTION PLAN

Objective 1  By 2007, extend and improve housing management and housing support services for vulnerable tenants to reduce the number of tenants who lose or abandon their homes.					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
1E  Review and improve arrears management policies & processes (Council & RSLs) in line with recommended good practice from the Task Force	Reduction in the number of tenants in the social rented sector (Council and RSL) who present as homeless, where arrears are a factor	Existing staff for service delivery, but review and training could be supported by restructuring resources	Housing Services & RSL partners	Money Advice, Council Revenue services, voluntary agencies	Review completed by April 2006 and then annually from 06/07
1F  Further develop and monitor the effectiveness of anti-social behaviour policies & processes in line with recommended good practice	Reduction in the number of tenants in the social rented sector (Council and RSL) who present as homeless, where anti-social behaviour is a factor	Existing staff for service delivery, but review and training could be supported by restructuring resources	Housing Services & RSL partners	Money Advice, Council Revenue services, voluntary agencies	Annually from 04/05 and further development in 05/06
1G  Provide furniture packages and option of furnished accommodation for vulnerable households	An incremental reduction in the breakdown of tenancies due to housing debt, multiple debt, lack of furnishings and or decoration and neighbour problems	SIF	Housing Services	RSLs, Council Revenue Services	By December 2005
1H  Develop a Rent Deposit Scheme in Clackmannanshire	An increased number of people are assisted to enter the private sector	SIF - Small 'capital' element required – mostly this will require staffing	Housing Services	CAB, Council Revenue Services	By January 2005



ACTION PLAN

Objective 2  Align policies and service responses between the Council and partner agencies by 2007 so that those at risk of homelessness receive coordinated and relevant assistance					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
<p>2A  Develop shared definitions and indicators of vulnerability to homelessness</p> <p>Explore use of common definitions, across Clackmannanshire, Stirling and Falkirk Councils</p>	<p>Partners are using indicators to identify those who are vulnerable to homelessness which are consistent and aligned with those within the single shared assessment and other policies</p>	<p>Existing staff resources</p> <p>Staffing funded through SIF to support development</p>	<p>Housing Strategy Team</p>	<p>Social services Council advice service CAB RSL representative</p>	<p>By April 2005</p>
<p>2B  Agree and introduce a consistent approach to advising and routing by front line staff in partner agencies</p>	<p>Households receive consistent, appropriate and quality assistance in relation to their homelessness whichever partner agency they contact and are routed where necessary to more specialist assistance</p>	<p>Staffing resources</p> <p>Possible external support for training</p>	<p>Housing</p>	<p>Individual services within STP, RSLs, NHS Forth Valley, voluntary sector partners, Police</p>	<p>By June 2005</p>
<p>2C  Develop a framework of formal links between services through multi-agency protocols and procedures</p>	<p>Households at risk of homelessness are able to access support from other services and agencies and receive a package of services to meet their full range of needs</p>	<p>Current Resources</p>	<p>Services to People</p>	<p>Individual services within STP, RSLs, NHS Forth Valley, voluntary sector partners, Police</p>	<p>By January 2006</p>
<p>2D  Participate in the development of a corporate Council Debt Management Strategy for those on benefits and/or have low incomes</p>	<p>A consistent and coordinated approach from all services in the Council who have multiple debt problems, involving collaboration across services to manage the debts and to maximise incomes</p> <p>Reduction in the number of tenants in the social rented sector (Council and RSL) who are evicted or abandon, where arrears are a factor</p>	<p>Resourcing of the Strategy on a 'spend to save' principle</p>	<p>Corporate Council</p>	<p>Council Revenues services, Money Advice, Housing, Voluntary Agencies</p>	<p>Strategy and associated action plan agreed by April 2007</p>






ACTION PLAN

Objective 2  Align policies and service responses between the Council and partner agencies by 2007 so that those at risk of homelessness receive coordinated and relevant assistance					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
2E  Develop agreed, specific and time related targets for achieving improvements in the administration of Housing Benefit	Administration of Housing Benefit in Clackmannanshire contributes more to the prevention of homelessness	To be identified – potentially through the spend to save principle General services budget	Council Revenue Services	Housing, RSLs	By September 2005
2F  Build relationships with private landlords through the Forum to support prevention of homelessness objectives and access to housing opportunities for those in insecure housing	Reduction in number of households presenting as homeless as a result of the loss of a private sector tenancy Opening up of housing opportunities in private rented sector, which meet the quality standards	Existing staff resources Private sector housing grant	Housing strategy team for LHS	Homeless Team Area Housing Teams	By April 2007
2G  Improve the quality and response time of drug and alcohol misuse services by proposing it to be a key strategic aim of the Community Health Partnership which will be operational from April 2005	Reduced incidence of drug and alcohol misuse and of unmanaged drug and alcohol misuse amongst homeless households	Internal staffing	Corporate Council Community Health Partnership Housing services	Housing services, social services, police, voluntary sector, education	By April 2005
2H  Improve the health of homeless people through the promotion of healthier lifestyles, in particular nutrition and diet	Improvements in the health of homeless households	NHS Forth Valley	NHS Forth Valley	Services to People, voluntary sector partners	NHS Forth Valley responsibility and timescale
2J  Map the range of mediation services, appropriate for homeless households; negotiate access arrangements and inform, promote, refer or introduce households as appropriate	Those at risk of homelessness and their families (including and particularly children) receive timely and relevant mediation services where this is appropriate to their needs, with a consequent reduction in homeless presentations	Strategy Implementation Funding/General Fund/Homelessness Group Staffing or external consultancy	Strategy Unit, Service for People	Statutory and voluntary partners	By July 2005






ACTION PLAN

Objective 2  Align policies and service responses between the Council and partner agencies by 2007 so that those at risk of homelessness receive coordinated and relevant assistance					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
<p>2K  Develop homelessness employability initiative(s) as an integral part of Community Planning/Regeneration Strategy; ensure appropriate links with homelessness assessment, routing and support services</p>	<p>Where employment is part of the route out of homelessness, homeless people and those at risk of homelessness receive appropriate information, training, personal, financial and marketing support to access and sustain employment</p>	<p>Mainstreaming arrangements for current New Futures funding Other central government /European employment /regeneration funds Staffing</p>	<p>Clackmannanshire Alliance & Housing Regeneration team</p>	<p>Scottish Enterprise Forth Valley Other statutory & voluntary partners</p>	<p>By March 2006</p>



ACTION PLAN

Objective 3  End inappropriate and unplanned discharges from institutional care and HM forces by 2008				
Actions	Outcomes	Resources	Lead agency	Other agencies
				Timescale
<p>3A  Develop in collaboration with other local authorities and Scottish Prison Service improved 'throughcare' procedures for Clackmannanshire residents who are discharged from prison</p>	<p>All those discharged from prison follow an agreed, structured pathway back in to the community based on a comprehensive assessment of needs Reduction in the number presenting as homeless following discharge from prison</p>	<p>Existing resources</p>	<p>Homelessness team with Housing strategy team Criminal justice</p>	<p>SPS Voluntary sector Homelessness Partnership Group</p> <p>By April 2008</p>
<p>3B  Review and improve the protocols in relation to discharge from Clackmannan County Hospital and Ward 30 of Stirling Royal Infirmary</p>	<p>Those homeless people discharged from Clackmannan County Hospital and Ward 30, Stirling Infirmary are discharged in a planned way that includes accommodation provision</p>	<p>Staffing (through SIF)</p>	<p>Homeless Team with NHS Forth Valley</p>	<p>Housing Strategy, Social Services</p> <p>By April 2005</p>
<p>3C  Participate in monitoring the arrangements for throughcare for care leavers specifically in relation to accommodation</p>	<p>Young people make a planned and seamless transition from local authority care to independent living</p>	<p>Existing resources</p>	<p>Social Services Children and Families</p>	<p>Housing, Voluntary Sector</p> <p>To link to timescale for improved throughcare services</p>
<p>3D  Monitor the processes and outcomes for those discharged from the armed forces who seek re-housing information & advice from the Council and its partners</p>	<p>Full understanding of the numbers who contact, the routes taken in seeking re-housing & the re-housing outcomes to inform an assessment of the effectiveness of the current arrangements</p>	<p>Staffing (through SIF)</p>	<p>Homeless Team with Housing Strategy</p>	<p>Armed Forces</p> <p>By December 2006</p>

ACTION PLAN

Objective 4  Extend understanding of the causes of homelessness in Clackmannanshire, through specific actions in relation to repeat homelessness and health related needs by 2007					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
4A  Gather information about tenancy breakdown from all landlords and other relevant agencies, eg primary health care, to enable development of baseline information and targets for action	Regularly collected compatible information from an agreed range of agencies on the risk of losing a tenancy and the linkage with other risk factors in negative life outcomes	Re-structuring of housing services Agreed data standards and data sharing protocols Largely existing staffing across services – supported by SIF funded staffing and possible external support	LA Housing Services	RSLs, health social services police	By April 2006 and annually thereafter
4B  Extend recording systems and processes which will enable further information on repeat episodes of homelessness to be collected and analysed	Greater understanding of the local incidence of repeat homelessness, the profile of households involved and its causes	Existing in-house Largely existing staffing across services – supported by SIF funded staffing and possible external support	Housing		By March 2005
4C  Extend recording systems and processes which will enable further information on rough sleeping to be collected and analysed	Greater understanding of the local incidence of rough sleeping, the profile of households involved and its causes	Existing in-house Largely existing staffing across services – supported by SIF funded staffing and possible external support	Housing		By March 2005
4D  Identify opportunities to participate or commission research on the nature of drug and alcohol misuse	A deeper and broad based understanding of the nature of drug and alcohol misuse to inform service improvement	Internal staffing	Corporate Council Community Health Partnership Housing services	Housing services, social services, police, voluntary sector, education	On-going

ACTION PLAN






Objective 4  Extend understanding of the causes of homelessness in Clackmannanshire, through specific actions in relation to repeat homelessness and health related needs by 2007				
Actions	Outcomes	Resources	Lead agency	Other agencies
				Timescale
<p>4E  Provide robust information on the health needs of homeless people in Clackmannanshire and in particular mental health needs. Following on from that, create an explicit link with the Forth Valley Health and Homelessness Action Plan</p>	<p>A fully integrated approach to addressing the needs of homeless people which includes the health needs</p>	<p>NHS Forth Valley to complete health needs assessment and review of action plan Potentially could use some of the SIF to support needs assessment</p>	<p>NHS Forth Valley</p>	<p>Services to People, voluntary sector partners NHS Forth Valley responsibility and timescale</p>

ACTION PLAN




Aim 2

**Extending and improving the services available to homeless people
to meet best practice recommendations**





ACTION PLAN

Objective 5  By 2006, improve the depth and speed of the assessment of homeless applicants needs					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
5A  Set down homelessness policies & procedures, ensuring that policies, procedures and practices meet all statutory and performance standard requirements	The operational policies and procedures used by the Homelessness Team are in line with best practice and available to all partners with a reduction in the number of lost contacts	Existing staff resources & potential external support (SIF resourced)	Homelessness Team	Housing Services, Social Services, NHS Forth Valley, RSLs, voluntary sector partners	By April 2005
5B  Enhance the Council's homeless team to enable it to be available 24 hours a day 7 days a week	Homeless applicants can contact, or be referred to, the homeless team, have an immediate initial assessment, receive expert advice and be provided with temporary accommodation (where required) with the minimum of delay	General Fund & SIF	Housing services		By September 2005
5C  Publicise the assistance available from the Council and partners to services and agencies who may have contact with rough sleepers and those at risk of rough sleeping	People who are sleeping rough or at risk of rough sleeping are directed immediately to the homeless team for information, advice and assessment and are aware of other advice and assistance	SIF initially and then through existing resources	Housing services	Social Services, voluntary sector partners, Chief Executive's Department, RSLs, NHS Forth Valley	By September 2005
5D  Introduce home visits for homeless applicants as part of the assessment process	Increased accuracy of assessment with a more flexible approach to assessment for vulnerable people, contributing to a reduction in repeat homelessness	General Fund & SIF initially	Housing	Social services (access to CCTS database), Chief Executive's Office	By July 2005





ACTION PLAN

Objective 5  By 2006, improve the depth and speed of the assessment of homeless applicants needs				
Actions	Outcomes	Resources	Lead agency	Other agencies
				Timescale
<p>5E  Improve access to assessment of the wider support needs of homeless people by:</p> <p>Allowing housing services access at an appropriate level to the information system (database) held by Social Services & Criminal Justice</p> <p>Develop fast track routing from front-line services of agreed agencies, including homeless team, to specialist assessment of wider needs</p>	<p>Improved quality of assessment and understanding of applicants' wider needs with clients receiving a seamless and coordinated service, contributing to a reduction in repeat homelessness</p>	<p>Formalise existing informal joint working arrangements</p> <p>SIF initially and then through existing resources</p>	<p>Social Services</p>	<p>Housing, health, police, voluntary agencies, education</p>
<p>5F  Audit reception, information and interview facilities for homeless households throughout the Council and partner agencies to ensure sufficient privacy and compliance with equal opportunities legislation</p>	<p>Homeless households are received in facilities which are appropriate to the full range of needs, household types, ages, gender, and ethnicity</p>	<p>Existing resources & SIF</p>	<p>Homeless Team and Chief Executive</p>	<p>RSL's</p>
				<p>By December 2005</p>
				<p>By April 2009</p>





ACTION PLAN

Objective 6  Overhaul the temporary accommodation offered to homeless households by 2007					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
<p>6A  Put in place systems for monitoring the impact of preventative measures and future changes in legislation & guidance on the demand for temporary accommodation</p>	<p>Supply of accommodation takes account of impact of national policy context and local strategy</p>	<p>SIF Internal staff resources for development and capital funding (link to LHS)</p>	<p>Housing</p>	<p>RSLs, private sector</p>	<p>By December 2004</p>
<p>6B  Develop and introduce processes to maintain a flexible supply of dispersed furnished tenancies with floating support which are available for homeless households</p>	<p>Homeless households who require limited or no support can be accommodated in ordinary housing in or close to social and family support and which may become permanent re-housing. The supply of dispersed furnished tenancies responds to the level and type of need (including particular needs), contributing to a reduction in repeat homelessness</p>	<p>SIF Communities Scotland Furnishing Grants Initial purchasing of the furniture could be funded through grants, but ongoing funding required Staff input for development/set up</p>	<p>Housing services (homeless team & area teams)</p>	<p>Supporting People</p>	<p>By December 2004 and on-going monitoring from April 2005</p>
<p>6C  Agree the level, form, associated service and locations of temporary and emergency accommodation for homeless households with higher support needs by March 2005 Development of this accommodation by June 2006</p>	<p>A range of temporary and emergency accommodation is developed, which better meets the range of needs (including particular needs) amongst those presenting to the Council and supporting the goal to end the use of bed and breakfast accommodation and contributing to a reduction in lost contacts</p>	<p>SIF/General Fund/ Prudential borrowing & RSL development program</p>	<p>Housing services with homeless team</p>	<p>Supporting People, RSLs, social services, health</p>	<p>By June 2006</p>





ACTION PLAN

Objective 6  Overhaul the temporary accommodation offered to homeless households by 2007					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
<p>6D  Introduce arrangements which enable homeless households in an emergency to access immediately the accommodation options (dispersed tenancies or other as identified) which best suit their assessed needs</p>	<p>Homeless applicants are placed in accommodation which best meets their needs in the minimum timescale and with the minimum of moves</p>	<p>Existing resources Most of the costs are in the creation of a 24/7 homeless team</p>	<p>Housing Services (Homeless Team)</p>	<p>Protocols to be developed within Housing Management in support</p>	<p>By April 2005</p>
<p>6E  Define and disseminate the circumstances in which 'homeless at home' can be used</p>	<p>Homeless applicants are faced with the minimum of moves by remaining in the home until alternative accommodation is found</p>	<p>Existing resources</p>	<p>Homeless Team</p>	<p>Housing services (allocations staff)</p>	<p>By December 2004</p>
<p>6F  Ensure that the needs of intentionally homeless households are addressed by the re-vamped temporary accommodation</p>	<p>Households found to be intentionally homeless continue to receive accommodation and support, contributing to a reduction in repeat homelessness</p>	<p>Internal staff resources (possible external support) SIF and multi-agency package of resources (eg social services and child care funding)</p>	<p>Housing</p>	<p>Social Services, education, health, RSLs, private sector</p>	<p>By April 2008 (or as required by Scottish Executive)</p>



ACTION PLAN

Objective 7  Ensure that all homeless households have the choice to access educational, social, recreational and employment opportunities which are appropriate to their needs by 2009					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
<p>7A  Map the range of educational, employment, social and recreational activities, appropriate for homeless households; negotiate access arrangements and inform, promote, refer or introduce households as appropriate</p>	<p>All homeless applicants and their families (including and particularly children) have the opportunity to make use of existing facilities and services available in Clackmannanshire</p>	<p>Strategy Implementation Fund/General Group Staffing or external consultancy</p>	<p>Policy/ Strategy Unit, Service for People</p>	<p>Job Centre Plus, Careers Scotland, employment initiatives, education service, national expertise in employment for homeless people</p>	<p>By December 2005</p>
<p>7B  Work with relevant partner agencies to identify and address the barriers (structural, local, individual) to employment and training which exist for homeless households</p>	<p>Reduced barriers to employment for homeless households</p>	<p>Could potentially be external commission to identify barriers – otherwise staffing resources required</p>	<p>Policy/ Strategy Unit, Service for People</p>	<p>Job Centre Plus, Careers Scotland, employment initiatives</p>	<p>By July 2006</p>
<p>7C  Develop additional opportunities for social, educational and employment activities for homeless households, particularly for those with complex needs and for households with children</p>	<p>Homeless applicants, particularly those with complex needs, have the opportunity to access and sustain use of facilities and services (social, education, training and employment) designed to meet their needs</p>	<p>Strategy Implementation Fund/General Group</p>	<p>Policy/ Strategy Unit, Service for People</p>	<p>Job Centre Plus, Careers Scotland, employment initiatives, education service, national expertise in employment for homeless people</p>	<p>By April 2006</p>

ACTION PLAN

Objective 8  Put in place by 2006 services which cater specifically for those with complex needs who are homeless or at risk of homelessness					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
<p>8A  Identify with Stirling and Falkirk councils whether a joint approach should be taken to developing services for people with complex needs</p>	<p>A sharing of resources in providing services for people with complex support needs</p>	<p>Existing staffing</p>	<p>Chief Executive's Office</p>	<p>Housing, social services, NHS</p>	<p>By February 2005</p>
<p>8B  Review, with Stirling and Falkirk councils, existing research and best practice information on the provision of services for those with complex needs</p> <p>b) If there are still gaps in local information, commission along with Stirling and Falkirk councils research into numbers of homeless people with complex needs, mapping of services (including mainstream services), routes between them, gaps and barriers in services</p>	<p>Well-informed understanding of the particular service needs of people with complex needs</p>	<p>In-house resources or possible external commission</p>	<p>Chief Executive's Office</p>	<p>Housing, health, social services, education, police</p>	<p>By July 2005 By April 2006</p>
<p>8C  Review delivery of mainstream services to ensure they deliver services needed by homeless people with complex needs in a way which they can sustain</p>	<p>People with complex needs receive the assistance they require in the way they require from mainstream services</p>	<p>In-house resources or possible external commission</p>	<p>Chief Executive's Office</p>	<p>Housing, health, social services, education, police</p>	<p>By April 2006</p>






ACTION PLAN

Objective 8  Put in place by 2006 services which cater specifically for those with complex needs who are homeless or at risk of homelessness					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
<p>8D  Identify the most appropriate multi-agency assessment and commissioning process (either using an existing or newly developed forum) with clear corporate authority, tailored to meet the needs of those with complex needs</p>	<p>People with complex needs able to access streamlined and holistic assessment of needs which leads to swiftly delivered multi-agency packages of services tailored to individual needs</p>	<p>Internal resources primarily on brokering agreements</p>	<p>Chief Executive's Office</p>	<p>Housing, health, social services</p>	<p>By July 2005</p>





ACTION PLAN

Aim 3
Increasing the proportion of rehousing arrangements which are sustained

ACTION PLAN

Objective 9  Extend the range of housing opportunities for those who are homeless or at risk of homelessness (and so reduce the time people spend in temporary accommodation)					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
9A  Put in place section 5 agreements between the Council and local Registered Social Landlords	Homeless households are given greater opportunity to access housing from RSLs	Existing staff resources	Housing services (homeless team)	RSLs, Council Housing Management Teams	By December 2004
9B  Increase the opportunities for housing with local RSLs through an overhaul of the nominations arrangements and extended use by the Council	Households who are homeless or at risk of homelessness and have approached the Council are given greater opportunity to access housing from RSLs	Existing staff resources & possible external consultancy support	Housing services	RSLs	By March 2005
9C  Ensure in the review of the Council's allocations policy that legislation, guidance and best practice recommendations in relation to homeless households are incorporated	All applicants to the Council are given greater choice about their re-housing options and homeless households are treated equitably	Supported by external consultants	Housing services		By December 2005
9D  Develop a directory which is available in a variety of forms, including online, to set out the range of housing, support, social, educational and employment options which have particular relevance to homeless households or those at risk of homelessness	Homeless households are aware of the range of options open to them and make greater use of social, educational and employment activities and services	Strategy Implementation Funding/existing resources	Housing Services		By July 2005

ACTION PLAN






Objective 10  Put in place structured support & assistance to households who are homeless or at risk of homelessness in the transition to settled living arrangements					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
10A  Extend the role of the homeless team to provide a continuing link during a transition to permanent accommodation	More effective support and assistance provided with a consequent reduction in repeat homelessness	General Fund Mostly staffing resources required – training element could be funded through SIF	Housing Services (Homeless Team)		By April 2005
10B  Set down the procedures and arrangements for ensuring a seamless transition from the homeless team to those managing, and where relevant supporting, the permanent accommodation	Clarity amongst all services about the respective responsibilities and the approach which will be followed in this transitional stage with a consequent reduction in repeat homelessness	Existing resources Mostly staffing – not easy for external support – overlap with 10A	Housing (homeless team and area offices)		By March 2005
10C  Develop a multi-agency commissioning mechanism, within the context of a clear commissioning framework, to act as a gateway to a range of support, including personal development, social support and support into education, training and employment	Increased personal and social skills amongst homeless people and those at risk of homelessness, with a consequent reduction in repeat homelessness	Build on existing models for multi-agency commissioning in Clackmannanshire	Housing	Education (life-long learning), careers, social services, health and RSLs	By December 2005

ACTION PLAN





Aim 4

Establishing the structures and processes to support the delivery of the Strategy








ACTION PLAN

Objective 11  Ensure that the development, implementation and review of the homeless strategy addresses equal access to services for those excluded by virtue of gender, marital status, religion, disability, race, ethnic origin, nationality, sexual orientation, age					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
11A  Include representatives of excluded groups within the core partnership	Equality issues are owned by the partnership	Existing staff resources	Housing	Partner agencies	By December 2004
11B  Ensure that consultation on the homeless strategy encompasses people from the specified excluded groups	Consultation reaches all those who may experience homelessness	Existing staff resources	Housing	Representatives of excluded groups	By December 2005
11C  Put in place publicity and communication systems which makes information available to those who by reasons of gender, marital status, religion, disability, race, ethnic origin, nationality, sexual orientation, and age may face difficulty in accessing and using information on housing, homelessness and related issues	Effective information and advice is available to and can be used by all members of the community	Existing staffing resources External resources for translation and other forms of communication	Housing	Representatives of excluded groups, Health, RSLs, social services, education, police	By December 2005
11D  Develop reception and assessment processes, and related facilities, which are accessible and usable by those who by reasons of gender, marital status, religion, disability, race, ethnic origin, nationality, sexual orientation and age may be excluded from services	All members of the community have equal access to services	Existing staffing resources External resources for translation and other forms of communication	Housing Services	Representatives of excluded groups, Health, RSLs, social services, education, police	By July 2006



ACTION PLAN

Objective 11  Ensure that the development, implementation and review of the homeless strategy addresses equal access to services for those excluded by virtue of gender, marital status, religion, disability, race, ethnic origin, nationality, sexual orientation, age					
Actions	Outcomes	Resources	Lead agency	Other agencies	
				Timescale	
11E  Audit existing services and develop new services, including accommodation services, with a view to groups who may be excluded having full use of services and implement necessary improvements	All members of the community have equal use of services	Existing staffing resources External resources for translation and other forms of communication	Housing Services	Representatives of excluded groups, Health, RSLs, social services, education, police	By July 2006
11F  Make equal opportunities an integral part of training programmes	Staff within services are aware and have the knowledge and skills to recognise and assist people from excluded groups	Specialist training resources	Housing Services	Representatives of excluded groups, Health, RSLs, social services, education, police	By December 2004
11G  Include equality of access and use of service within review of the strategy	Equality of access and use of services is continually monitored	Existing staff resources	Housing services	Representatives of excluded groups, Health, RSLs, social services, education, police	By December 2004 and Annually thereafter





ACTION PLAN

Objective 12  Put in place a framework and associated processes which enable homeless households to shape the ongoing development of the Homelessness Strategy and to influence the service responses					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
12A  Develop and disseminate a statement of service standards or charter between the Council and homeless households	Better understanding amongst homeless households of the service which will be provided resulting in greater satisfaction, contributing to a reduction in lost contacts	SIF/Existing resources	Homeless Team	Housing Services, Social Services,	By April 2005
12B  Hold an annual consultative conference on the progress of the Strategy and to review policy and practice	The views of homeless households, those previously homeless and those agencies working with homeless households are heard each year	Existing staff resources Could substantially be funded to 2006 through SIF	Housing services (Strategy Development)	Voluntary sector, social services, health, RSLs	By August 2005, then annually
12C  Ensure that the review of the corporate complaints procedure addresses the needs of homeless people and those at risk of homelessness	Homeless households and those at risk of homelessness have clear and easy accessible routes to question the services provided to them by the Council	Existing staff resources	Chief Executive's Office	Housing	Determined by timescale for corporate review of complaints procedure
12D  Maximise the use of existing consultation routes and events to seek feedback on the council's and its partners services to homeless people. If gaps are identified, establish new consultation routes	Consultation reaches the widest possible pool of service users and includes the hard to reach groups	Internal staff resources required	Chief Executive's Office	Housing services	By December 2005 and ongoing
12E  Ensure that homeless households are consulted on all policy and important service changes over the period of the Strategy	Views of service users, including those in hard to reach groups, are gathered and influence all policy and important service changes	Consultation on larger policy changes could be supported externally – but mostly internal resources required	Housing Services		From December 2004 and ongoing
12F  Explore the feasibility of setting up a service user forum	Another form of consultation and opportunity for service users to discuss issues and give feedback	Existing staff resources	Housing Services – strategy development	Relevant partners as necessary	By December 2005 and ongoing





ACTION PLAN

Objective 12  Put in place a framework and associated processes which enable homeless households to shape the ongoing development of the Homelessness Strategy and to influence the service responses				
Actions	Outcomes	Resources	Lead agency	Other agencies
				Timescale
<p>12 G  Explore the value of using an independent mediator who would receive complaints and where necessary make recommendations on improvement to the Homeless Service</p>	<p>Service users are empowered and feel listened to</p>	<p>Existing staff resources and possible external agent</p>	<p>Housing services</p>	
				<p>By December 2005 and ongoing</p>






ACTION PLAN

Objective 13  Ensure that by 2005 the information required to support the Strategy has been defined and the necessary tools, systems and processes are in place					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
13A  Define information requirements, put in place tools to gather additional information	The implementation and review of the strategy is based on valid and reliable information collected from a range of sources	Potential for external support – but could also be done internally	Housing	Education (life-long learning), careers, social services, health and RSLs	By April 2005
13B  Identify the need for and put in place necessary information sharing protocols at both a strategic and operational level for the sharing of <i>statistical and research</i> information	The strategy is based on strategic information from the range of relevant partner services and agencies	Existing resources within each service agency	Housing	Education (life-long learning), careers, social services, health and RSLs	By July 2005
13C  Identify the need for and put in place necessary information sharing protocols at both a strategic and operational level for the sharing of information about <i>individual clients</i>	Homeless households receive a coordinated and relevant package of services	Existing resources within each service agency	Housing	Education (life-long learning), careers, social services, health and RSLs	By September 2005



ACTION PLAN

Objective 14  Consolidate and formalise the partnership between services within the Council and partner agencies in the statutory and voluntary sectors					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
14A  Agree, and then on a regular basis review, the role of the partnership in implementing and reviewing the strategy, including individual roles and responsibilities	Effective collaboration between partner agencies in implementing and reviewing the Strategy	Existing resources within each service agency and possibly external support	Housing	Education (life-long learning), careers, social services, health and RSLs	By October 2004
14B  Put in place formal agreements in relation to each of the contributions agreed by the partner agencies and departments	Expectations of, and contributions from, partners are clear to each partner and to the Partnership overall and in particular that joint action is agreed in relation to homeless households with complex needs	Existing agency resources to develop agreements	Services to People	All partner agencies	By December 2004
14C  Put in place an agreed communication strategy so that the work of the Partnership is disseminated to all partners and stakeholders	All stakeholders and partners are aware of, and understand, the work of the Partnership	Existing resources within each service agency and possibly external support	Housing	Education (life-long learning), careers, social services, health and RSLs	By February 2005

ACTION PLAN

Objective 15  Deliver a comprehensive and extensive training and development programme across partner agencies which improves awareness and understanding of homelessness and raises skills levels					
Actions	Outcomes	Resources	Lead agency	Other agencies	Timescale
15A  Identify the training needs in partner agencies arising from the implementation of the strategy	Understanding of the training needs across agencies	Could be done externally	Housing	Education (life-long learning), careers, social services, health, RSLs, police and voluntary sector	By February 2005
15B  Agree a specification for a menu of joint training Map the existing training resources amongst partner services and agencies Identify gaps in resources and the most appropriate resources	A training programme which is owned by all agencies and makes maximum use of resources within those agencies, encouraging transferring and sharing of information and skills	Existing resources within each service agency and possibly external support	Housing	Education (life-long learning), careers, social services, health, RSLs, police and voluntary sector	By April 2005
15C  Develop and deliver a training programme which is delivered to multi-agency groups thereby encouraging joint working and communication	A consistent level of understanding and skills in relation to homelessness between the front line staff of partner agencies	Existing resources within each service agency and possibly external support	Housing	Education (life-long learning), careers, social services, health, RSLs, police and voluntary sector	By September 2005
15D  Increase awareness of homelessness, wider needs of homeless people, related advice and effective routing to services amongst front line staff in an agreed range of agencies	Homeless people and those at risk of homelessness access a consistent level of advice at an agreed range of agencies	Restructuring of housing services Service delivery resources in agreed agencies Existing staff need to deliver the service, but development of protocols (internal) and training (external)	Housing	Social services, RSLs, health, police, voluntary agencies, education	By December 2005

ACTION PLAN

Objective 15  Deliver a comprehensive and extensive training and development programme across partner agencies which improves awareness and understanding of homelessness and raises skills levels					
Actions	Outcomes	Resources	Lead agency	Other agencies	
				Timescale	
<p>15E  Raise awareness of health/mental health issues amongst landlord's tenancy management services and strategic services (including council homeless service)</p>	<p>Identification of appropriate training resources and methods on mental health awareness, followed by implementation of training programme</p>	<p>Creation of additional Housing Support posts Mental Health First Aid course New health posts created by SE challenge funding Largely existing staffing across services – supported by SIF funded staffing Could use some external support</p>	<p>Housing + Health Services</p>	<p>RSLs</p>	<p>By December 2005</p>

6 Resourcing The Joint Homelessness Strategy

6.1 Approach To Resource Planning

Basic details of the Council's current homelessness funding are given in supporting document 1. A fully costed strategy accompanied by a comprehensive resourcing plan is an ideal in any endeavour, for without the necessary resources no strategy will ever be delivered. However, in the case of this strategy, such a presentation even if it could be devised would be inaccurate.

The extraordinarily high level of homelessness presentations in Clackmannanshire is the first obstacle to presenting a fully developed resource plan for the strategy. Obviously within the Council's housing management and homeless teams the current rates of homeless presentation and numbers of people assessed as homeless already make major resource demands upon the services. Similarly, the acknowledged lack of well developed joint working arrangements in many areas across all services and agencies inevitably results in the inefficient use of available resources across a broad spectrum. In many instances, the impacts of shortcomings in meeting the needs of homeless people are likely to be worsening both the problems which gave rise to the homelessness and the problems caused by being homeless. This again will tend to demand greater resources than would be required were there earlier more effective interventions. There is obviously a further set of issues arising from the fact that many of the proposals in this Strategy are at the very early stages of project development, with even outlined costs yet to be addressed in any detail.

6.1.1 Re-focusing existing resources

For all types of resources, however – finance, people, organisations, or information – a significant re-alignment of existing resources is certain to be the main on-going means of resourcing this strategy. The success of the planned focus on prevention – up till now a fundamentally neglected issue locally – is therefore critical to Clackmannanshire's ability to achieve and sustain the improvements sought by this Strategy.

6.1.2 Homelessness Strategy Implementation Fund

However, as with any change programme, creating the capacity to initiate the required changes will demand additional resources at least in the short term. The Council is fortunate in having almost £1m of Strategy Implementation Fund (SIF) monies still available to initiate many of the new proposals contained within Strategy.

6.1.3 Other Grant Funding

Already, the increasing development of linkages across various related strategies is bringing a range of other resources to bear on the actions proposed by this Strategy. Noteworthy examples include the joint LHS and Social Services funding for an ongoing Particular Needs Housing Assessment; CHR grant funding is contributing to the allocations policy review so intimately related to homeless issues; public and private capital resources

fund the RSL development programmes where discussions on new and re-development of housing options for homeless people are already under way. A bid has been submitted for the third and final round of Furniture Grants funded by the Executive, a funding source not previously accessed by Clackmannanshire. SIP (Social Inclusion Partnership) grant funding is also contributing by means of a CAB-based multi-agency project to look at day centre facilities for homeless people. Most significant of all potentially is Supporting People, where the next round of strategy development and implementation is set to pursue a better balance of low and higher level housing support provision.

6.1.4 Mainstream Revenue Resources

A recurrent theme through the development of this Strategy from all partners has been the need to promote a 'spend to save' philosophy in addressing issues which impact upon mainstream service/agency budgets. The success of this initiative will depend very much upon how rigorously and effectively the funding and resourcing plans for this Homelessness Strategy are developed from the outset of the implementation phase.

6.2 Developing Detailed Resource Plans

6.2.1 Action Plan

The detailed Action Plan contained within this strategy highlights areas where SIF monies may be used to fund/part fund the implementation of the Strategy. It also indicates the various other types of resources available for implementation on an action by action basis, and it shows where these resources can be expected to come from. Many of the actions set out in this Plan relate to the creation of formal agreements between agencies and services to deliver a range of services/service improvements for homeless people and those threatened by homelessness. Detailed resource plans need to be an integral part of all these inter-service/inter-agency agreements. These in turn need to be informed by and in turn shape wider corporate and inter-agency financial planning.

6.2.2 Dedicated Implementation Team

A key issue not so far discussed with the Strategy concerns the magnitude of the task outlined within the Action Plan which, together with the limited time frame within which the SIF resources must be used, pose significant challenges and risks for the Strategy. The five year action programme is also of necessity very heavily front-loaded due to the nature of the issues facing Clackmannanshire. However, these funding and workload programming issues both lend themselves to the creation of a dedicated (relatively) short-life implementation team. It is envisaged the SIF would largely fund such a team and that the nucleus of the team itself would comprise of two senior specialist project managers, one a housing specialist, the other with social services expertise. Issues of recruitment/secondment are already being investigated by the Director of Services to People. Such a dedicated multi-sectoral implementation team is considered vital for launching the Action Plan.

6.2.3 Housing Service Business Planning

The Council housing service is just launching a comprehensive service restructuring. A greater focus on strategic planning and better resourcing for this, and the homelessness services, and mainstream housing management are amongst the aims of the reorganisation. A key task to be addressed as a matter of priority is the delivery of fully developed business plans for both landlord and strategic functions, including the homeless service. This Homelessness Strategy firmly set within the wider strategic context described earlier will shape this business planning exercise and develop related resourcing issues in the round. In doing so it will also have to address other service specific risk issues, such as the need to radically change charging policies for the Council's own current temporary and support accommodation provision.

6.2.4 Corporate Commitment

The level of commitment by corporate leadership is one of the key issues in determining the success of any change programme. This Homelessness Strategy represents a massive step change in Clackmannanshire's approach to tackling homelessness. The need for radical change is all too evident as shown by official homelessness statistics and now demonstrated in detail by the 2004 Needs Assessment. It is not only the Council's own commitment to this Strategy that will determine its success, but also the clear and continuing commitment of all its partners.

To that end, it is intended to place this strategy before the governing bodies of all the partners who have participated in its development and upon whom its success ultimately depends. Formal top level endorsement will encourage as well as legitimise effective joint working at all levels within and across partner organisations. Self monitoring and evaluation by the partners themselves will be used to measure both commitment and impacts. The Council itself and the homeless service in particular will from time to time be independently inspected by Communities Scotland and assessed on strengths and weaknesses in following through its corporate commitment to tackling homelessness. The first inspection is likely to fall early within the period covered by this Strategy.

Most important of all however, is the proposal set out in this document to consult regularly with people who have first hand personal experience of the services they receive when they themselves suffer homelessness or the threat of homelessness. Their views which will be publicly reported at regular intervals, and at least annually, will be the real measure of our commitment and our progress towards Clackmannanshire's vision:

"that everyone in Clackmannanshire has access to a decent affordable home that meets their needs, and to services that work together to help everyone thrive in their homes and communities".

7 Monitoring & Evaluation







The implementation, monitoring and evaluation of the Action Plan will be overseen by the Homeless Strategy Steering group or its successor. Progress reports will be submitted quarterly detailing what has been achieved in relation to agreed targets and timescales. Management information systems are being developed in order to ensure that appropriate data is available to facilitate this process.

What will we monitor and how will we evaluate?





High level targets have been set:

1. **Reduction in presentation rate** (in terms of numbers of households presenting as a proportion of total households in Clackmannanshire) to bring it in line with the average for Scotland by 2009, particularly through actions on prevention.
Measurement through HL1s
2. **Reduction in repeat presentations** by 25% by 2009.
Measurement through HL1s (in relation to presentations in the past 12 months). Additional targets and measurement for repeat presentations over a longer period to be identified and defined
3. **Reduction in the proportion of homeless cases where contact is lost** to bring it in line with the average for Scotland by 2009.
Measurement through HL1s
4. Feedback from partners, stakeholders and service users that **service improvements have been achieved**, year on year throughout the plan period.
Measurement through regular survey of partners, stakeholders and service users






MONITORING & EVALUATION

Objective 1  By 2007, extend and improve housing management and housing support services for vulnerable tenants to reduce the number of tenants who lose or abandon their homes			
Actions	Targets	Measurement of Targets & Outcomes	Information Source
1A  Participate in the development of a Housing Information & Advice Strategy for Clackmannanshire in relation to the requirements of households at risk of homelessness	Review of current housing information and advice services complete	December 2005	Report
	Strategy developed and approved	June 2006	Approved Strategy
1B  Develop intensive housing management in landlord services to support tenants identified as vulnerable	Intensive management service introduced	April 2005	LA records
	Reduction in presentations from former tenants of the social rented sector year on year	Annually from 05/06	LA records
1C  Extend existing floating support services to vulnerable tenants with a focus on preventing rather than responding to crisis	Floating support service for all vulnerable tenants available	April 2005	LA records
	Reduction in presentations from former tenants of the social rented sector year on year over the plan period	Annually from 05/06	LA records
1D  Review and re-focus of allocations policies in the social rented sector to reduce the risk of homelessness	Reduction in presentations from households with a live housing application to the Council year on year over the plan period	Review completed by January 2006 and then annually from 06/07	LA records
	Introduction of changes to policies and procedures	April 2006	LA & RSL records
1E  Review and improve arrears management policies & processes (Council & RSLs) in line with recommended good practice from the Task Force	Reduction in presentations from households who have lost a social rented sector tenancy where arrears have been a factor, year on year over the plan period	Annually from 06/07	LA records






MONITORING & EVALUATION

Objective 1  By 2007, extend and improve housing management and housing support services for vulnerable tenants to reduce the number of tenants who lose or abandon their homes			
Actions	Targets	Measurement of Targets & Outcomes	Information Source
1F  Further develop and monitor the effectiveness of anti-social behaviour policies & processes in line with recommended good practice	Reduction in presentations from households where anti social behaviour has been a factor, year on year over the plan period	Annually from 04/05	LA records
1G  Provide furniture packages and option of furnished accommodation for vulnerable households	Furniture packages available for all vulnerable tenants in social rented sector by target date	December 2005	LA records
1H  Develop a Rent Deposit Scheme in Clackmannanshire	Rent deposit scheme is in place and offering services to eligible tenants by target date	January 2005	LA records






MONITORING & EVALUATION

Objective 2  Align policies and service responses between the Council and partner agencies by 2007 so that those at risk of homelessness receive co-ordinated and relevant assistance			
Actions	Targets	Measurement of Targets & Outcomes	Information Source
2A  Develop shared definitions and indicators of vulnerability to homelessness Explore use of common definitions, across Clackmannanshire, Stirling and Falkirk Councils	Definitions and indicators of vulnerability are agreed between partners services and agencies by the target date	April 2005	Agreed indicators
	Agreement reached about the appropriate referral routes and processes by target date	June 2005	Agreed protocols & procedures
	Homeless households are routed to the appropriate service immediately	January 2006	Feedback from stakeholders and service users
2C  Develop a framework of formal links between services through multi-agency protocols and procedures	Households at risk of homelessness are able to access support from other services and agencies and receive a package of appropriate services	January 2006	Feedback from stakeholders and service users
	Corporate Strategy is in place	April 2007	Agreed strategy and associated action plan
2D  Participate in the development of a corporate Council Debt Management Strategy for those on benefits and/or have low incomes	Identification of improvements and agreement on targets	April 2005	Agreed action plan
	Implement improved processes	September 2005	LA records
2F  Build relationships with private landlords through the Forum to support prevention of homelessness objectives and access to housing opportunities for those in insecure housing	Private landlords notify Council of intention to recover possession	In line with national requirements	LA records
	Arrangements in place with private landlords to accept applicants coming through LA for housing	April 2007	LA records







MONITORING & EVALUATION

Objective 2  Align policies and service responses between the Council and partner agencies by 2007 so that those at risk of homelessness receive co-ordinated and relevant assistance			
Actions	Targets	Measurement of Targets & Outcomes	Information Source
2G  Improve the quality and response time of drug and alcohol misuse services by proposing it be a key strategic aim of the Community Health Partnership which will be operational from April 2005	Improvements to drug and alcohol misuse services become a main priority of the Community Health Partnership	April 2005	CHP strategy
2H  Improve the health of homeless people through the promotion of healthier lifestyles, in particular nutrition and diet	Improvements in the health of homeless households	NHS Forth Valley responsibility and timescale	CHP strategy
2J  Map the range of mediation services, appropriate for homeless households; negotiate access arrangements and inform, promote, refer or introduce households as appropriate	Those at risk of homelessness and their families (including and particularly children) receive timely and relevant mediation services where this is appropriate to their needs, with a consequent reduction in homeless presentations	April 2005	Report
		July 2005	Written protocols and procedures
		July 2005	LA records, Survey of partners & stakeholder and service users
2K  To develop homelessness employability initiative(s) as an integral part of community planning/regeneration strategy; ensure appropriate links with homelessness assessment, routing and support services	Where employment is part of the route out of homelessness, homeless people and those at risk of homelessness receive appropriate information, training, personal, financial and marketing support to access and sustain employment	April 2006	LA records, Survey of partners & stakeholder and service users






MONITORING & EVALUATION

Objective 3  End inappropriate and unplanned discharges from institutional care and HM forces by 2008			
Actions	Targets	Measurement of Targets & Outcomes	Information Source
3A  Develop in collaboration with other local authorities and Scottish Prison Service improved 'throughcare' procedures for Clackmannanshire residents who are discharged from prison	Revised procedures agreed and in place	April 2008	LA records
	Revised discharge protocols agreed with relevant health service	April 2005	LA records
3B  Review and improve the protocols in relation to discharge from Clackmannan County Hospital and Ward 30 of Stirling Royal Infirmary	Reduced incidence of homelessness on discharge from both services, year on year over the plan period	April 2006 (annually thereafter)	LA records and feedback from stakeholders
	Monitoring information about the effectiveness of the current throughcare arrangements in relation to accommodation is available from 04/05 onwards	To link to timescale for improved throughcare services	LA records
3C  Participate in monitoring the arrangements for throughcare for care leavers specifically in relation to accommodation	Analysis of current arrangements and outcomes complete	December 2004	LA & RSL records
	Monitoring & analysis of impact of revised arrangements following allocations policy reviews (Council and RSLs)	December 2006	LA & RSL records
3D  Monitor the processes and outcomes for those discharged from the armed forces who seek re-housing information & advice from the Council and its partners			




MONITORING & EVALUATION

Objective 4  Extend understanding of the causes of homelessness in Clackmannanshire, particularly in relation to repeat homelessness by (date) and health related needs			Measurement of Targets & Outcomes	Information Source
Actions	Targets			
4A  Gather information about tenancy breakdown from all landlords and other relevant agencies, eg primary health care, to enable development of baseline information and targets for action	Additional information requirements specified and tools for gathering put in place	March 2005	LA & agency records	
	Baseline analysis undertaken	05/06	Report	
4B  Extend recording systems and processes which will enable further information on repeat episodes of homelessness to be collected and analysed	Ongoing monitoring year on year analysed and implications for current policies assessed	April 2006 and annually from 2007 onwards	Reports	
	Additional information requirements specified and tools for gathering put in place	March 2005	LA records	
4C  Extend recording systems and processes which will enable further information on rough sleeping to be collected and analysed	Ongoing monitoring year on year analysed and implications for current policies assessed	05/06 onwards	Reports	
	Additional information requirements specified and tools for gathering put in place	March 2005	LA records	
4D  Identify opportunities to participate or commission research on the nature of drug and alcohol misuse	Ongoing monitoring year on year analysed and implications for current policies assessed	05/06 onwards	Reports	
	Research into the needs of homeless households with drug and alcohol misuse problems is undertaken in collaboration with partners	On-going	LA records	
4E  Provide robust information on the health needs of homeless people in Clackmannanshire and in particular mental health needs Following on from that, create an explicit link with the Forth Valley Health and Homelessness Action Plan	Health and homelessness needs assessment of Clackmannanshire is completed	To be identified by NHS Forth Valley	NHS Forth Valley records	
	Findings from needs assessment inform an updated Action Plan	Depends on completed review of health and homelessness needs assessment by NHS Forth Valley	NHS Forth Valley and LA records	






MONITORING & EVALUATION

Objective 5  By 2006, improve the depth and speed of the assessment of homeless applicants needs			
Actions	Targets	Measurement of Targets & Outcomes	Information Source
5A  Set down homelessness policies & procedures, ensuring that policies, procedures and practices meet all statutory and performance standard requirements	Written homeless policies and procedures agreed and implemented for pilot period	April 2005	Evaluation of pilot including LA/agency records and service user feedback
	5B  Enhance the Council's homeless team to enable it to be available 24 hours a day 7 days a week	Extended service operating effectively from the target date	September 2005
5C  Publicise the assistance available from the Council to services and agencies who may have contact with rough sleepers and those at risk of rough sleeping	Completed mapping of services	January 2005	Report
	Completed directory of services	July 2005	Directory available in multiple forms
	Information disseminated and being used	September 2005	Feedback from partners, stakeholders and service users
			LA records
5D  Introduce home visits for homeless applicants as part of the assessment process	Home visits, as appropriate, form an integral part of homeless assessment process	July 2005	Feedback from partners, stakeholders and service users




MONITORING & EVALUATION

Objective 5  By 2006, improve the depth and speed of the assessment of homeless applicants needs			
Actions	Targets	Measurement of Targets & Outcomes	Information Source
<p>5E  Improve access to assessment of the wider support needs of homeless people by: Allowing housing services access at an appropriate level to the information system (database) held by Social Services & Criminal Justice</p> <p>Develop fast track routing from front-line services of agreed agencies, including homeless team, to specialist assessment of wider needs</p>	Homeless Team has access to appropriate level of information held on Social Services database	April 2005	LA records
	Referral procedures agreed	April 2005	Written referral procedures
<p>5F  Audit reception, information and interview facilities for homeless households throughout the Council and partner agencies to ensure sufficient privacy and compliance with equal opportunities legislation</p>	Consistent service from front line staff in relevant agencies, including homeless team, in recognising homelessness and referring to assessment of wider needs	December 2005	Feedback from partners, stakeholders and service users
	Audit of facilities undertaken with remedial plan developed in response to identified problems	08/09	Report





MONITORING & EVALUATION

Objective 6  Overhaul the temporary accommodation offered to homeless households by 2007			
Actions	Targets	Measurement of Targets & Outcomes	Information Source
6A  Put in place systems for monitoring the impact of preventative measures and future changes in legislation & guidance on the demand for temporary accommodation	Monitoring processes are in place by the target date	December 2004	LA records
	6B  Develop and introduce processes to maintain a flexible supply of dispersed furnished tenancies with floating support which are available for homeless households	<p>Sufficient dispersed furnished tenancies are available to meet the varying levels of demand and the range of needs amongst applicants, including particular needs</p> <p>Service users and agencies are satisfied with the range and quality of the provision</p>	December 2004
6C  Agree the level, form, associated service and locations of temporary and emergency accommodation for homeless households with higher support needs by March 2005 Development of this accommodation by June 2006	Level, form and associated service is agreed between the partners by target date	March 2005	LA records
	Development of the accommodation by target date	June 2006	LA records
6D  Introduce arrangements which enable homeless households in an emergency to access immediately the accommodation options (dispersed tenancies or other as identified) which best suit their assessed needs	95% of households requiring temporary accommodation access this within 4 hours of first contact with the Council	December 2006	LA & other provider records Survey of stakeholders
	Alternative routes to temporary accommodation, other than the local authority, have been considered (link to Objective 8)	April 2005	Report






MONITORING & EVALUATION

Objective 6  Overhaul the temporary accommodation offered to homeless households by 2007			
Actions	Targets	Measurement of Targets & Outcomes	Information Source
6E  Define and disseminate the circumstances in which 'homeless at home' can be used	Circumstances are defined and agreed by the partners by target date	December 2004	LA records
	Policy and associated procedures are set down, disseminated and understood by Council staff and partners	December 2005	LA records Feedback from stakeholders
6F  Ensure that the needs of intentionally homeless households are addressed by the re-vamped temporary accommodation	Households found to be intentionally homeless have access to appropriate accommodation and support by the target date	April 2008 (or as required by Scottish Executive)	LA records Feedback from stakeholders






MONITORING & EVALUATION

Objective 7  Ensure that all homeless households have the choice to access educational, social, recreational and employment opportunities which are appropriate to their needs by 2009			
Actions	Targets	Measurement of Targets & Outcomes	Information Source
7A  Map the range of educational, employment, social and recreational activities appropriate for homeless households; negotiate access arrangements and inform, promote, refer or introduce households as appropriate	Mapping of existing services completed by target date	April 2005	Report
	Agencies, referral protocols and procedures agreed	December 2005	Written protocols and procedures
	Access to these activities forms part of assessment and support package for homeless applicants	December 2005	LA records Survey of partners, stakeholders & service users
7B  Develop additional opportunities for social, educational and employment activities for homeless households, particularly for those with complex needs and for households with children	Gaps in services identified and agreed	April 2005	Report LA and agency records
	All homeless households have opportunities to access relevant services	July 2006	LA records Survey of partners, stakeholders & service users
7C  Work with relevant partner agencies to identify and address the barriers (structural, local, individual) to employment and training which exist for homeless households	Barriers to employment and training identified and agreed	April 2006	Report LA and agency records
	Multi-agency strategy for addressing barriers is implemented	April 2006	LA and agency records





MONITORING & EVALUATION

Objective 8  Put in place by 2006 services which cater specifically for those with complex needs who are homeless or at risk of homelessness				
Actions	Targets	Measurement of Targets & Outcomes	Information Source	
8A  Identify with Stirling and Falkirk councils whether a joint approach should be taken to developing services for people with complex needs	Views of Stirling and Falkirk Councils sought on joint approach	February 2005	LA records	
	If agreed, joint working arrangements implemented	February 2005	LA records	
8B  Review (with Stirling and Falkirk councils) existing research and best practice information on the provision of services for those with complex needs If there are still gaps in local information commission along with Stirling and Falkirk councils research into numbers of homeless people with complex needs, mapping of services (including mainstream services), routes between them, gaps and barriers in services	Review completed and local implications understood, including possible need for further research	July 2005	Report	
	Research completed	April 2006	Report	
8C  Review delivery of mainstream services to ensure they deliver services needed by homeless people with complex needs in a way which they can sustain	Gaps and barriers in mainstream services agreed and remedial plan developed	April 2006	Report and LA records	
	Corporate commitment made to the needs of homeless people with complex needs by target date	December 2004		
8D  Identify most appropriate multi-agency assessment and commissioning process (either using an existing or newly developed forum) with clear corporate authority, tailored to meet the needs of those with complex needs	Appropriate multi agency assessment and commissioning process agreed and implemented by target date	July 2005	LA records Feedback from partners, stakeholders & service users	









MONITORING & EVALUATION

Objective 9  Extend the range of housing opportunities for those who are homeless or at risk of homelessness (and so reduce the time people spend in temporary accommodation)			
Actions	Targets	Measurement of Targets & Outcomes	Information Source
9A  Put in place section 5 agreements between the Council and local Registered Social Landlords	Section 5 Agreement agreed and implemented	December 2004	LA and RSL records
	% of RSL lets to homeless applicants is equivalent to % of Council lets	From 05/06	LA and RSL records
9B  Increase the opportunities for housing with local RSLs through an overhaul of the nominations arrangements and extended use by the Council	Reviewed nomination arrangements formalised in Nominations Agreements and implemented	March 2005	Nomination Agreements
	% of RSL lets to homeless applicants is equivalent to % of Council lets	From 05/06	LA and RSL records
9C  Ensure in the review of the Council's allocations policy that legislation, guidance and best practice recommendations in relation to homeless households are incorporated	Completed review and its implementation addressed all relevant issues	December 2005	Report, policy and procedures
	Reduction in presentations from households with a live housing application to the Council year on year over the plan period	From 06/07	LA records
	Mapping of services completed	April 2005	Report
9D  Develop a directory which is available in a variety of forms, including online, to set out the range of housing, support, social, educational and employment options which have particular relevance to homeless households or those at risk of homelessness	Information provided in multiple forms which offer equal opportunities of access to information	July 2005	Service user and stakeholder feedback
	Information regularly updated	Continuous	Review of information Service user and stakeholder feedback









MONITORING & EVALUATION

Objective 10  Put in place structured support & assistance to households who are homeless or at risk of homelessness in the transition to settled living arrangements			
Actions	Targets	Measurement of Targets & Outcomes	Information Source
10A  Extend the role of the key worker within the homeless team to provide a continuing link during a transition to permanent accommodation	Creation of keyworker role, required staffing resources, detailed procedures and joint working protocols agreed	April 2005	LA records
	Key worker role results in increased continuity of service for of homeless applicants	September 2005	LA records Feedback from service users, partners and stakeholders
10B  Set down the procedures and arrangements for ensuring a seamless transition from the homeless team to those managing, and where relevant supporting, the permanent accommodation	Roles, responsibilities and procedures agreed	March 2005	LA records, including written procedures
	10C  Develop a multi-agency commissioning mechanism, within the context of a clear commissioning framework, to act as a gateway to a range of support, including personal development, social support and support into education, training and employment	Review operation of Referral Purchasing Group and other local commissioning models and agree most appropriate model	January 2005
Transparent and shared commissioning of comprehensive range of services on basis of individual assessment of need		December 2005	Feedback from service users, partners and stakeholders





MONITORING & EVALUATION

Objective 1.1  Ensure that the development, implementation and review of the homeless strategy addresses equal access to services for those excluded by virtue of gender, marital status, religion, disability, race, ethnic origin, nationality, sexual orientation, age	Actions	Targets	Measurement of Targets & Outcomes	Information Source
	11A  Include representatives of excluded groups within the core partnership	Representative members included in a way which facilitates their participation	December 2004	Record of membership
	11B  Ensure that consultation on the homeless strategy encompasses people from the specified excluded groups	Identify most appropriate forms of consultation	July 2005	Report
	11C  Put in place publicity and communication systems which makes information available to those who by reasons of gender, marital status, religion, disability, race, ethnic origin, nationality, sexual orientation, and age may face difficulty in accessing and using information on housing, homelessness and related issues	Consultation allows equality of access Identify barriers to information and advice Prepare publicity and advice delivery systems which facilitate access	Dec 2005 March 2005 July 2005	Evaluation of consultation Report LA and partner records
	11D  Develop reception and assessment processes which are accessible and usable by those who by reasons of gender, marital status, religion, disability, race, ethnic origin, nationality, sexual orientation and age may be excluded from services	There is equality of access to information and advice	December 2005 and then subject to annual review	Evaluation
	11E  Audit existing services and develop new services, including accommodation services, with a view to groups who may be excluded having full use of services	Identify barriers to access to and use of reception and assessment Put in place systems which facilitate access and use There is equality of access and of use of reception and assessment Identify barriers to use of services Put in place systems which facilitate use	December 2005 July 2006 December 2006 and then subject to annual review December 2005 July 2006 December 2006 and then subject to annual review	Report LA and partner records Evaluation Report LA and partner records Evaluation
	11F  Make equal opportunities an integral part of training programmes	There is equality of use of homeless and related services Specify equal opportunity issues in training programme	December 2004	Training evaluation
	11G  Include equality of access and use of service within review of the strategy	Ensure information systems and evaluation remits fully address equality of access to and use of all stages of the homeless and related services Analyse and report on equal opportunities within annual review	December 2004 Annual	Record of specified information sources and remit Annual evaluation report





MONITORING & EVALUATION

Objective 12  Put in place a framework and associated processes which enable stakeholders, and in particular homeless households and those at risk of homelessness to shape the ongoing development of the Homelessness Strategy and to influence the service responses	Actions	Targets	Measurement of Targets & Outcomes	Information Source
12A  Develop and disseminate a statement of service standards or charter between the Council and homeless households	Service level agreements are agreed by the partners by the target date	April 2005	LA records	
12B  Hold an annual consultative conference on the progress of the Strategy and to review policy and practice	Service users agree that these are clear and useful	September 2006	Survey of service users	
12C  Ensure that the review of the corporate complaints procedure addresses the needs of homeless people and those at risk of homelessness	Conference late summer 2005, then annually thereafter	August 2005	Evaluation surveys from annual conferences	
12D  Maximise the use of existing consultation routes and events to seek feedback on the council's and its partners services to homeless people. If gaps are identified, establish new consultation routes	Review addresses needs of homeless people	Determined by Corporate timescale	LA records Partner & stakeholder feedback	
12E  Ensure that homeless households are consulted on all policy and important service changes over the period of the Strategy	Corporate complaints procedure is accessible and useable for homeless people	Determined by Corporate timescale	Feedback from partners, stakeholders & service users	
12F  Explore the feasibility of setting up a service user forum	Mapping of existing consultation mechanisms and relevance to homeless people completed by target date	July 2005	Report	
12G  Explore the value of using an independent mediator who would receive complaints and where necessary make recommendations on improvement to the Homeless Service	Agreed procedures for sharing of consultation processes and findings	December 2005	Written procedures	
	Views of the service users in the full range of different circumstances and needs are gathered in relation to policy & important service changes over the plan period	From 04/05 and ongoing	LA records Feedback from partners, stakeholders and service users	
	Views of service users are gathered in another format which provides a flexible opportunity for service users to discuss issues and give feedback	December 2005	LA records Feedback from partners, stakeholders and service users	
	Provides an ongoing review of working polices and practises	December 2005	LA records Feedback from partners, stakeholders and service users	




MONITORING & EVALUATION

Objective 13  Ensure that by (date) the information required to support the Strategy has been defined and the necessary tools, systems and processes are in place	Actions	Targets	Measurement of Targets & Outcomes	Information Source
		Information requirements identified by target date	December 2004	Documented agreements
13A  Define information requirements, put in place tools to gather additional information		Strategy for gathering this information developed, identifying where additional/new tools are required by target date	April 2005	Information Strategy/Plan
13B  Identify the need for and put in place necessary information sharing protocols at both a strategic and operational level for the sharing of <i>statistical and research</i> information		Full information available for analysis	06/07	LA records
13C  Identify the need for and put in place necessary information sharing protocols at both a strategic and operational level for the sharing of information about <i>individual clients</i>		Information sharing protocols agreed	December 2004	Written protocols
		Effective information sharing taking place	July 2005	Feedback from partners and stakeholders
		Information sharing protocols agreed	March 2005	Written protocols
		Effective information sharing taking place	September 2005	Feedback from partners, stakeholders and service users

MONITORING & EVALUATION

Objective 14  Consolidate and formalise the partnership between services within the Council and partner agencies in the statutory and voluntary sectors			
Actions	Targets	Measurement of Targets & Outcomes	Information Source
14A  Agree, and then on a regular basis review, the role of the partnership in implementing and reviewing the strategy, including individual roles and responsibilities	Role and structure of the Partnership is agreed by the partners, understood and supported by the stakeholders	October 2004	Minutes of meetings
	Review of the role and operation of the Partnership is undertaken annually and the findings actioned	Annually from 05/06	Written Partnership Agreement
14B  Put in place formal agreements in relation to each of the contributions to be made by the partner agencies and departments	An agreed resourcing plan is in place by the target date	December 2004	LA records
	Partners continue to support the resourcing plan throughout the period of the Strategy	Ongoing	Feedback from partners, stakeholders and service users
14C  Put in place an agreed communication strategy so that the work of the Partnership is disseminated to all partners and stakeholders	Agree named contact individuals within services/agencies who will act as conduit for communication within own service	December 2004	LA records
	Develop partnership web-page and other communication tools	February 2005	LA records and website

MONITORING & EVALUATION

Objective 15  Deliver a comprehensive and extensive training programme across partner agencies which improves understanding of homelessness and raises skills levels	Actions	Targets	Measurement of Targets & Outcomes	Information Source
15A  Identify the training needs in partner agencies in the implementation of the strategy		Agreement on which are key functions and key staff in agencies for implementing homeless strategy effectively	December 2004	LA records
		Completed analysis of skills and knowledge of staff in Council and key partner agencies	February 2005	Report
		Priorities for training agreed	January 2005	LA records
		Mapping of existing training resources	December 2004	LA records
		Additional sources of training agreed	February 2005	LA records
		Common standards for training delivery agreed	April 2005	Written standards
		Training plan agreed and publicised	September 2005	Training plan
		Effective training delivered to multi-agency groups	September 2005	Ongoing and final evaluation of training
		Frontline staff, service users and partners report greater levels of awareness and effective routing	December 2005	Feedback from staff, service users and partners
		15E  Raise awareness of health/mental health issues amongst landlord's tenancy management services and strategic services (including council homeless service)		Multi agency training on homelessness delivered
Reduced tenancy breakdown due to mental health problems	March 2006			LA records & service user feedback

GLOSSARY

Please find below an explanation of commonly used terms and abbreviations.

Allocation Policy – policy which sets out how a Council or Registered Social Landlord will allocate properties in their ownership.

B&B – Bed and breakfast establishments often used to house temporary homeless people.

Benefits Trap – Where the cost of accommodation (especially private rented) is too expensive to pay if not in receipt of full housing benefit. Tenants are therefore unable or unwilling to stop receiving state benefits, which is the passport to full housing benefit (payment of rent) and feel “trapped”.

Best Value - Statutory duty placed on local authorities through the Local Government (Scotland) Act 2003 with the aim of ensuring management and business practices in local government deliver better and more responsive public services.

Business Planning - Process of putting in place a long term plan for managing the authority's housing assets, defining and delivering housing related services, and financing these activities.

CAB – Citizens Advice Bureau – organisation offering free and impartial advice and information.

CACI – An organisation which provides data on a wide range of issues including income.

CALM Team – Clackmannanshire Council Anti-Social Behaviour, Liaison and Mediation. Team which can assist to resolve disputes and disruption caused by anti-social behaviour (24 hour service).

Capital funding – money which can be spent on maintaining or improving the value of an asset e.g. a house.

CCIS – Community Care Information System. Social services database that holds details of social services clients.

Census – Government exercise which takes place every ten years to collect information from every household in the country.

CHR – Common Housing Register – The process of which is still under development. Once in place it is hoped that a household will only have to fill out one application form to be considered for housing by a number of social landlords in an area if they wish.

CHP – Community Health Partnership. The new forum for partnership working with the Forth Valley Health Board.

Clackmannanshire Tenants and Residents Federation – Promotes the rights of tenants and residents throughout Clackmannanshire for the improvement of housing conditions, amenities and the environment. Contains representatives from tenants and residents from most of the social landlords within Clackmannanshire.

Communities Scotland – Government department dealing with housing and regeneration issues. It's purpose as a regulator is to promote quality, continuous improvement and good practice in these services, for the benefit of current and future tenants, and other service users. One way it does this is through the inspection of RSL's and local authorities.

Community care housing – Housing for people with care and/or support needs.

Community Plan – A long term strategy to promote the social, economic and environmental well-being of the local community which is owned and developed by the partnership agencies in the Clackmannanshire Alliance.

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Community Planning – The process of developing the Corporate Community Plan. This process is intended to make public services more responsive and accountable to the communities they serve.

Corporate Plan – The long term organisational strategy of the Council.

DWP – Department For Work And Pensions. Is responsible for the Government's welfare reform agenda. Its aim is to promote opportunity and independence for all. It delivers support and advice through a modern network of services to people of working age, employers, pensioners, families and children and disabled people.

Equal Opportunities – Treating all people equally and not being prejudiced or discriminating against someone because of their ethnic origin, religion, sexuality, disability, gender or age.

General Fund – The Council account into which people's council tax is paid along with all other income and expenditure other than the HRA housing finances.

GRO SCROL – General Register Office for Scotland Census Results Website.

HITF – Housing Improvement Task Force. Committee set up by Scottish Ministers in 2000 to consider issues relating to housing quality in the private sector and the house buying and selling process.

HL1 – Statistical information sent to the Scottish Executive which contains details of homeless applicants, that are collected by Local Authorities when completing a statutory homeless application.

Homelessness – Term used to describe people without permanent accommodation. The statutory definition is "a person is homeless if he/she has no accommodation in the UK or elsewhere. A person is also homeless if he/she has accommodation but cannot occupy it, for example because of a threat of violence. A person is potentially homeless (threatened with homelessness) if it is likely that he/she will become homeless within two months. A person is intentionally homeless if he/she deliberately did or failed to do anything which led to the loss of accommodation which it was reasonable for him/her to occupy."

Homepoint - Part of Communities Scotland. Set up to improve standards of housing information and advice provision throughout Scotland.

Houses of Multiple Occupation (HMO's) – Property shared by people who are not from the same family.

Housing (Scotland) Act 2001 – A wide ranging piece of housing legislation enacting the Scottish Executive's policy objectives for housing.

Housing Association – A non-profit making organisation which provides general or special accommodation at affordable rent. Usually managed by a voluntary Management Committee. This type of housing provider is also commonly known as an RSL or registered social landlord.

Housing Benefit – State housing allowance for people on a low income that covers all or part of a tenants rental charge.

Housing support services – Services which support people to maintain independent living e.g. assistance to develop budgeting skills.

Housing system – The housing market (i.e. supply and demand) and the factors which influence how that market operates.

HMO – See Houses Of Multiple Occupation.

HRA – The account in the Council which covers all day to day income (rents and additional money from the Government) and expenditure (repairs, maintenance,

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management and repayment of loans) on council housing. Known as the Housing Revenue Account.

ILM – Intermediate Labour Market. This is an environmental improvement project in local housing areas that skill up and use local unemployed people.

JHIP - Joint Health Improvement Plan which sets out the strategic context for joint working between the Council and NHS Forth Valley.

Joint Futures – National policy to achieve better joint working between health services and local authorities to deliver better services to all community care groups.

LHS – Local Housing Strategy. Which sets out how the Council, working in partnership with others, will tackle housing issues in Clackmannanshire – across all tenures – in a 5 year period. Current plan runs from 2004-2009.

Locality - Larger settlements broken up into smaller constituent parts according to the 1991 Census report 'Key Statistics for Localities in Scotland'¹.

Low demand properties – Properties in locations where people do not want to live for a combination of reasons.

New Futures Fund - Provides funding for individual projects to help young unemployed people suffering from serious disadvantage in looking for work. It develops employability and work skills through innovative approaches to working with the most disadvantaged young people. This fund is led and managed by Scottish Enterprise and has been extended to March 2005, thereafter projects and services are expected to be mainstreamed.

NHS Forth Valley Health Board – Body which plans and oversees local health services.

PSHG – See Private Sector Housing Grant.

Particular Needs Assessment – A study commissioned by the Local Housing Strategy which aims to consider whether the current level and range of bricks and mortar provision and housing support services meet the needs and aspirations of those with particular needs.

Priority Need – A homeless person is regarded as having a priority need for accommodation if; the household contains dependent children, a member of the household is pregnant, a member of the household is vulnerable (because of old age, learning disability, physical disability, personality disorder, mental illness, chronic ill health, miscarriage, abortion, discharge from hospital/prison/armed forces, other special reasons), he/she is a single young person under 21 who is looked after by a local authority at school leaving age or later, at risk of sexual or financial exploitation or involvement in substance misuse as a result of their living circumstances, the household is homeless in an emergency (such as fire or flood), he/she is a person aged 16 or 17, he/she runs the risk of domestic abuse, he/she runs the risk of violence or harassment (by reason of their religion/ sexual orientation/race/colour/ethnic/national origins).

Private Sector Housing Grant – Ring fenced monies which can be used to assist owner occupiers carry out works to their home, according to housing policy.

Registered Social Landlord – Social landlord (non profit making) registered with the Government as required by the Housing (Scotland) Act 2001 and monitored. Within Clackmannanshire the biggest providers are Ochilview Housing Association and Paragon Housing Association.

¹ Note this publication is out of print. It should be available in main reference libraries.

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Right to Buy (RTB) – The legal right of some local authority and housing association tenants to buy their home at a price lower than the full market value, if they have been living there for a certain period of time.

RSI – Rough Sleepers Initiative. The Scottish Rough Sleepers Initiative (RSI) has been a significant element in the Government's approach to homelessness since its introduction in 1997. Through this Initiative the Government have focused resources on the problem to ensure that by 2002 no one in Scotland will have to sleep rough because of a lack of accommodation, or of information, advice and support.

RSL – See Registered Social Landlord.

RTB – See Right To Buy

SE – See Scottish Executive.

Scottish Enterprise – Scotland's main economic development agency, funded by the Scottish Executive.

Scottish Enterprise Forth Valley – Local enterprise company, part of the Scottish Enterprise Network which provides local access to the services provided by Scottish Enterprise.

Scottish Executive – Government of Scotland.

SHEN – Scottish Homelessness and Employability Network. SHEN has been established to; improve opportunities for people facing homelessness by promoting the role of education, training and employment in strategies to tackle homelessness; identify and share models of good practice that support engagement with education, training and employment opportunities; and, influence related policy, funding and legislative developments. The Network receives funding from Communities Scotland and Scottish Enterprise.

SIF – Homeless Strategy Improvement Fund.

SIMD – Scottish Index of Multiple Deprivation – a measure of deprivation using a range of factors as defined by Scottish Executive.

Single Regulatory Framework – Single regulation and inspection framework operated by Communities Scotland for housing related functions of Council's and Registered Social Landlords.

SIP – Social Inclusion Partnership – aimed at coordinating activity in a specified area to promote social inclusion, prevent social exclusion and develop innovative models of working. Within Clackmannanshire the designated SIP area is located within Alloa South and East which includes Bowmar, and Hawkhill.

Social rented sector – Housing owned by local authorities and housing associations built with public money.

Socio-economic – Social and economic characteristics e.g. population, unemployment rate etc.

SPS – Scottish Prison Service

STP – Services To People. The Councils department principally delivering "inclusive" services of Education, Social Services and Housing, Property and Benefits Advice.

Supporting People – "Supporting People" breaks the link between support and accommodation and is a new integrated policy and funding framework for housing support services introduced from April 2003. It means that Local Authorities are now responsible for the funding and monitoring of the , previously, largely unregulated housing support sector. The aim is to provide good quality services, focused on the needs

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of users, to enable vulnerable people to live independently in the community, in all types of accommodation and tenure.

Voluntary Sector – Agencies that work for the community through either independent or voluntary means. This is general term often used for agencies such as CAB etc.

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Clackmannanshire Council Homelessness Strategy Development: Project Plan²

September 2003	<p>Responsibility for Homelessness Strategy assumed by Housing Strategy Team (HST)</p> <p>Homeless Strategy Officer position created – Senior Homeless Officer seconded to fill post.</p> <p>Homelessness Assessment brief developed</p>
October 2003	<p>Homelessness Assessment commissioned</p> <p>Homelessness Strategy briefing session held with key partners (statutory & voluntary)</p> <p>Homelessness Strategy Steering Group meets. Agrees group remit & work plan for 2004.</p> <p>Progress report to Services to People SMT, Executive Group & Council submitted (as appropriate).</p>
November 2003 - January 2004	<p>Steering Group meets as required – informal briefings on study progress etc.</p>
February 2004	<p>Draft Homelessness Assessment submitted.</p> <p>Steering Group meets to discuss study findings and agree ‘causes of homelessness’.</p> <p><i>1st Community Conference held (service users, statutory & voluntary agencies, community representatives etc). Presentation of study findings, consultation on identified ‘causes’, breakout sessions on gaps, barriers etc.</i></p> <p>Homelessness Assessment document finalised.</p> <p>Progress report to Services to People SMT, Executive Group & Council submitted (as appropriate).</p>
March 2004	<p>Steering Group meets. Agrees subject areas for short life working groups to consider (e.g. Temporary Accommodation, Advice & Information etc). Agree membership of working groups.</p> <p>Working Group papers developed – remit, Issues Papers, reporting format etc.</p> <p>Progress report to Services to People SMT, Executive Group & Council submitted (as appropriate).</p>

² As presented to the first meeting of the Homelessness Steering Group in October 2003. For details of actual process see Appendix 4.

INITIAL PROJECT PLAN & STEERING GROUP REMIT

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April 2004	Working Groups meet. Objective setting and option appraisal carried out.
	Working Group recommendations submitted to HST
May 2004	Steering Group meets to consider output from Working Groups. Objectives & options recommendations considered. Priorities agreed.
	Draft Strategy document completed by HST.
	Steering Group meets to 'sign off' draft Strategy.
June 2004	<i>2nd Community Conference held (service users, statutory & voluntary agencies, community representatives etc). Presentation of Draft Strategy</i>
	<i>Other consultation mechanisms developed for particular groups as required e.g. one on one consultation with vulnerable clients, focus groups with young people etc.</i>
	Draft Strategy presented to Chief Executive/Directors group and Committee. Strategy placed on website, and circulated to participants at all previous workshops with request for comments by end June
July 2004	Redrafted Strategy considered by Steering Group. Presentation to CE Group for approval.
	Council approval sought for Strategy. Amendments made as necessary.
August 2004	Submission to Scottish Executive.
	Steering Group reviews work over past year and considers future remit.
September 2004 - March 2005	Homeless Strategy informs development of and is fully integrated into development of LHS 2005
April 2005	Clackmannanshire Local Housing Strategy 2005-10 submitted to Scottish Executive

HOMELESSNESS STRATEGY

STEERING GROUP

Introduction

The Steering Group will provide the overall guidance for the development of the Strategy and should include a wide range of different agency interests as well as demonstrating commitment from the Council and its partners at a senior and corporate level to the development and implementation of the homelessness strategy.

It is important that members of the Steering Group combine experience and understanding of the issues with sufficient decision making authority to speak and negotiate effectively on behalf of their agency/service.

It is proposed that the Group meet at key stages in the strategy development process. This would probably require 6 meetings between Dec 2003 & July 2004 at approximately 4 weekly intervals. Craigforth will attend all Steering Group meetings.

Group Remit

The remit of the group will be to:

- guide the direction of the needs assessment overall, support the research through the provision of information and identifying key contacts and assist the development of a complete understanding of the issues around Homelessness within Clackmannanshire.
- guide the overall direction of the strategy and ensure that it is consistent with the wider policy framework in Clackmannanshire (and, where relevant, Forth Valley) e.g. as set out in the Corporate Plan and other Services' strategy documents;
- support and facilitate the multi-agency and inter-service working which must underpin the strategy e.g. by enabling other members of their service or organisation to participate in work shops;
- examine the output of the work shops and consider the extent to which any recommendations made will
 - address the causes of homelessness
 - contribute to the prevention of homelessness
 - lead to an improved service for homeless people or those at risk of homelessness;
 - are achievable given available resources;
- provide a sounding board at key stages in the development of the strategy, considering in particular the objectives, action plans and resource proposals.
- review its own effectiveness upon submission of the first Homeless Strategy and at least annually thereafter.

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Contributors to the Homelessness Strategy.**Alloa CAB****Alloa CAB Rough Sleepers Initiative****Alloa Health Centre – Public Health Practitioner****Barony Housing Association****Central Scotland Police – Health/Police Service Liaison Officer****Central Scotland Police – Inspector****Central Scotland Police – Superintendent****Clackmannanshire Council – Community Planning****Clackmannanshire Council Chief Executive****Clackmannanshire Councillor****Clackmannanshire Tenants & Residents Federation****Criminal Justice Services****Education – Primary Schools Support Service****Education – Secondary Schools Support Service - Head Teacher****Education – Youth Dialogue Team****Environmental Health Services****Falkirk Council****Finance – Housing Accountant****Forth Valley Health Board – Director Of Public Health****FVHB – Health & Homelessness Coordinator****Head Of Housing****Housing – Development Service Manager****Housing – Finance, Admin & Training****Housing – Homeless – Temporary Tenancy Team****Housing – Homeless Section****Housing – Housing Management Section****Housing – Housing Management Service Manager****Housing – Housing Strategy Section****Housing – Money Advice & Supporting People**

CONTRIBUTORS TO THE HOMELESSNESS STRATEGY**3**

Housing – Occupational Therapy

Housing – Tenants Support

Housing – Housing Management Area Manager

Local Action Against Drugs (LADA)

NCH PATH Project

Ochilview Housing Association

Paragon Housing Association

Private Sector Landlord – B&B

Revenues Service – Council Tax & Housing Benefit

Scottish Council For Single Homeless

Service Users

Services To People – Health & Consumer Services Manager

Services To People – Health Policy & Planning

Services To People Director

Social Services – Child care

Social Services – Child care – LAC Consultant

Social Services – Community Care

Social Services – Day Care Service Managers

Social Services - Integrated Services Manager

Social Services – Substance Development Worker

Social Services - Community Care – Policy & Planning

Stirling Council

Womens Aid

Contributions were made and received in various formats through a series of events, and over the strategy development process.

THE STRATEGY DEVELOPMENT PROCESS

Date	Event	Complete
June 03	Re-submission requested by Scottish Executive.	√
October 03	Consultants appointed	√
October 03	First meeting of Steering Group	√
November 03	Steering Group Meeting	√
December 03	Steering Group Meeting	√
January 04	Steering Group Meeting	√
February 04	Steering Group Meeting	√
March 04	Steering Group Meeting	√
March 04	Consultative Conference	√
March 04	First Remedial Plan Progress Report	√
April 04	Steering Group Meeting	√
May 04	Appointment of Housing Strategy Officer with responsibility for Homelessness Strategy	√
May 04	Second Remedial Plan Progress Report	√
May 04	Steering Group Meeting	√
June 04	3 one-day Practitioners Workshops	√
June 04	Third Remedial Plan Progress Report	√
July 04	Completion of Needs Assessment	√
July 04	Members Seminar	√
July 04	Email of Needs Assessment and workshop reports to Corporate Management Team	√
August 04	Second Consultative Conference	√
August 04	Second Members Seminar	√
September 04	Submission Of Strategy To Scottish Executive	√
October 04	Strategy To Council For Approval	√

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END OF APPENDICES