

# Temporary Accommodation Strategy 2024 – 2029

# 1. Introduction

North Lanarkshire Council has a statutory duty to ensure that there is a supply of temporary accommodation that meets the needs of homeless households, complies with advisory standards, and supports the delivery of rapid rehousing.

Rapid Rehousing is the key driver behind a radical shift in homeless policy direction to deliver settled permanent accommodation as quickly as possible and avoid lengthy stays in temporary accommodation, therefore reducing the overall requirement for temporary accommodation provision. As part of the delivery of Rapid Rehousing Transition Plans (RRTP's), there was an expectation that Housing First services would be developed across the country to support those who had multiple and complex needs to sustain a home and prevent future homelessness.

The Temporary Accommodation Strategy (TAS) is a component part of the Local Housing Strategy (LHS) and is underpinned by key strategic housing priorities 3 and 4 which state that:

*"We prevent and resolve homelessness effectively".*

*"We have a range of housing options and supports which promote independence, health and wellbeing".*

The council is committed to ensuring homeless households are effectively supported and provided with a sufficient supply of appropriate safe and secure temporary accommodation to meet their needs. This TAS was developed to reflect the extent and nature of temporary accommodation required over the next five-year period based on the need and demand from homeless households and to enable improved planning of future accommodation and housing support provision.

## 2. Strategic and Legislative Context

2.1 Whilst there is currently no legal requirement to produce a Temporary Accommodation Strategy, it is best practice and enables an evidenced based approach to the effectiveness of current provision as well as a detailed analysis of need and demand within the local housing system. Underpinning this is a focussed trauma informed and person-centred approach to service delivery which ensures a robust and considered methodology to reshaping the balance of temporary accommodation provision to meet the varying needs of homeless households. This contributes to the overarching shared ambitions set out in The Plan for North Lanarkshire and the Local Housing Strategy, to reduce inequalities and improve outcomes for people through the provision of high-quality accommodation, that helps people achieve their full potential across several wider areas.

2.2 North Lanarkshire Council published a Temporary Accommodation Strategy in 2015/16 and internal updated reports were produced each year setting out the

needs of homeless households and profile of stock required by type and area. A new TAS was in development in early 2020 but had to be postponed due to Covid 19 impacts on homelessness presentations and social housing lets which fell significantly due to emergency legislation implemented by the Scottish Government that kept people in their current homes. Recovery from Covid 19 has been slow, however there has been a significant rise in homeless applications in the last two years and appears to be linked to wider economic factors such as the cost-of-living crisis, rising mortgage interest rates and private landlords leaving the private rented sector. The profile of homeless applicants has also changed, and data confirms a higher level of identified support needs.

- 2.3 The local authority has a statutory duty to provide all homeless households with temporary accommodation whilst their homeless application is being assessed. For those assessed as unintentionally homeless, this duty is extended until they are permanently housed. In November 2022, the Scottish Government implemented the removal of local connection rules and as such, homeless households can apply to any local authority in Scotland, rather than being restricted to their current local authority.
- 2.4 There is also a legal duty to assess the support needs of homeless applicants assessed as unintentionally homeless or threatened with homelessness and where there is a 'reason to believe' the applicant would benefit from housing support. If a support need is identified, then housing support must be provided if the applicant agrees. There is also a requirement to assess the support needs of any other person within the household, including children.
- 2.5 A proportion of unintentionally homeless households will require an intensive level of housing support to sustain any accommodation and a Homes First service was developed as part of our rapid-rehousing approach. Its aim is to improve outcomes for those with multiple and complex needs with a settled tenancy from the outset and co-ordinated wraparound support to ensure issues are addressed and tenancies sustained. Homelessness data confirms that the trauma experienced by homeless applicants plays a key role in their ability to sustain accommodation and that significant levels of support and multi-agency collaboration are required to ensure that individuals can settle into their new home and build up the resilience and problem-solving skills needed to thrive.
- 2.6 The Homelessness etc (Scotland) Act 2003 introduced powers that enabled Scottish Ministers to prescribe accommodation that would not be acceptable as temporary accommodation in fulfilment of a local authority's duty. Shortly thereafter The Homeless Persons (Unsuitable Accommodation) (Scotland) Order 2004 was introduced and specified accommodation that is not suitable as temporary accommodation and was defined as those that did not meet physical, proximity and safety standards. This included bed and breakfast type accommodation which has not been used in North Lanarkshire since this order was introduced.

2.7 In April 2023, the Scottish Government published its Temporary Accommodation Standards Framework<sup>1</sup> (TASF) with the aim of ensuring that all temporary accommodation across Scotland is of a consistently high quality. It defines what is deemed to be unsuitable accommodation and includes properties that:

- Don't meet minimum safety standards e.g. not wind and watertight.
- Are not suitable for the needs of the homeless household e.g. lacks bedrooms.
- Are out with the local authority boundary.
- Don't have services such as schools and health centres within the local area.
- Are not in the locality of place of employment taking account of distance to travel and public transport.
- Lacks the exclusive use of toilet and washing facilities.
- Does not have adequate cooking facilities or the use of a living room.
- Are not useable by the household for 24 hours a day.
- Are not suitable for visitation by a child.

2.8 These standards do not apply to accommodation where:

- The local authority believes the applicant may be homeless because of an emergency such as fire, flood, or other disaster.
- The local authority has offered the applicant suitable accommodation, but the applicant wishes to stay in other accommodation that does not meet these requirements.
- The accommodation is used to provide temporary accommodation to those affected by domestic abuse and is managed by an organisation that is not a local authority and does not trade for profit.
- The accommodation is owned by a local authority and services relating to health, childcare or family welfare are provided.

2.9 The standards set out in the TASF are the guiding principles that underpin the current and future profile of temporary accommodation in North Lanarkshire. The Council's Temporary Accommodation Continuous Improvement Group is well established, tasked with driving improved standards within temporary accommodation. Several improvements have been implemented over the course of the previous TAS, ensuring that where temporary accommodation is required, it provides a safe, comfortable, and affordable home until permanent settled accommodation can be identified. New approaches incorporating personalisation, improved comfort standards, trauma-informed environments and new improved approaches for Care Experienced Young People have been implemented over recent years. In some instances, where appropriate, temporary accommodation has been transferred to provide permanent accommodation for households, enabling swifter access to permanent housing. Internal assessment against the

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<sup>1</sup> [Temporary Accommodation Standards Framework](#), Scottish Government, April 2023

TASF framework demonstrates a high level of confidence in meeting the new requirements, although there exists some provision which although exempt from the standards currently, will require future options appraisal to ensure future sustainability and suitability.

2.10 Improving the digital connectivity of homeless households is a key priority for the council given that people who experience homelessness are among the groups most digitally excluded. Digital exclusion, social exclusion, and poorer wider outcomes in areas such as employment, educational attainment and health and wellbeing are now widely evidenced as being strongly intertwined. Cost can be a huge barrier for those with limited resources and people who experience homelessness often face additional challenges, such as financial hardship. The transitory nature of accessing temporary accommodation means that it can be even more difficult for people to be digitally included. Preliminary work has been undertaken to explore opportunities for installation of broadband in temporary accommodation which would bring significant benefits for people who experience homelessness, through providing the means to complete benefit applications, most of which are completed online, and improving opportunities for homeless households with children to access virtual learning platforms to assist with completion of homework, improving employability opportunities and reducing social isolation, through a means to connect with other people and communities.

### 3. Temporary Accommodation Model

3.1 Establishing a detailed evidence base of the need for temporary accommodation is the first, central aspect of defining the future NLC model which:

- is focused on a person-centred approach to service delivery, aligned to tailored support pathways for key client groups (a central recommendation of the Homelessness and Rough Sleeping Action Group (HARSAG2) and the Guidance on the Unsuitable Accommodation Order).
- takes a trauma informed approach to meeting the needs of households with complex support needs including those who may require Homes First tenancies.
- delivers an effective model of provision which offers a sufficient supply of temporary accommodation relative to need by area and property size.

3.2 To develop a clear understanding of the number, household type, age, gender, and location of homeless applicants; detailed analysis of the homelessness HL1 statistical dataset for the last year of applications (2022-2023) was performed.

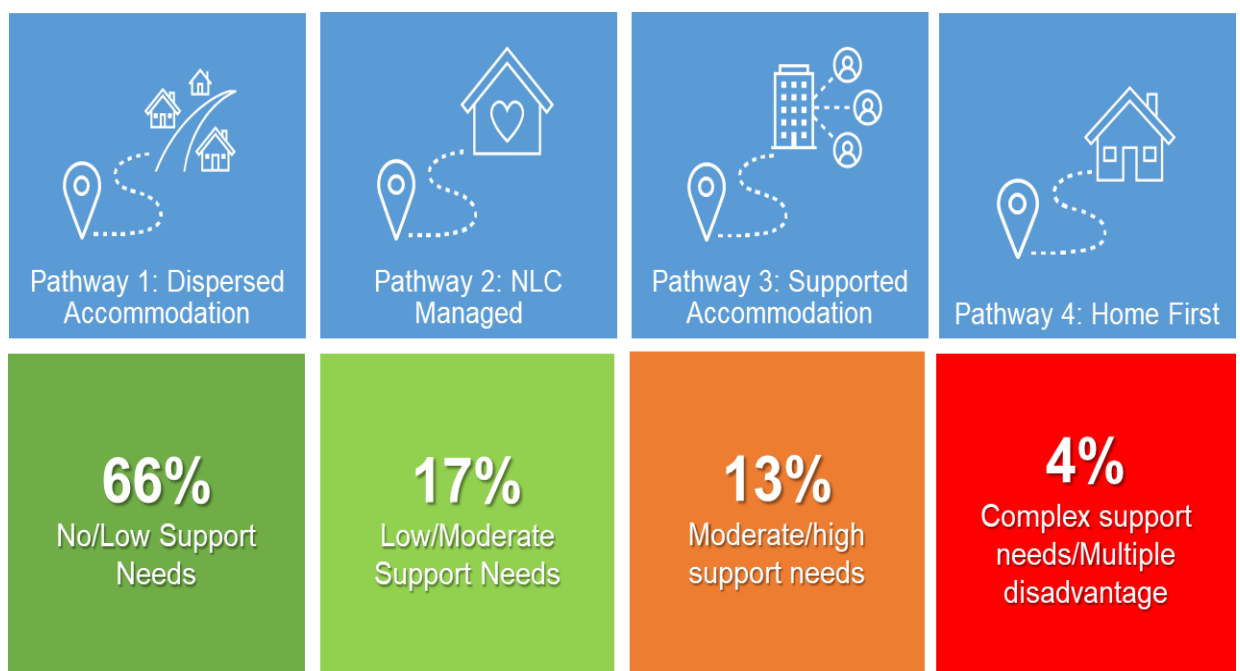
3.3 The extent and nature of applicant support needs, the type of temporary accommodation required and the length of stay that could support appropriate resettlement, is based on the number and volume of applications. A detailed assessment of the support needs of homeless households was completed and each

case aligned to an accommodation pathway which included a matrix detailing the extent and nature of housing support requirements.

3.4 The pathways were developed to reflect the RRTP design principles including:

- Dispersed accommodation options as the corner stone of temporary accommodation provision (Pathway 1).
- Person centred, community-based support options for households who may require assistance with independent living as part of a planned approach to accessing and sustaining settled housing (Pathway 2).
- A continuing role for supported accommodation delivered via a trauma informed practice model (Pathway 3).
- Ongoing development of Homes First to provide permanent housing solutions with wrap around support (Pathway 4).

After assessment, cases were aligned to the following temporary accommodation pathways:



3.5 A modelling tool is used to understand the scale and pace of change required to maximise the effectiveness of current temporary accommodation provision and how this could be reshaped to improve alignment with RRTP principles. The model assesses the need for settled and temporary accommodation units by area, property size and support pathways over the next 5 years. It enables scenarios to be tested including:

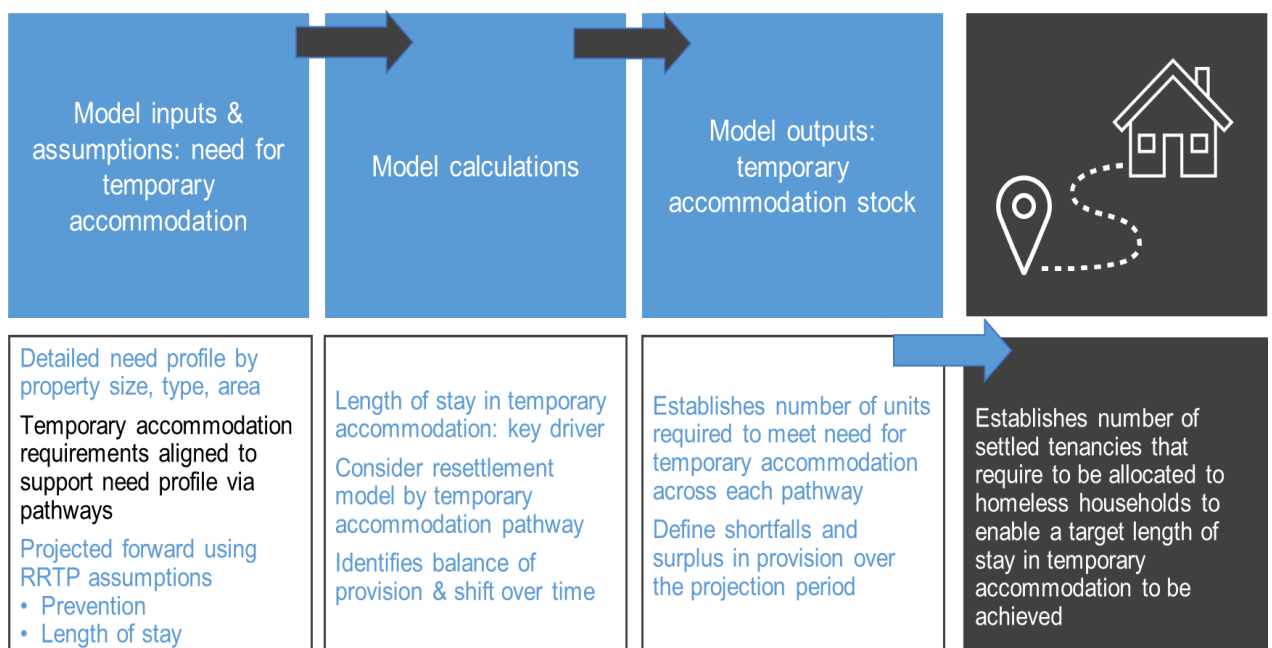
- Assumptions on prevention, the impact of housing system impacts and the % social housing allocations to homeless households.

- The role and purpose of temporary accommodation including pathways, client groups, length of stay and resettlement model.
- The balance between different forms of temporary accommodation provision including the relationship between dispersed, NLC managed and supported accommodation.
- The requirement for Homes First tenancies over the next 5 years.

### 3.6 The model has been designed to:

- Match homeless households to temporary tenancies over the next 5 years by area, property size and temporary accommodation support pathway.
- Assess the impact of housing system operation on increased demand for homelessness services as well as the impact of prevention activity on the rate of households applying for assistance.
- Calculate the number of temporary tenancies required on an annual basis including the existing list of people awaiting settled housing and the flow of new homeless applicants on an annual basis.
- Establish the impact of achieving a target length of stay in temporary accommodation for each accommodation pathway.
- Define shortfalls and surpluses in provision across each temporary accommodation pathway by property size and area.
- Calculate the number of settled tenancies that need to be allocated to homeless households in each area to enable a target length of stay in temporary accommodation to be achieved.

The following diagram presents the structure of the temporary accommodation model and demonstrates how this will project the need over time.



- 3.7 The modelling tool is flexible and enables the scenario testing of different models to be considered. It provides a detailed profile of accommodation requirements which can be matched to existing and projected temporary accommodation supply to identify a shortfall or surplus in provision, as a basis for redesigning the model.
- 3.8 The Council is committed to the vision and priorities set out in the 5-year Programme of Work to continuously review and improve service delivery through a trauma informed lens. This approach is central to the development of a new Temporary Accommodation Strategy based upon the creation of person-centred support pathways which reflect trauma informed practice and will succeed in helping to transform places and invest in North Lanarkshire.

## 4. Demand for Temporary Accommodation

- 4.1 Demand for temporary accommodation in North Lanarkshire is driven by various factors but primarily by the number of homeless applications made by households experiencing housing crisis.
- 4.2 In 2022/23, there were 1,917 homeless applications in North Lanarkshire, a 13% increase on the previous year and is indicative of a wider trend of increasing applications in line with the national picture which increased 9% last year. Whilst the Covid-19 pandemic will undoubtedly be a factor in the notable decrease in applications in 2020/21; application numbers have risen significantly since then and it is projected that there will be a further 14% rise in 2023/24, mirroring the Scottish profile.

	2018/19	2019/20	2020/21	2021/22	2022/23	% Change 2018/19-2022/23	% Change 2020/21-2022/23
NLC	2,366	2,125	1,684	1,696	1,917	-19%	14%
Scotland	36,778	37,053	34,345	35,759	39,006	+6%	14%

Table 1: Number of homeless applications in North Lanarkshire and Scotland (2018/19-22/23)

- 4.3 Of those households who presented as homeless in 2022/23, 1,555 (81%) were assessed as unintentionally homeless and eligible for assistance, including temporary accommodation if required. This assessment pattern reflects the Scottish trend, where 81% of all applications were assessed as unintentionally homeless.
- 4.4 The proportion of unintentionally homeless households who access settled housing as an outcome of their application is 89%, which is higher than the national average of 83%. Furthermore, it takes on average 24 weeks to resolve homelessness (from application to case closure) in comparison to 38 weeks in Scotland. Homeless



households in North Lanarkshire spend on average, 145 days (21 weeks) in temporary accommodation, in comparison to 223 days (32 weeks) elsewhere in Scotland.

4.5 Homelessness statistics for 2022/23 show that on 31st March 2023, 577 homeless households were living in temporary accommodation across North Lanarkshire, up 2% on the previous year (565 households in 2021/22).

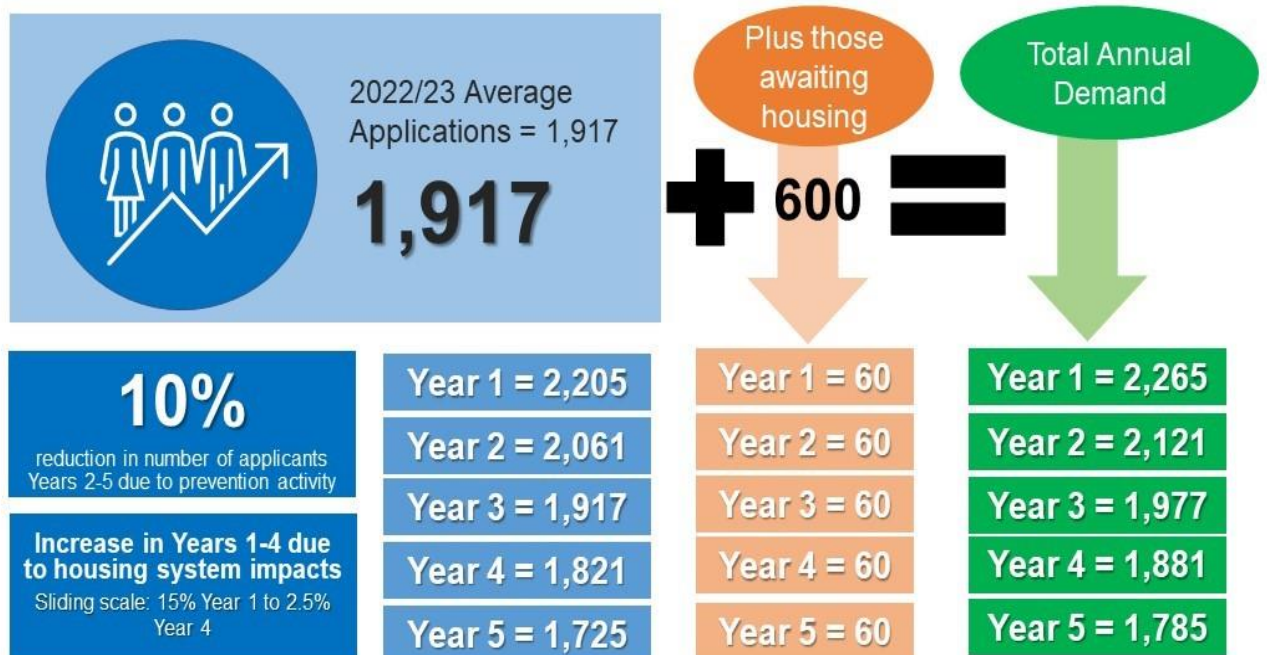
4.6 There is no certainty when projecting future need and demand as well as economic factors and assumptions are therefore made on these aspects. It has been assumed that the current housing systems pressure will ease over the next five years as a result of economic recovery. The council is also keen to retain an ambitious preventative approach aligned to the introduction of the new homelessness prevention and ‘ask and act’ duties. Prevention duties is an element of the new Housing Bill which was introduced to parliament on 26th March 2024 which may impact on the requirements set out in this TAS. Assumptions have therefore been factored into the model for a 10% reduction in homelessness over the 5 years for prevention activity and an increase in homelessness applications due to wider housing system factors of 15% in year 1 reducing to 2.5% in year 4 with no increase in year 5. These assumptions can be reviewed and altered should the need arise, to accommodate any legislative, policy, economic or societal changes.

4.7 Using the model, the projected demand for temporary accommodation over the next 5 years is set out below:

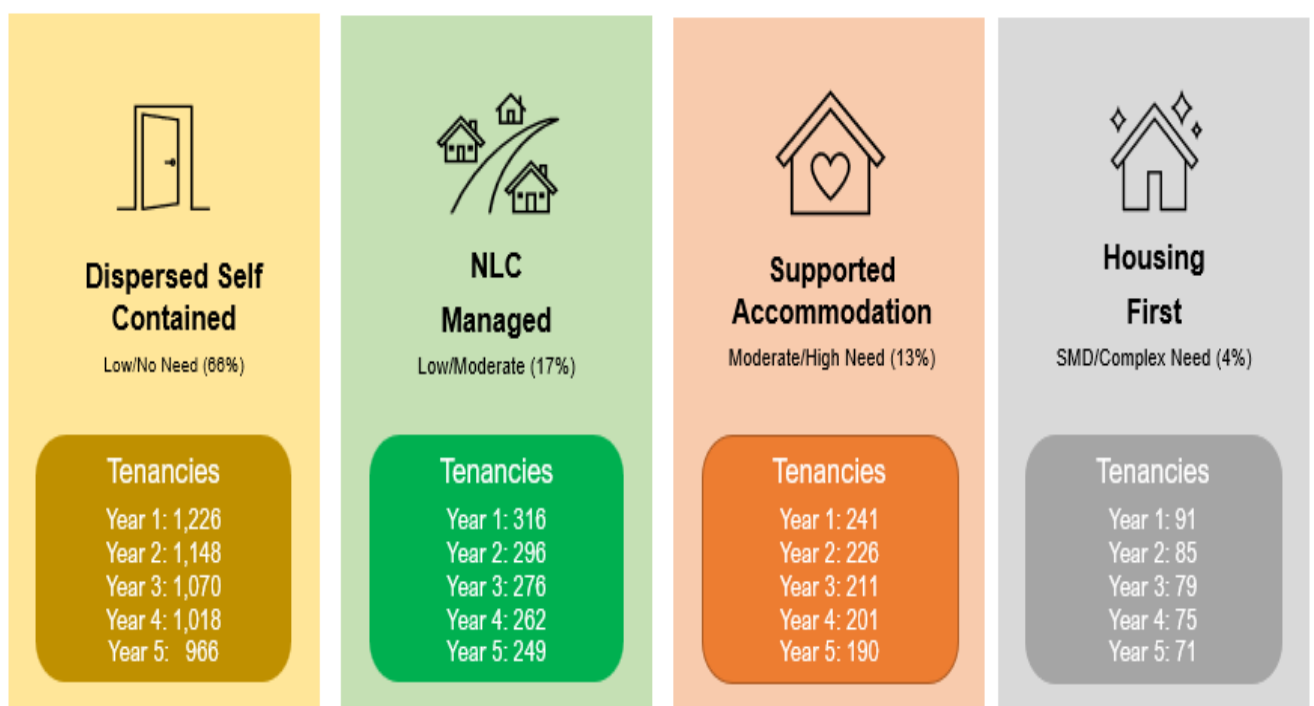
Year 1	Year 2	Year 3	Year 4	Year 5
2,205	2,061	1,917	1,821	1,725

Table 2: Annual demand from homeless applicants Years 1-5

4.8 As well as calculating the annual flow of homeless households, the modelling tool also measures how those awaiting settled housing will be addressed over the 5-year projection period. The total current number of homeless households awaiting settled housing is 600 and is broken down into the accommodation pathways noted earlier. The model is designed to scenario test options on the length of time it will take to address the number of households awaiting settled housing. It has been agreed that this will be reduced to 50% over the next five years and will be addressed evenly through a reduction of 10% a year and means that an additional 60 households will be added to the annual demand figure for settled housing. And is set out in the infographic below:



4.9 The model assumes that approximately 82% of homeless households will accept temporary accommodation and is based on existing occupancy of temporary accommodation. As illustrated in 3.3, a review of support needs identifies the relevant temporary accommodation pathway which is applied to the demand over the 5 years and the following graphic illustrates the profile of temporary tenancies over time:



## 5. Stock Turnover and Length of Stay

5.1 A review of existing stock was completed and confirmed there were 624 units of accommodation available for use as temporary and supported accommodation across North Lanarkshire and profile noted as follows:

- 511 (82%) dispersed houses and flats across all local areas of North Lanarkshire.
- 77 (12%) properties defined as NLC Managed with the provision of on-site supervision including:
  - 19 refuge spaces
  - 64 managed spaces
- 36 (6%) Supported Accommodation spaces managed by charitable organisations at five sites across North Lanarkshire.

Locality	Accommodation Type	Stock Profile
Airdrie / Cumbernauld	Dispersed	158
	NLC Managed	11 (Thrashbush), 7 (Tarbolton)
	Supported	8 (Black St)
<b>Locality Total</b>		<b>184</b>
Coatbridge / Kilsyth	Dispersed	118
	NLC Managed	19 (Manse)
	Supported	Nil
<b>Locality Total</b>		<b>137</b>
Motherwell / Bellshill	Dispersed	145
	NLC Managed	30 (Airth)
	Supported	8 (Mason St), 4 (Bridgework), 12 (Viewpark)
<b>Locality Total</b>		<b>199</b>
Wishaw / Shotts	Dispersed	90
	NLC Managed	10 (Greenlaw House)
	Supported	4 (Houldsworth)
<b>Locality Total</b>		<b>104</b>
<b>NLC Total</b>		<b>624</b>

Table 3: Temporary Accommodation Stock Profile Across Localities

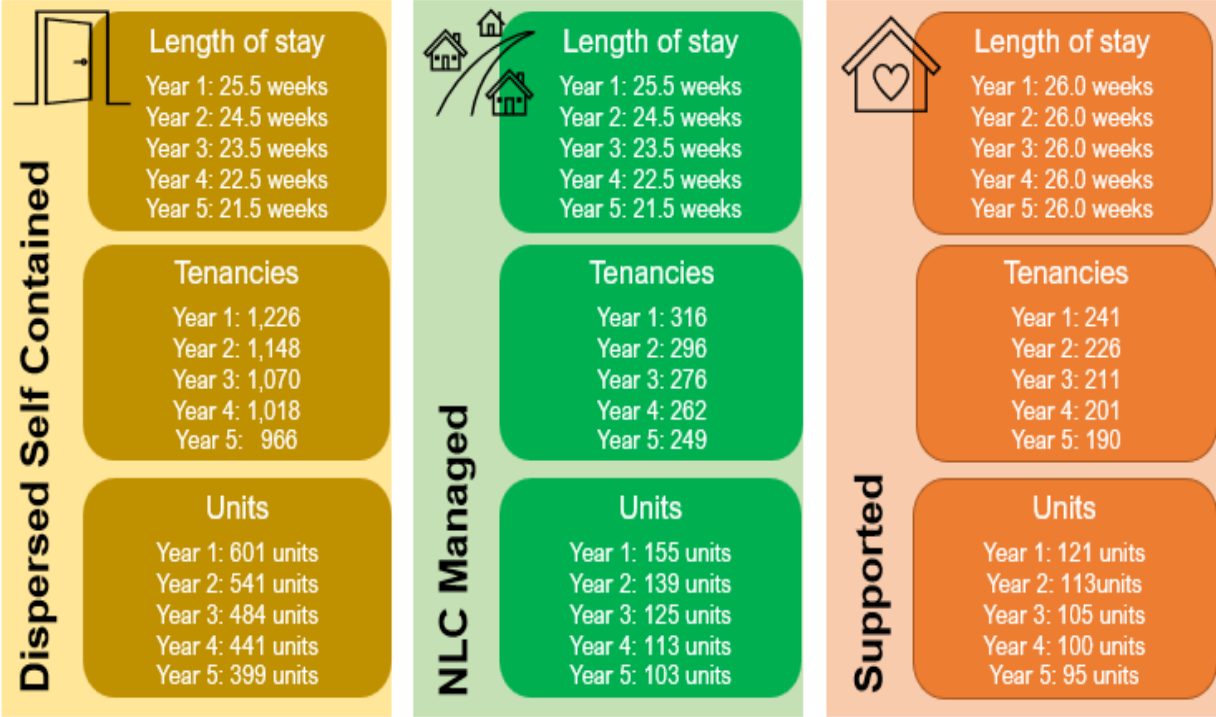
5.2 There are a range of temporary accommodation options available for homeless households, however it is important to understand the needs of homeless people as well as the local areas they live in so that, as far as possible, needs can be met, and homeless people can remain within their own local communities.

5.3 The Council own most properties utilised as temporary accommodation, except for 23 dispersed and 4 supported properties that are leased from Registered Social Landlords. All but 1 of the dispersed properties are located within the

Airdrie/Cumbernauld area and is a direct result of the pressure on temporary accommodation in this locality. The properties leased for use as supported provision are within the Wishaw/Shotts locality.

- 5.4 The outcomes of the modelling tool will be used to address any shortfall or surplus of temporary accommodation provision. However, there is also an awareness that some accommodation provision may require to be reshaped or redesigned to improve effectiveness and there is therefore a commitment to review all provision over the lifetime of this strategy, both in terms of property and client group as well as the support model in place.
- 5.5 This model also projects the number of Homes First tenancies that will be required to meet the needs of homeless households experiencing severe and multiple disadvantage. Homes First is a care management led model where a settled tenancy is provided with intense wrap-around support to enable tenancy sustainment. Whilst these model projections will support the planning and commissioning of services, Homes First accommodation has been removed from the model as they are intended to offer settled housing and do not contribute to the portfolio of temporary accommodation used to meet the needs of homeless households.
- 5.6 Translating demand into temporary tenancies is calculated by dividing the requirement of each accommodation pathway by the turnover rates of each type of accommodation and is aligned to target length of stay for each category of applicant. Turnover rates have been assumed based on the length of time taken to resolve homelessness based on 2022/23 data. Data for average length of stay in temporary accommodation does not reflect overall timescales to resolve homelessness, but the average length of stay across temporary accommodation placements. As individual applicants could experience multiple temporary accommodation placements, the average length of stay in temporary accommodation does not reflect overall case timescales but placement timescales.
- 5.7 It has been assumed that households transition to settled accommodation based on a targeted length of stay that starts with a baseline position of 25.5 weeks for both dispersed and NLC managed which is the current length of time taken to resolve and close a homeless application in North Lanarkshire along with a short period of time added to take account of void work needed between each temporary tenancy. Aligned to rapid rehousing principles, it is assumed that length of stay reduced over time (by 1 week per annum) until a target length of stay of 21.5 weeks is achieved in Year 5. An assumed length of stay for supported accommodation is 26 weeks to provide sufficient time to enable housing and underlying support needs to be met within a structured support plan focused on sustainment in settled housing. The length of stay in supported will remain consistent at 26 weeks throughout the 5-year plan.

5.8 The requirement for each temporary accommodation pathway is then translated into the number of units required by applying the assumptions on length of stay. The following profile outlines the shift in the number of units between Year 1-5 driven by reductions in length of stay as illustrated in the infographic below:

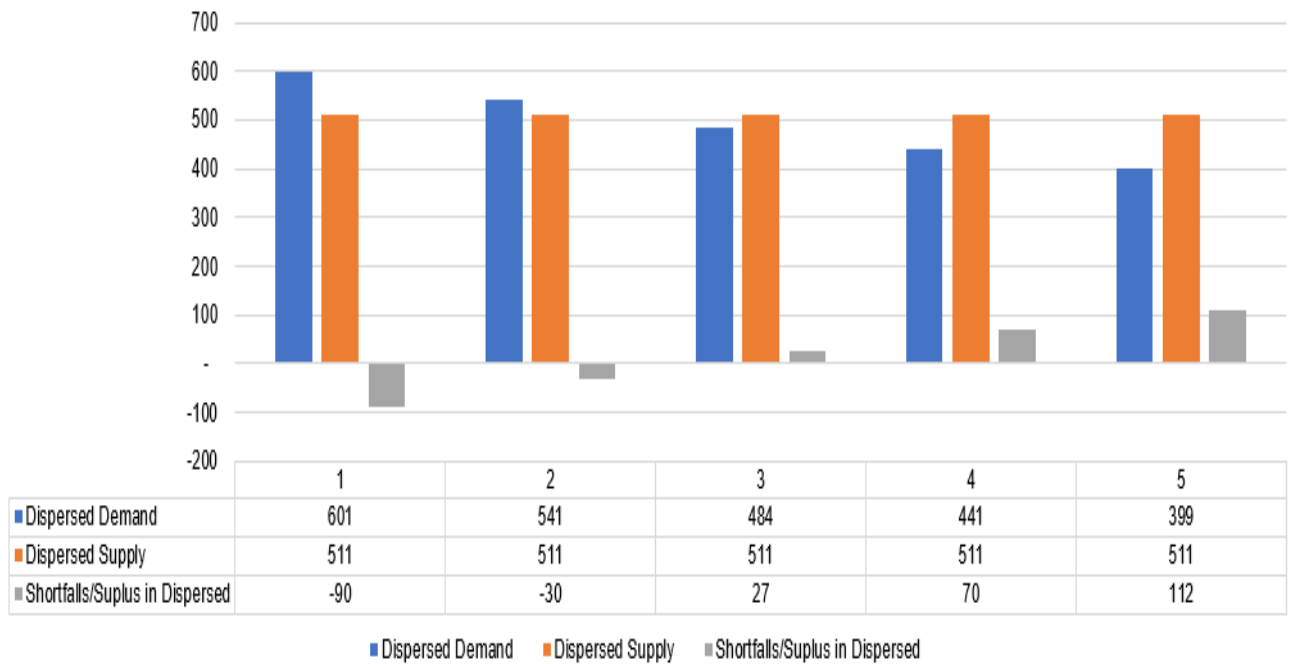


## 6. Model Outputs – Pathway 1 - Dispersed

6.1 All of the homeless data as well as assumptions were input to the modelling tool and has enabled the requirements for all accommodation pathways to be calculated and are set out in this section.

6.2 The total number of dispersed accommodation units required in Year 1 is 602. There are currently 511 units of dispersed accommodation across the North Lanarkshire area, suggesting an overall shortfall of 90 units in Year 1. Graph 6.1 illustrates the net shortfall and surpluses in dispersed accommodation from Year 1-5 of the model and highlights the declining length of stay over time. A large shortfall of 90 units is evident in Year 1, shifting to a surplus of 112 units by Year 5 driven by faster turnover and a decrease in overall demand. This movement in length of stay over time provides the potential to flip over 100 temporary tenancies to settled homes by the end of the 5-year transition.

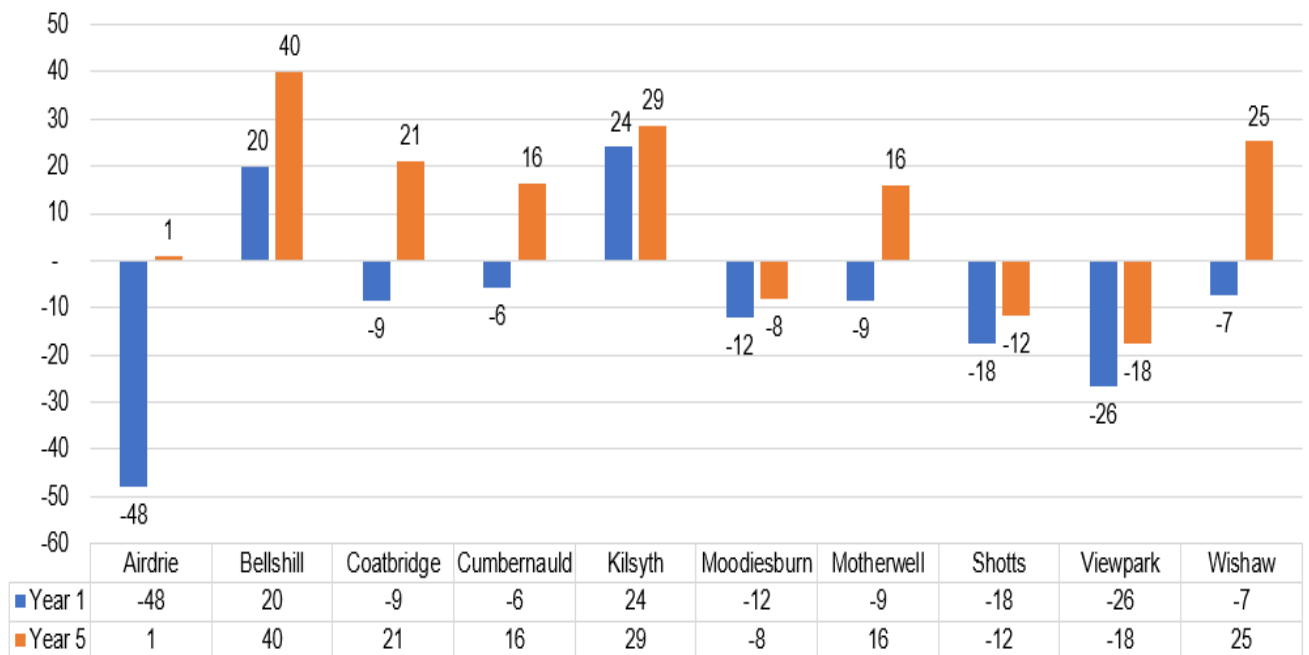
### Dispersed Tenancies Net Demand Years 1-5



Graph 6.1: Net demand for Pathway 1 Accommodation - Dispersed

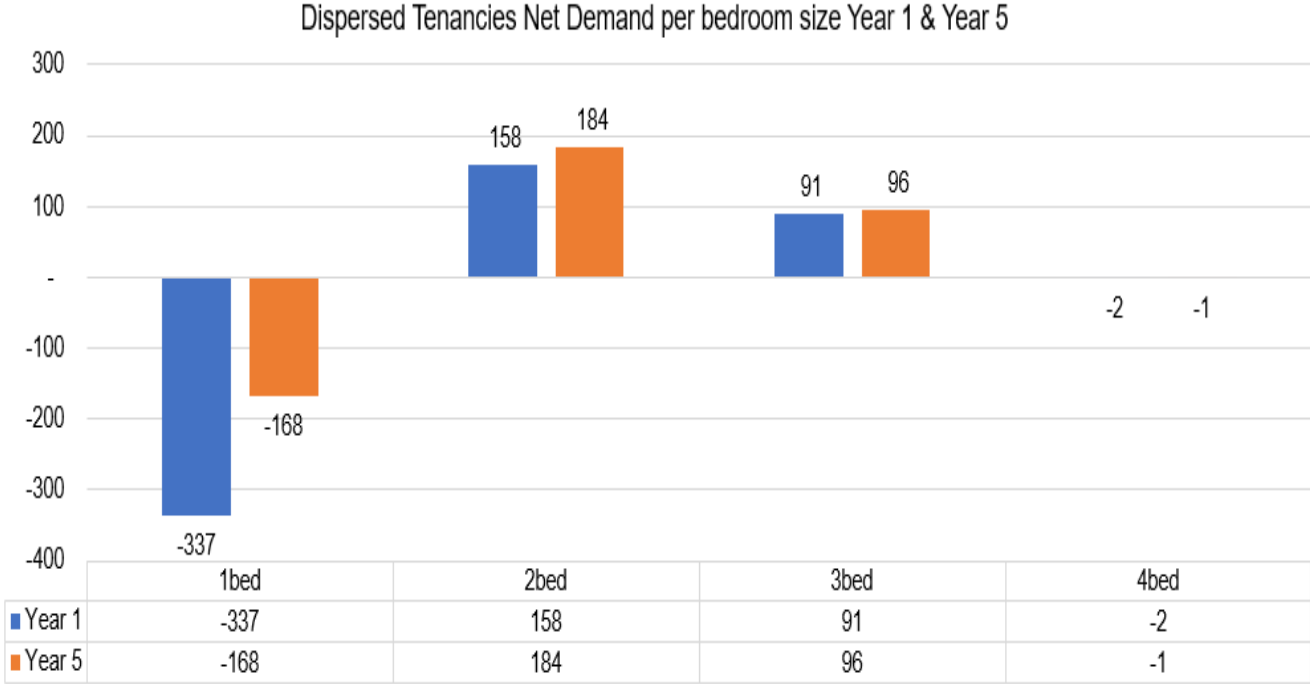
6.3 Closer analysis of net demand for dispersed accommodation reveals imbalances in supply on a property size and area basis. Graph 6.2 outlines net requirements for dispersed accommodation by sub-area and Graph 6.3 outlines net requirements for dispersed accommodation by property size.

### Dispersed Tenancies Net Demand per area Year 1 & Year 5



Graph 6.2: Net demand for Pathway 1 Accommodation by Area and Year – Dispersed

6.4 The greatest shortfall in dispersed accommodation is evident in the Airdrie area with a shortfall of 48 units in Year 1 but reducing to a surplus of 1 by Year 5. The Shotts and Viewpark areas have notable shortfalls in Year 1 which persist across the projection period, whilst Bellshill and Kilsyth areas both have surplus dispersed accommodation supply across the 5-year modelling period.

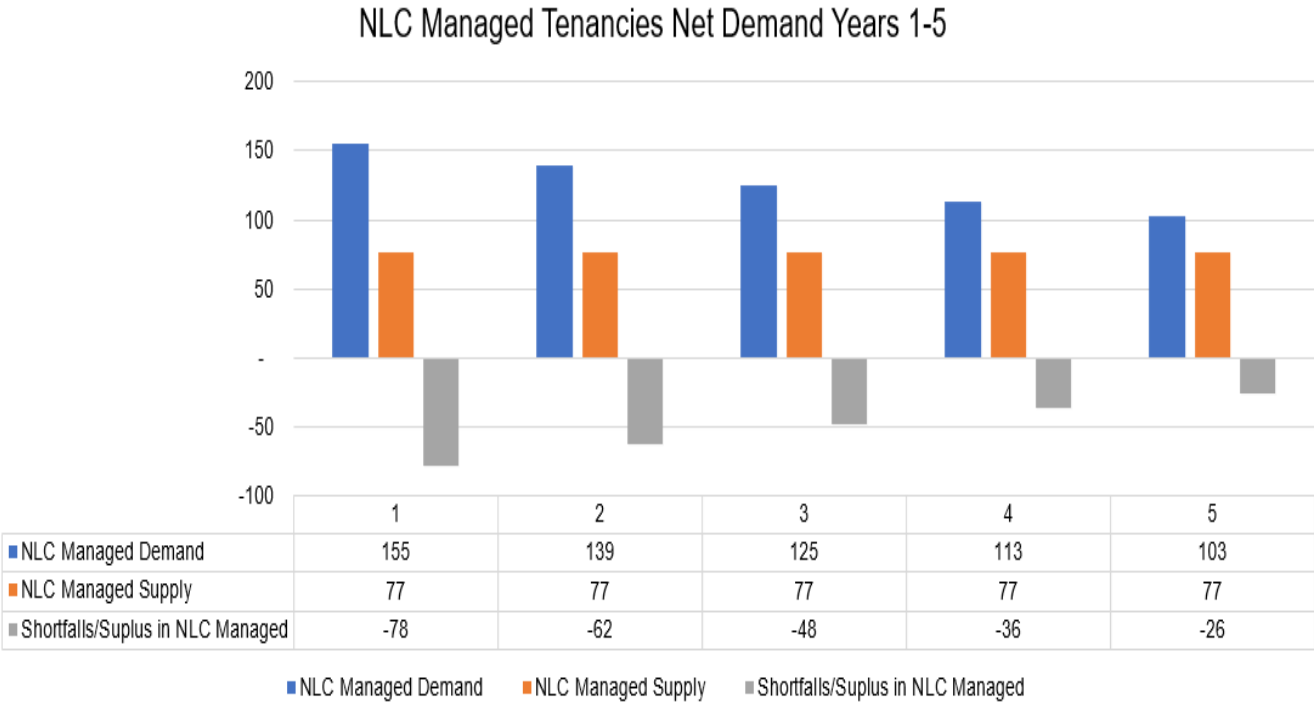


Graph 6.3: Net demand for Pathway 1 Accommodation by property size and Year - Dispersed

6.5 The temporary accommodation model projects a severe shortfall in 1 bedroom temporary accommodation units in Year 1 (-337) and Year 5 (-168), which to some extent is met by a surplus of 2-bedroom units in Year 1 (158) and Year 5 (184). The model suggests that an oversupply of 3-bedroom dispersed units in Year 1 should be addressed, providing more 2-bedroom homes which could be allocated to single people.

# 7. Model Outputs – Pathway 2 – NLC Managed

7.1 The total number of NLC managed accommodation units required in Year 1 is 155, with currently just 77 units of accommodation available in North Lanarkshire. Graph 7.1 illustrates the net shortfall and surpluses in NLC managed accommodation from Years 1-5 of the model.



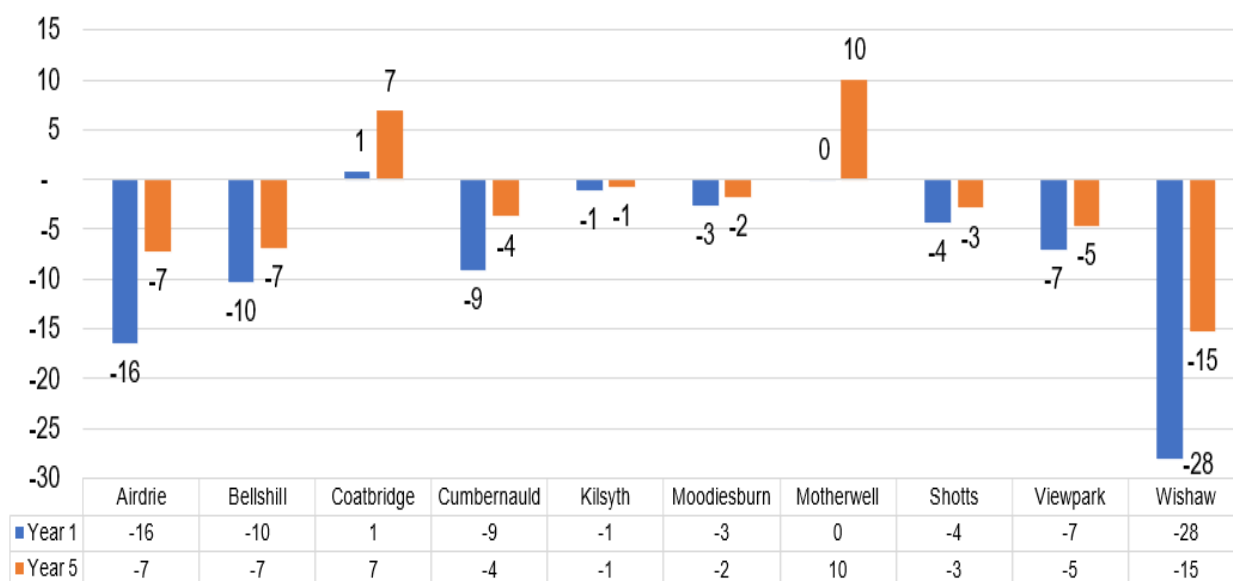
Graph 7.1: Net demand for Pathway 2 Accommodation – NLC Managed

7.2 Again, this illustrates the impact of a reducing length of stay and a decline in demand for NLC managed accommodation in North Lanarkshire. In Year 1, a shortfall of 78 units is evident, gradually reducing to a shortfall of 26 units by Year 5. The model therefore suggests the need to develop additional managed accommodation across North Lanarkshire across the 5-year projection period.

7.3 Closer analysis of net demand for NLC managed accommodation reveals imbalances in supply on both a property size and area basis. Graph 7.2 outlines net requirements for NLC Managed Accommodation by sub-area, with Graph 7.3 detailing ongoing shortfalls by property size.



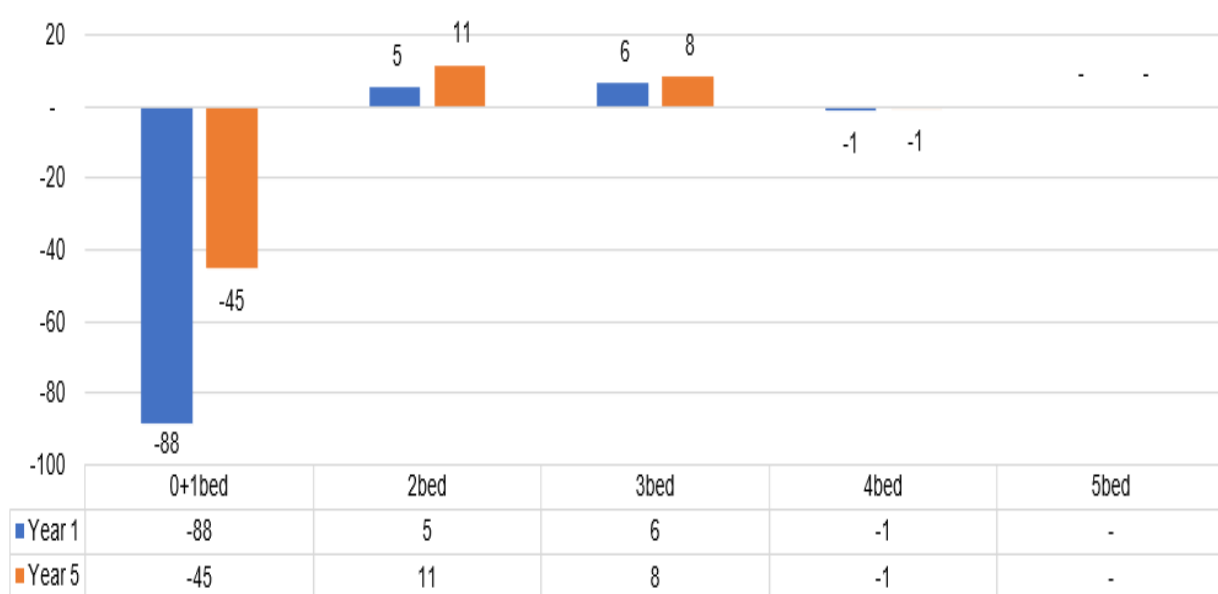
NLC Managed Tenancies Net Demand per area Year 1 & Year 5



Graph 7.2: Net demand for Pathway 2 Accommodation – NLC Managed

7.4 Graph 7.2 above illustrates the net shortfall and surpluses in NLC managed accommodation by sub-area in Year 1 and Year 5 of the model. The model shows that in Year 1 there are significant shortfalls in managed accommodation in Airdrie (-16 units), Bellshill (-10 units) and Wishaw (-28 units); with a minor surplus in Coatbridge (1 unit). By Year 5 in the projections modelling, shortfalls are reduced by 50% in most areas with surpluses increasing in Motherwell (10 units) and Coatbridge (6 units).

NLC Managed Tenancies Net Demand by size Year 1 & 5

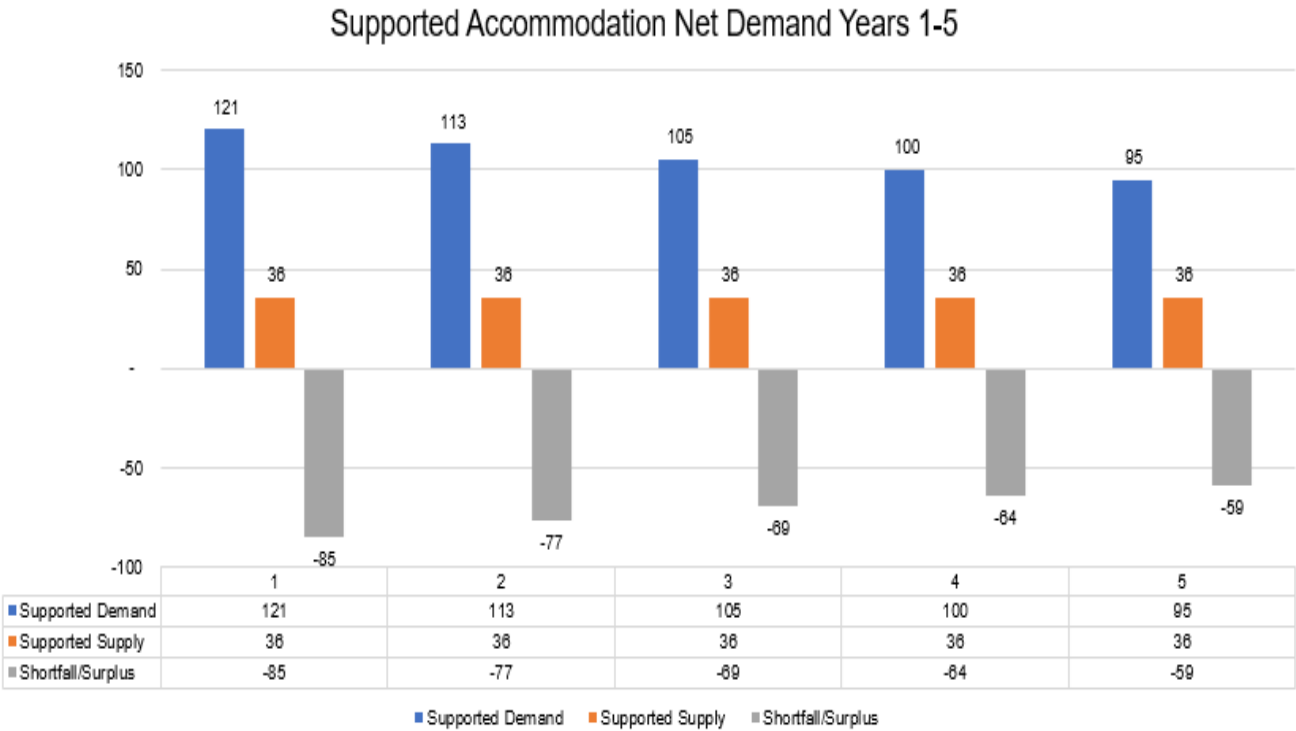


Graph 7.3: Net demand for Pathway 2 Accommodation – NLC Managed

7.5 Given the target client group for NLC managed accommodation is single person household, it is perhaps unsurprising that the greatest shortfalls are concentrated in 1-bedroom accommodation units.

## 8. Model Outputs – Pathways 3 and 4 Supported Housing and Homes First

8.1 The total number of supported accommodation units required in Year 1 is -121. There are currently only 36 units of supported accommodation in North Lanarkshire, across 5 projects managed by commissioned providers. Graph 8.1 illustrates the net shortfall and surpluses in Interim Supported Accommodation from Year 1-5 of the model.



Graph 8.1: Net demand for Pathway 2 Accommodation – NLC Managed

8.2 This also illustrates that there is a significant shortfall in supported accommodation relative to assessed need. In Year 1 there is a shortfall of 85 units across North Lanarkshire. Demand for supported accommodation is projected to reduce over time because of homelessness prevention assumptions to reduce demand by 10% over the 5-year period. As a result, the balance of net need in Year 1 (-85 units) reduces to a net need of -59 units in Year 5.

8.3 On this basis, a persistent, notable shortfall in supported accommodation is evident across the 5-year modelling period. Chapter 5 sets out further analysis of the nature

of support needs which could be considered in planning and commissioning future supported accommodation services.

8.4 Whilst the Homes First Model offers settled housing as the basis of meeting the housing support needs of homeless households, the modelling does establish the number of Homes First tenancies over time. The Homes First model separates the provision of housing and support, offering choice and control to homeless households, working within a model of trauma informed practice. Based on the assumptions that 4% of households will require access to Homes First tenancies per annum, the following number of units will be required per annum:

Year 1	Year 2	Year 3	Year 4	Year 5
91	85	79	75	71

Table 4: Total annual demand for Homes First tenancies Year 1-5

8.5 Model outcomes suggest a significant growth is required in Homes First and this evidence provides a basis for future planning and commissioning between housing, homelessness and HSCP services.

## 9. Model Outputs – Establishing Percentage Lets

9.1 As set out in Section 3, the temporary accommodation model calculates the number of settled tenancies that require to be allocated to homeless households each year to enable the target length of stay in temporary accommodation to be achieved in each pathway. To achieve this, the model calculates access to settled accommodation by projecting the number of social tenancies which become available across the Council's and Registered Social Landlord's (RSL's) housing stock, adjusted for the delivery of new build housing.

9.2 The model calculates the level of percentage lets required to ensure target reductions in length of stay are achieved. In addition to existing supply, it is assumed that new build housing will also improve access to settled housing aligned to the delivery of the affordable housing programme.

9.3 As explained at 4.8, the need for settled tenancies is driven by homeless demand, length of stay and the assumptions made around increasing presentations and the impact of prevention activity as well as the current list of people awaiting settled housing. This total is then adjusted to reflect the Council's duty to accommodate those who are unintentionally homeless which is currently 81%. This adjusted figure enables the number of settled tenancies required in each year to be calculated as detailed in Table 5:

Year 1	Year 2	Year 3	Year 4	Year 5
1,761	1,649	1,537	1,463	1,388

Table 5: Total Social Housing Tenancies required in North Lanarkshire Year 1-5

9.4 Across the 5-year period, on average 1,560 settled tenancies will be required to meet the needs of homeless households. Table 6 sets out the supply of settled tenancies available in North Lanarkshire each year to meet this need. North Lanarkshire Council have a reprovisioning programme in place that is currently in Phase 2. Stock numbers from Phase 1 have been removed from the opening NLC stock figure (1,548), with Phase 2 properties to be removed from the model at an equal rate of 125 properties per annum over the 5-year plan.

9.5 Table 6 shows that on average 3,710 social tenancies become available across the social housing sector in North Lanarkshire each year. The average turnover of North Lanarkshire Council stock is 2,602 and considering the turnover created by new housing supply (313), this creates an overall annual average turnover of 2,915 social tenancies over the next 5 years. In addition, the average annual RSL turnover in North Lanarkshire is 605 and considering the turnover created by new housing supply (189), this gives an overall average annual turnover for RSL's of 794

Turnover	Year 1	Year 2	Year 3	Year 4	Year 5	Average
NLC Stock	35,288	35,368	35,594	35,934	36,066	35,650
NLC New Build	205	351	465	257	286	313
NLC Turnover	2,576	2,582	2,598	2,623	2,633	2,602
<b>Total NLC Lets</b>	<b>2,781</b>	<b>2,933</b>	<b>3,063</b>	<b>2,880</b>	<b>2,919</b>	<b>2,915</b>
RSL Stock	7,709	8,000	8,062	8,294	8,433	8,100
RSL New Build	291	62	232	139	223	189
RSL Turnover	576	598	602	620	630	605
<b>Total RSL Lets</b>	<b>867</b>	<b>660</b>	<b>834</b>	<b>759</b>	<b>853</b>	<b>794</b>
<b>Total Supply</b>	<b>3,648</b>	<b>3,592</b>	<b>3,898</b>	<b>3,639</b>	<b>3,772</b>	<b>3,710</b>

Table 6: Total Social Housing Tenancies available in North Lanarkshire Year 1-5

9.6 Whilst new build housing figures reflect the 2023/24 – 2027/28 Strategic Housing Investment Plan (SHIP) for North Lanarkshire, the Scottish Government have recently announced a 26% reduction in delivery funding for the Affordable Housing Supply Programme. Whilst this announcement does not impact upon the number of new build units scheduled for Year 1 of the model (2024/25) it should be noted that a reduction in the assumed new build units may occur from Year 2 onwards. North Lanarkshire Council will work with the Scottish Government and RSLs to prioritise funding for future development projects, maximising expenditure wherever possible.

9.7 Based on the temporary accommodation model design principles, the model projects the percentage of settled tenancies that should be allocated to homeless households each year as follows:

	Year 1	Year 2	Year 3	Year 4	Year 5	Average
Need for settled tenancies	1,761	1,649	1,537	1,463	1,388	1,560
Need met through PRS tenancies	18	17	15	15	14	16
Net need for settled tenancies	1,743	1,633	1,522	1,448	1,374	1,544
Total supply settled tenancies	3,648	3,592	3,898	3,639	3,772	3,710
R RTP Allocations target	48%	45%	39%	40%	36%	42%

Table 7: Allocations Required to Achieve Settled Lets Target

9.8 As illustrated above, the proportion of settled tenancies which require to be allocated to enable partners to implement the temporary accommodation strategy in North Lanarkshire ranges from 48% in Year 1 to 36% in Year 5. These fluctuations are a result of projected changes in homelessness demand and supply.

9.9 Over the course of the 5-year period, an average of 42% of all available social tenancies will be required to enable homeless households to have faster access to settled accommodation. Allocating this proportion of settled tenancies will enable a reduction of 50% of those awaiting settled housing and drive transformation in the targeted use and reduction of temporary accommodation.

## 10. Key Findings and Considerations

10.1 Table 8 below illustrates the projected requirement for temporary accommodation in Year 1 and Year 5 of the modelling tool, setting out the need for each pathway over the next 5 years, including the overall projected shortfalls and surpluses in accommodation when benchmarked to current temporary accommodation resources:

	Year 1 Requirement	Year 5 Requirement	Shortfall/ Surplus Year 1	Shortfall/ Surplus Year 5
Dispersed	601	399	-90	+112
NLC Managed	155	103	-78	-26
Supported	121	95	-85	-59
Total	877	597	-253	+27

Table 8: Projected Temporary Accommodation Requirements Year 1 and Year 5

- 10.2 The model analysis has projected that there is an overall need for 877 units of accommodation in Year 1 reducing to a need for 597 units in Year 5 and is a shortfall of 253 units of temporary accommodation in Year 1 with an overall surplus projected of 27 units in Year 5.
- 10.3 The analysis also illustrates that there is a mismatch in need and demand by temporary accommodation type, with a greater demand for supported accommodation and to a lesser extent NLC managed provision.
- 10.4 More granular analysis by area and property size also indicates geographical variations in patterns of demand, with some areas showing a more pronounced need for specific temporary accommodation than others and a shortfall of 1-bedroomed dispersed properties.
- 10.5 Annual demand for Homes First settled tenancies with wrap around intensive support is estimated to range from 91 households in Year 1 to 71 in Year 5. The initial Homes First contract has been upscaled over the past two years and currently has capacity to support 49 households, which is lower than demand estimates.
- 10.6 The model also defined the number of settled tenancies required to be allocated to homeless households each year to enable the target length of stay in temporary accommodation to be achieved and the TAS to be implemented. This ranges from 48% in Year 1 to 36% in Year 5, and averages out at 42% across both the Council and RSL partners over the 5-year period.

## 11. Recommendations

- 11.1 Analysis and Modelling completed for the TAS aids our understanding of need and demand for temporary accommodation and offers a basis to reshape particular elements of provision in North Lanarkshire to better meet the changing needs of our population. It also provides an opportunity to guide partnership working, commissioning and service redesign over the next five years.
- 11.2 The TAS sets out several areas for action, which include:
- Developing an additional 20 units of dispersed accommodation in years 1 to 3 to address the initial short-term projected shortfall in dispersed accommodation, of which 25% meet wheelchair accessible standards.
  - Continuing to reduce the length of stay in temporary accommodation, aligned with rapid rehousing, through enabling faster access to settled permanent accommodation.
  - Consideration to increase the percentage of allocation of homes that become available to let to homeless households to 48% in year 1 tapering to 36% in year 5.

- Investigating the feasibility of developing a new model of supported transitional accommodation for Care Experienced Young People and young people more broadly aged 16-26 with identified support needs.
- Developing an additional 10 units of NLC managed accommodation in Bank Street, Coatbridge to address the shortfall in NLC managed accommodation.
- Completing a review of commissioned and internal housing support services to redesign services to meet the increasing needs identified for supported accommodation.
- Developing trauma-informed reception hubs across NLC managed accommodation.
- Reviewing the longer-term sustainability and suitability of all unit-based accommodation in North Lanarkshire and identify shorter and longer-term actions to ensure unit-based accommodation provides the optimum accommodation environment to enable people to achieve their full potential. This may include re-provisioning, refurbishment, or re-design.
- Working collaboratively with the H&SCP to address the significant demand for Homes First support, to explore new ways to address underlying primary needs, of which homelessness is most often a secondary cause.
- Working with RSL partners to increase the proportion of available lets made to homeless households.

11.3 Successful delivery of these actions will be dependent on collaboration commitment and effort across all key partners, with the H&SCP and RSL's holding a critical role in improving outcomes, alongside the council, for homeless households. In order to further build on the strong relationships in place and drive forward the strategy, further discussions with key partners with development of more detailed actions will be required.