

## ITEM No ...5.....

**REPORT TO: NEIGHBOURHOOD SERVICES COMMITTEE – 28 SEPTEMBER 2020**

**REPORT ON: RAPID REHOUSING TRANSITION PLAN (RRTP)  
REVIEW OF YEAR 1 & COVID-19 IMPACT**

**REPORT BY: EXECUTIVE DIRECTOR OF NEIGHBOURHOOD SERVICES**

**REPORT NO: 228/2020**

### **1. PURPOSE OF REPORT**

To provide an update on Year 1 of the implementation of the Rapid Rehousing Transition Plan, as approved by Committee on 7th January 2019, and to highlight the impact of the Covid-19 pandemic on the Plan.

### **2. RECOMMENDATIONS**

- 2.1 It is recommended that Committee note the content of this report and the attached Year 1 update on the Rapid Rehousing Transition Plan submitted to the Scottish Government on 30<sup>th</sup> June 2020.
- 2.2 Committee is also asked to note the impact of the ongoing Covid-19 pandemic on the Rapid Rehousing Transition Plan.

### **3. FINANCIAL IMPLICATIONS**

- 3.1 There are no financial implications from this report.

### **4. MAIN TEXT**

#### **4.1 Background**

The Council's Rapid Rehousing Transition Plan (RRTP) was approved by the Council's Neighbourhood Services Committee on the 7<sup>th</sup> January 2019 and submitted to the Scottish Government.

The RRTP Investment Plan is funded largely by the Scottish Government with local authorities expected to reshape services and redirect mainstream funding to meet Plan objectives throughout its lifespan.

To date the Scottish Government has confirmed the total allocated funding levels for the Rapid Rehousing Transition Plan are as follows:

- 2018/19 £68,000
- 2019/20 £300,000
- 2020/21 £282,000

This funding is included within the Neighbourhood Services Revenue Budget over the period of the plan.

The RRTP sets out the local homelessness context, provides a baseline position of temporary accommodation supply, sets out a 5 year vision, identifies support needs and how we will, with our partners, achieve our vision for temporary accommodation and settled housing options for homeless households.

Rapid Rehousing is about taking a housing-led approach for rehousing people who have experienced homelessness ensuring that they reach a settled housing option as quickly as possible rather than staying too long in temporary accommodation.

Initially the funding required for intensive support to Housing First clients will be met by Social Bite (the Corra Foundation and the Scottish Government) but by Year 3 there will be the requirement to shift Dundee Health & Social Care Partnership funding from the current direct access units to intensive outreach support for Housing First in communities and supported accommodation.

As one of the 5 local authority pathfinders for Housing First, Dundee's consortium is now well established with strong partnership working evident across Council services, DH&SCP and the Third Sector.

Where Homelessness cannot be prevented, Rapid Rehousing means:

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

For people with multiple needs beyond housing, it means:

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

To achieve these objectives, the Plan aims to reduce current temporary accommodation places by around 150 units over the plan, create 100 Housing First tenancies over the next two years and create over 50 units of supported accommodation. These figures will have to be continuously reviewed and monitored as the RRTP changes are implemented.

As with many local authorities the Covid-19 pandemic has had a major impact on the demand for and provision of temporary accommodation during the lockdown period and this is reflected within the update submitted to Scottish Government.

While the aims and objectives of the Rapid Rehousing Transition Plan remain unchanged, the timelines for delivery of these goals will need to be reviewed in terms of recovery.

Dundee City Council and partners have delivered a successful first year of the 5 year RRTP. This has required significant culture change, creativity and partnership working to deliver improved service delivery and outcomes for those experiencing homelessness.

#### 4.2 Year One Update

Scottish Government requested a monitoring report on Year 1 (2019/20) by 30<sup>th</sup> June 2020 and a copy of the submitted report forms part of the Appendix to this report. The Appendix also outlines the impact of Covid-19 on the RRTP.

The monitoring report highlights the activities which the Local Authority has undertaken to achieve the actions set out for Year 1 of the Rapid Rehousing Transition Plan including:

- The allocations quota for the Homelessness category within the Common Housing Register Allocation Policy was increased from 45% to 55% to ensure increased offers to Homeless applicants.
- Dundee's target for the creation of Housing First tenancies was 33, however we managed to create 44 in Year 1.
- Close partnership working between Housing & Communities, DH&SCP and Transform Communities, successfully co-ordinated the closure of one of the largest hostels in Dundee, at Soapwork Lane, in March 2020. This accommodation was no longer suitable and would

breach of the Unsuitable Accommodation Order being implemented in 2020. The closure has been welcomed within the Third Sector and supported by Shelter Scotland.

- The closure allowed for Transform to realign its services to deliver Housing First Support in the community and support tenants in the Council's temporary accommodation units at Honeygreen Road.
- Temporary accommodation at Reid Square was changed from Homeless Temporary Accommodation to Supported Accommodation for families with the Families Project and Action for Children.
- In partnership with Hillcrest Homes and DCC Children & Families, single person flats at Rosefield Street were re-provisioned as Supported Accommodation for young people.
- For those threatened with homelessness, Dundee City Council's Homefinder Service refocused the use of the Rent Deposit Guarantee Scheme to improve access to the private rented sector by allocating funding from RRTP.
- RRTP funding was used to create additional posts to support the delivery of the Plan over the initial 3 years of the Plan, including:
  - 2 Support Worker posts with Dundee Womens Aid
  - 1 Housing First Lettings Officer
  - 1 x Youth Housing Options with Action for Children
- In December 2019 RRTP funding was made available to support people who were homeless and rough sleeping over the winter months through support providers in the Third Sector including Eagle Wings, Churches in the West and Shelter.

#### 4.3 **Covid 19 Impact**

The Covid-19 pandemic and lockdown occurred just before the end of Year 1. This has had a significant impact in terms of homelessness.

While officers remain confident that the aims and objectives of the Rapid Rehousing Transition Plan remain unchanged, it is recognised that the timescale for delivery will be impacted.

Scottish Government requested a review of the Rapid Rehousing Transition Plan to take on board the initial impact of Covid-19. Appendix 1 has been submitted to Scottish Government and outlines the areas impacted and highlights actions required if we are to continue to work towards meeting the original outcomes as outlined in the approved RRTP.

As with Year 1, the RRTP will remain under regular review so that progress can be monitored and reported, as required.

### 5. **CONSULTATIONS**

- 5.1 The Council Management Team have been consulted in the preparation of this report and agree with its content.

### 6. **POLICY IMPLICATIONS**

- 6.1 This report has been subject to an assessment of any impacts on Equality and Diversity, Fairness and Poverty, Environment and Corporate Risk. A copy of the Impact Assessment is available on the Council's website a Rapid Rehousing Transition Plan. Report 9-2019, 7<sup>th</sup> January 2019.

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7. **BACKGROUND PAPERS**

7.1 None.

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David Simpson  
Head of Housing & Communities

4 September 2020

Scotland's transition  
to rapid rehousing



# RAPID REHOUSING TRANSITION PLAN

**YEAR ONE  
UPDATE**



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## 1. Introduction

Dundee City Council submitted an initial Rapid Rehousing Transition Plan to the Scottish Government in December 2018. This plan was approved by the Neighbourhood Services Committee in January 2019 and covered the period 2019-2024.

This document will provide an update on Year 1 of the plan and planned investment in the next year. All contextual data relating to homeless applications, homeless assessments, outcomes and the use of temporary accommodation has been updated.

Due to the COVID pandemic at the end of Year 1 of the plan there are some significant changes to some of this data. As a result of this many of the projections may require to be updated throughout the year as recovery continues and the ongoing position is clearer. Many of the projections included within the plan are still based on the original analysis but alternative models are being created to plan for various possible scenarios.

Despite the current uncertainty the original intention and vision of the plan still remains the same which is to:

- End Rough Sleeping
- Prevent homelessness from occurring
- Improve the standards and types of temporary accommodation
- Reduce time spent in temporary accommodation
- Increase supply of permanent accommodation options
- Provide appropriate support and accommodation

The Rapid Rehousing Transition Plan was based on partnership working with Dundee Health & Social Care Partnership and third sector organisations. This will continue throughout the plan alongside links to the existing Housing Options and Homelessness Strategy and other existing plans and strategies as a holistic approach to addressing homelessness in the City.

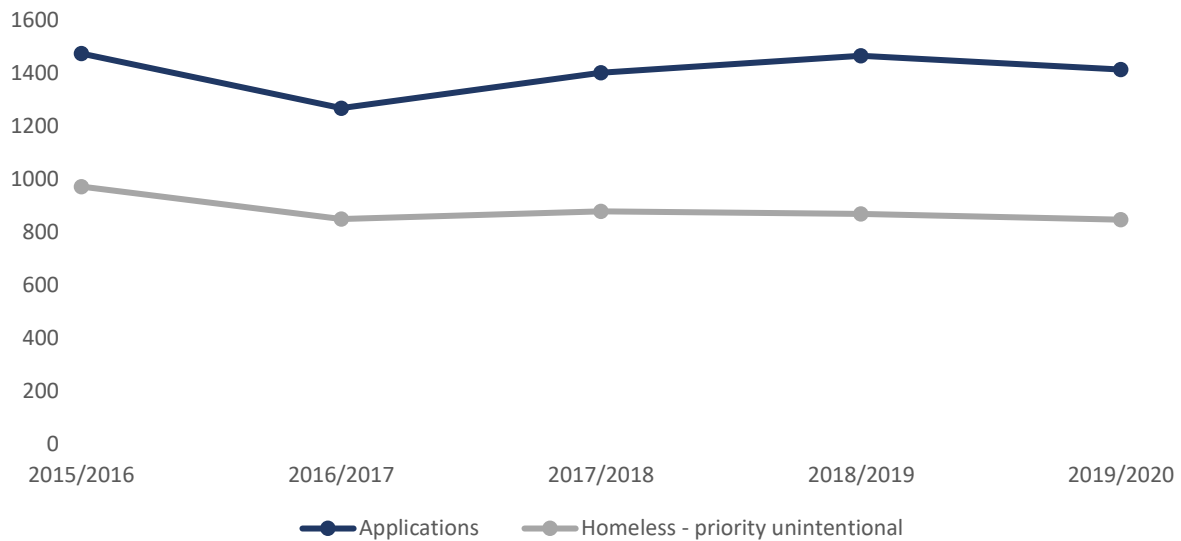
## 2. Homelessness position

This section provides details of homeless applications, assessments and outcomes recorded by Dundee City Council in 2019/2020 compared to the baseline position in 2017/2018.

### 2.1. Homelessness applications

There were 1414 new homeless applications made to Dundee City Council in 2019/2020. This was approximately a 4% reduction from the previous year but a 1% increase from the baseline position. This is within the expected range of our standard assumptions set out in the original plan.

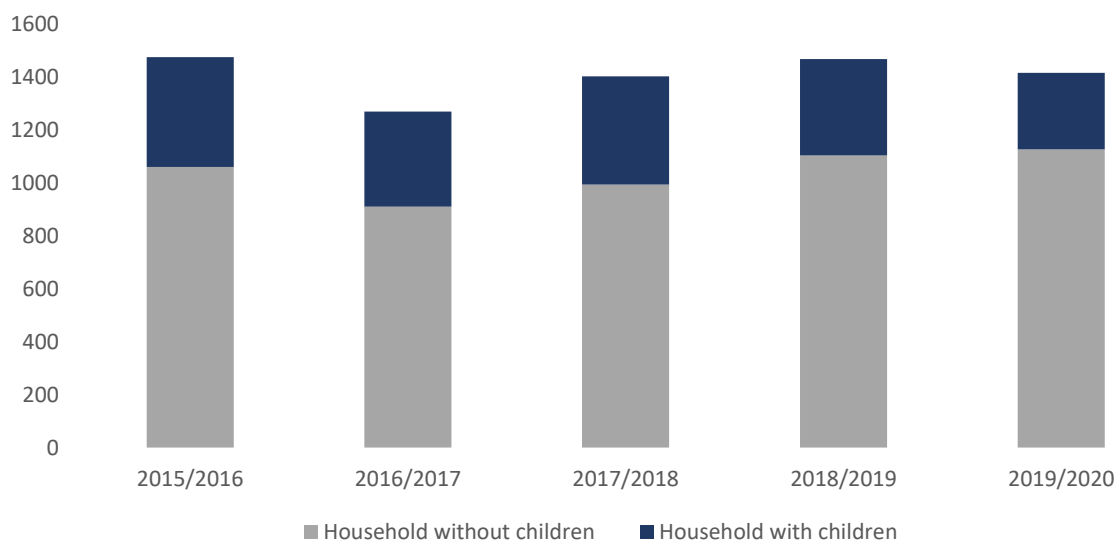
#### Homeless applications and those assessed as unintentionally homeless 2015/2016 – 2019/2020



Source: Dundee City Council HL1 2019/2020

The proportion of households' not containing children has increased to 80% compared to 71% in 2017/2018. This appears to be a result of an increase in the number of applications from households without children and a decrease in the number of households with children rather than a large increase or decrease from one cohort.

#### Breakdown of household composition in homeless applications 2015/2016 to 2019/2020

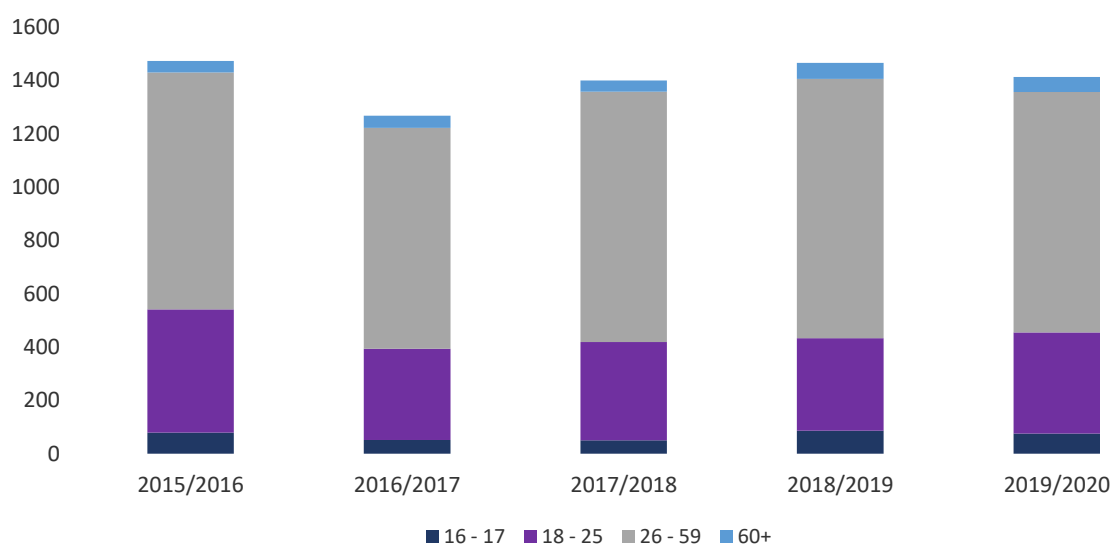


Source: Dundee City Council HL1 2019/2020

Single males continue to be the most common household group and make up approximately half of all applications. The proportion of applications from single females has increased from 21% in 2017/2018 to 24% in 2019/2020. The vast majority of applications from households containing children continue to be headed by female applicants (approximately 82% compared to 84% in 2017/2018).

The age profile of applicants has remained broadly the same as the baseline position although there has been a moderate increase in applications from both 16-17 year olds and applicants over 60 years of age.

#### Breakdown of age bands of main applicants in applications 2015/2016 to 2019/2020



Source: Dundee City Council HL1 2019/2020

Applications from Parental/family home/relatives and Friends/partners continue to make up just under half of all applications. There has been a significant increase in people applying from prison (93 in 201/2018 compared to 147 in 2019/2020), these applicants now make up 10% of all applications. On a more positive note, there has been a significant decrease in presentations from the Private Rented Sector, these applications now represent 17% compared to 20% in 2017/2018.

Similar to the property types of applicants there has been a significant rise in presentations as a result of Discharge from prison/hospital/care/other institution with virtually all of these coming from prison. There has also been a small increase in relationship breakdowns: non-violent.

During the COVID pandemic there has been approximately a 15% reduction in applications compared to the same period last year. The most significant reduction has been applications from households with children. The Coronavirus legislation which limited evictions has resulted in significantly fewer applications from private sector properties.

## 2.2. Rough Sleeping

130 applicants stated on their application that they slept rough in the 3 months preceding their application. Of these, 73 also stated they slept rough the night before their application. This is a 26% reduction in people stating on their application that they slept rough in the 3 months preceding their application and a 13% reduction in people stating they slept rough the night before their application since 2017/2018.

Based on the methodology used in Heriot-Watt University ‘Hard Edges Scotland’ estimates, there are approximately 183 applicants on average each year with severe and multiple disadvantage based on an average of the last 3 years. This is an almost identical figure to the 3 year average in 2017/2018.

### 2.3. Homelessness assessments

Dundee City council had a duty to find settled accommodation for 847 applicants who were assessed as unintentionally homeless during 2019/2020. As a proportion of all assessments this was 59% compared to 63% in 2017/2018. It had been expected that this figure would rise during the plan.

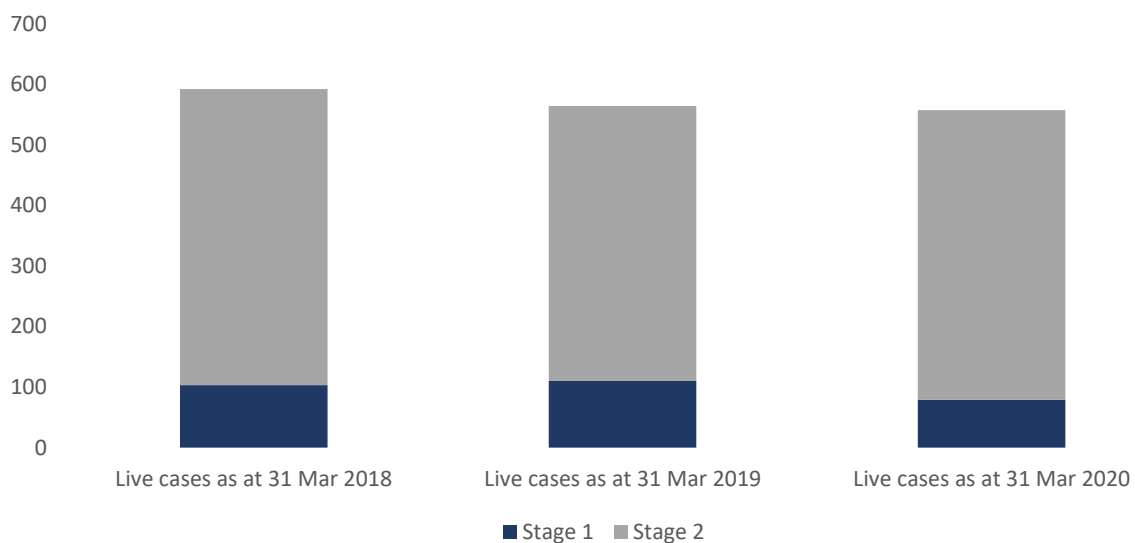
There were also a further 164 applicants assessed as unintentionally threatened with homelessness. Only 11 people were assessed as intentionally homeless or threatened with homelessness during 2019/2020.

Approximately 23% of all assessments were closed without a determination. While most of these were people who resolved their own homelessness prior to an assessment decision or chose to withdraw their application, there was still 143 cases closed as lost contact before an assessment decision (approximately 10% of all assessments compared to 8% in 2017/2018). This requires to be addressed and improved.

### 2.4. Open cases at 31<sup>st</sup> March

As at 31 March 2020, there were 478 households which still had a live case awaiting discharge of duties. 383 of those were assessed as unintentionally homeless. There were also 79 cases awaiting an assessment. The baseline position was 489 open assessed cases and 103 awaiting an assessment.

**Open cases at end of financial year 2017/2018 to 2019/2020**



Source: Dundee City Council HL1 2019/2020

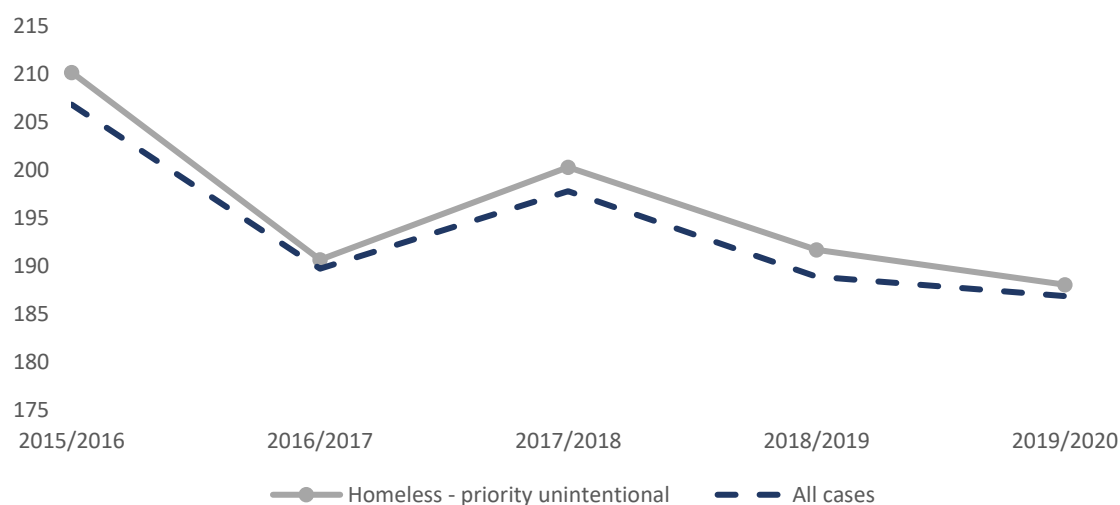
The number of open homeless cases has risen to 636 following the pandemic.

### 2.5. Average length of cases closed during the financial year

The average case duration in 2019/2020 for those assessed as unintentionally homeless was 188 days. This is a reduction of 12 days from 2017/2018.<sup>1</sup>

<sup>1</sup> This was incorrectly reported in the original plan as 172 days in 2017/2018

**Average length of case (days) for unintentionally homeless cases 2015/2016 to 2019/2020**

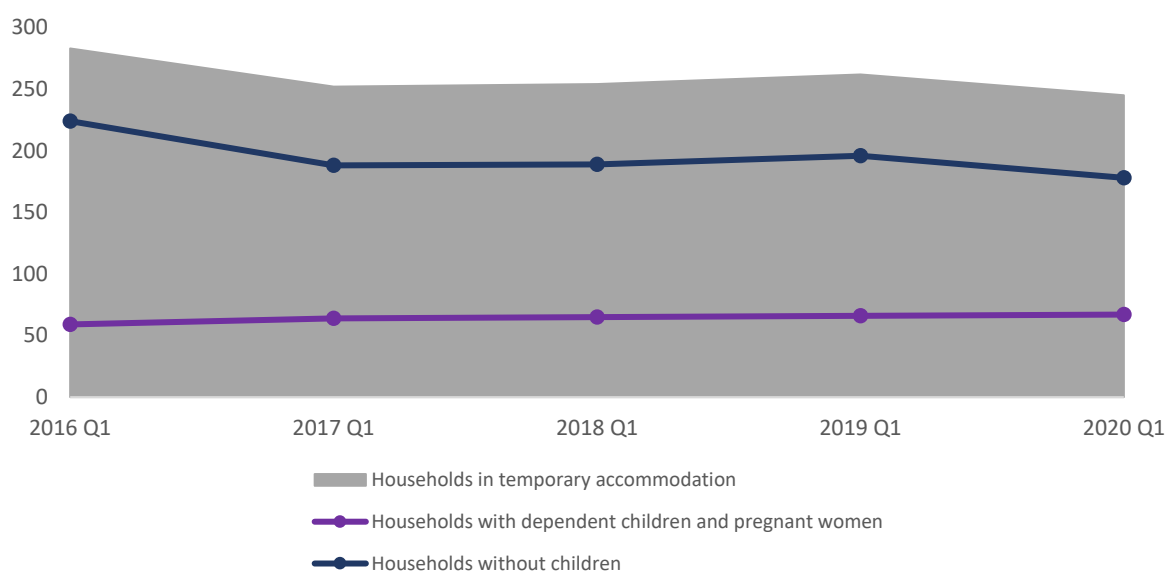


Source: Dundee City Council HL1 2019/2020

## 2.6. Temporary accommodation

As at 31/03/2020, there were 245 cases residing in temporary accommodation. This is a small reduction from 254 at the end of the same quarter in 2018. Approximately 73% of applicants occupying temporary accommodation were households without children or pregnant women. This was approximately 75% at the baseline position.

**Number of households in temporary accommodation at end of financial year 2015/2016 to 2019/2020**



Source: Dundee City Council HL1 2019/2020

Overall average time spent in temporary accommodation<sup>2</sup> in 2019/2020 was 133 days<sup>3</sup> (130 days for households without children and 145 days for households with children). This is a reduction of 6 days on average since 2017/2018. The average for households without children is almost the same but there has been a 31 day reduction for households with children.

<sup>2</sup> This is the average total length of time spent in temporary accommodation throughout case

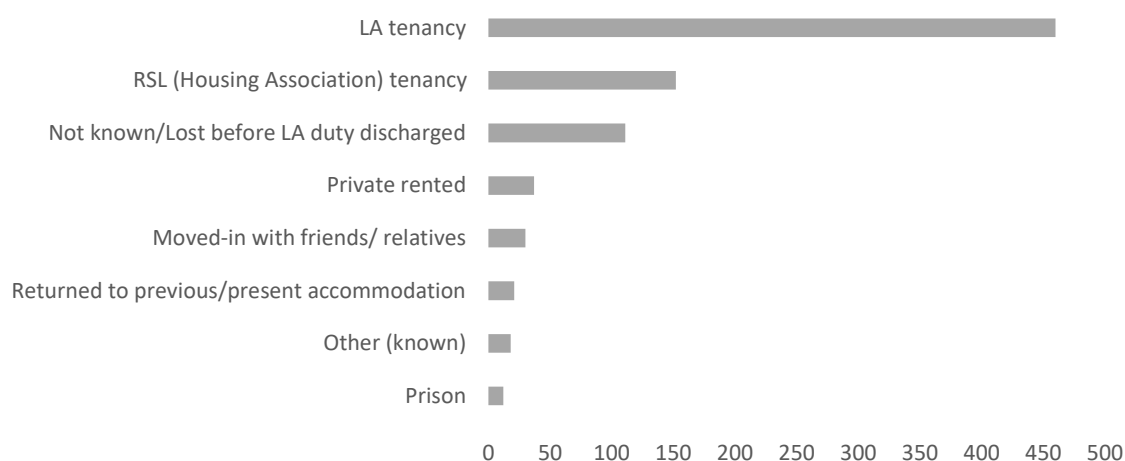
<sup>3</sup> This is currently an estimated figure based on the actual position at 30 September 2019

As a result of creating additional temporary accommodation to respond to the COVID pandemic this has now increased to 400 households in temporary accommodation.<sup>4</sup> Almost 90% of these additional placements have been households without children.

## 2.7. Outcomes

For those assessed as unintentionally homeless or threatened with homelessness by Dundee City Council, 460 were rehoused into a Local Authority tenancy, 152 by a Registered Social Landlord and 37 in the private rented sector during 2019/2020. As a proportion of all outcomes 77% of applicants assessed as unintentionally homeless secured settled accommodation<sup>5</sup>.

### Outcomes for cases assessed as unintentionally homeless 2019/2020



Source: Dundee City Council HL1 2019/2020

During 2019/2020, Dundee City Council let approximately 45% of all properties to homeless applicants. The figure for RSLs within the Common Housing Register was approximately 38%. This is an increase from 41% and 35% respectively in 2017/2018 but is still below the target set for the RRTP.

Using those assessed as unintentionally homeless in the financial year, lets across all sectors only met 77% of new demand. This is a slight reduction from 81% in 2017/2018.

Using the methodology provided, based on the number of applicants awaiting housing, the backlog and new assessments and the current number of applicants who are either rehoused or lose contact after assessment there is a projected deficit of at least 170 properties for homeless applicants per year. This has increased from 141 at the baseline position.

## 2.8. Housing Options

Housing Options data for 2019/2020 is still not confirmed so will not be included in this iteration at the moment.

<sup>4</sup> Figure correct as of 21/07/2020

<sup>5</sup> Percentage of applicants securing a LA tenancy, RSL tenancy or private sector tenancy

### 3. Temporary accommodation position

This section of the plan describes the position of temporary accommodation in Dundee City during 2019/2020. The broad descriptions used for temporary accommodation types are the same as those used in the Rapid Rehousing Transition Plan guidance. These are:

- Emergency accommodation – Provided at first point of contact and only used as short term accommodation
- Interim – Accommodation provided on an interim basis before the LA has discharged its duty into settled accommodation
- Temporary Furnished Flats (TFF) – Self-contained flats in the community used as temporary accommodation
- Other – Anything else used as temporary accommodation (e.g. Refuge accommodation)

#### 3.1. Capacity

There were 270 units of temporary accommodation available at 31 March 2020. This accommodation is spread throughout the city and comprises of flats, hostels, supported accommodation and supervised units. This is approximately a 15% reduction from the temporary accommodation stock at the baseline position.

During Year 1 of the plan a direct access hostel consisting of 33 rooms was closed. This service was delivered by Transform Community Development and was the largest 3<sup>rd</sup> Sector Hostel in Dundee.

With effect of 31/03/2020, this accommodation was permanently closed and all residents within rehoused. The closure of this hostel meant we ensured compliance with Temporary Accommodation Standards as all 33 units would have fallen within the Unsuitable Accommodation Order Legislation. The team within Transform Community Development were realigned to deliver Housing First Support.

There was also a reconfiguration of 9 individual flats suitable for family accommodation situated within a staffed accommodation block. This was previously used as direct access, temporary accommodation and has now been re configured as family supported accommodation. In partnership with Action For Children (AFC), Hillcrest Homes and Children and Families Service, AFC are now providing onsite support to 9 families.

As a response to the pandemic, a significant amount of additional temporary accommodation has been created to mitigate no permanent lets being made. As of 21/07/2020 the total capacity of temporary accommodation was 431. Almost all additional capacity has been met by creating additional temporary furnished flats.

#### 3.2. Number of households living in temporary accommodation during 2019/2020

During 2019/2020 it is estimated that 1,039 temporary accommodation placements started and 1,063 placements ended. When these figures are added to the 268 applicants who were in temporary accommodation from the previous reporting period there were an estimated 1307 stays within temporary accommodation during 2019/2020. This was a very similar number of placements to the numbers in 2017/2018.

### 3.3. Type of provision

Based on the overarching type of the accommodation, the composition of Dundee City Council's provision of temporary accommodation at 31/03/2020 was:

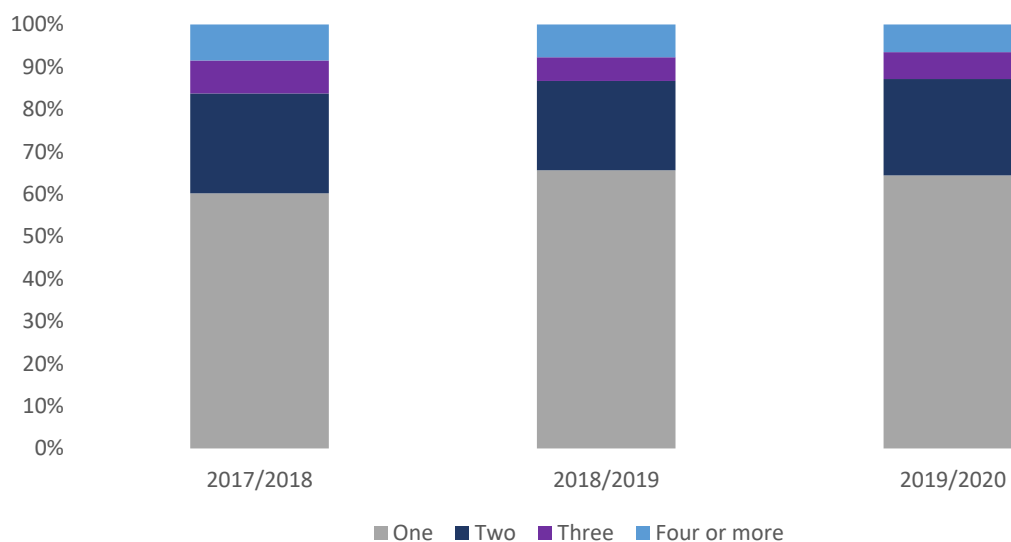
Type of accommodation	Number
<b>TFF</b>	83
<b>Emergency</b>	65
<b>Interim</b>	84
<b>Other</b>	38

Just under 50% of the temporary accommodation provision is currently hostel accommodation. Within this category there is a mix of direct access hostels (emergency) and resettlement hostels (interim). It should be noted that the resettlement hostels consist of self-contained furnished apartments. The accommodation is of a high standard and occupants report high levels of satisfaction. The proportion of accommodation defined as hostel was over 50% at the baseline position.

### 3.4. Type of households

During 2019/2020 there were 718 unique households which entered temporary accommodation over 1030 placements. Approximately 84% of these households were households without children. This proportion has risen from 79% in 2017/2018. The majority of multiple placements were made by households without children. There were fewer households with multiple placements than in 2017/2018.

Number of placements in temporary accommodation by year 2017/2018 to 2019/2020



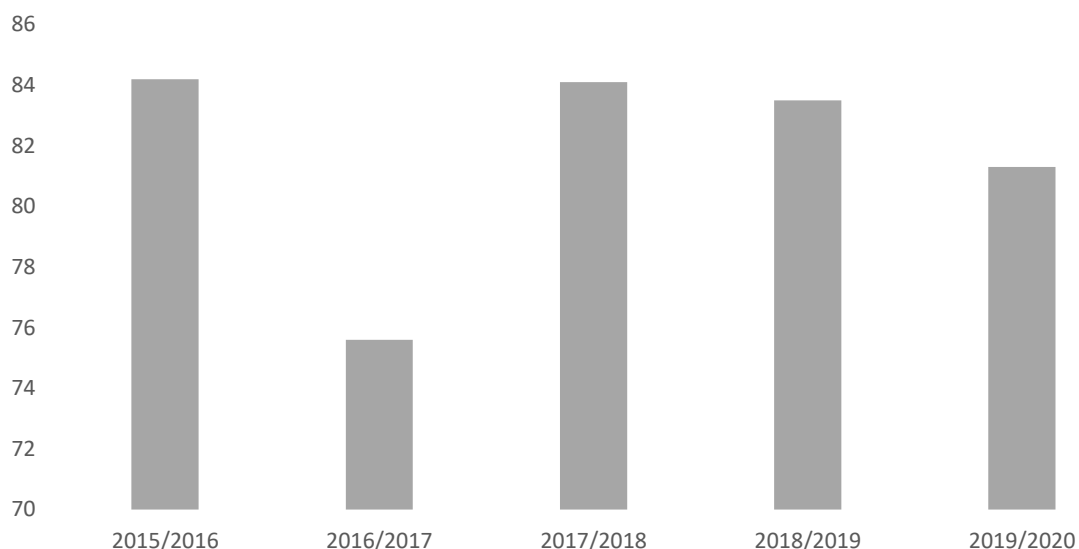
Source: Dundee City Council HL3 2019/2020

### 3.5. Length of placements

The average length of stay in temporary accommodation placements in 2019/2020 was 81.3 days. This is almost a 3 day reduction from 84.1 days in 2017/2018.



#### Average length of stay per placement in temporary accommodation 2015/2016 to 2019/2020



Source: Dundee City Council HL3 2019/2020

The average length of placements in Emergency accommodation were considerably shorter at 47 days than other types of temporary accommodation. Applicants tend to be accommodated in this type of temporary accommodation initially before being moved on to other types of temporary accommodation.

The longest average length of placements was in interim temporary accommodation at 159 days. However, there is significant variance within this category.

Average length of placements within temporary furnished flats was 148 days which was almost 30 days fewer than in 2017/2018. There is still some variance between the length of stay in smaller TFF and larger accommodation but this variance has reduced.

'Other' temporary accommodation includes a variety of temporary accommodation such as women's refuge, B&B and unfurnished properties, as such there is significant variance in this category but the average stay was 125 days.

## 4. Rapid Rehousing 5 year visions / projections

Within this last year we have taken major steps within the Homelessness Partnership in the direction of reconfiguring our temporary accommodation portfolio. Our aims included:

- Implement Temporary Accommodation review
- Reduce time spent in temporary accommodation
- Increase supply of settled accommodation options

It is projected that the Rapid Rehousing Transition Plan can reduce the need for temporary accommodation by Year 5 through the review and remodelling of temporary accommodation as set out in our Rapid Rehousing Transition Plan.

### 4.1. Assumptions

This section of the original plan was based on the primary assumption that there would be a small reduction in applications, 50% of applicants would require temporary accommodation and a 5% void rate in temporary accommodation. Alternative models were also created for different assumptions.

As a result of the Covid-19 pandemic these assumptions will require to be revisited and will require the creation of models well out-with the range of the original assumptions. A significant divergence from the original plan is likely for Year 2 and possibly Year 3 which will result in non-linear assumptions whereas all models in the original plan were linear in nature and based on relatively predictable variables which is no longer the case.

It is currently unknown what levels of homelessness will be seen as a result of the pandemic but it is likely the potential range of assumptions required will have to increase substantially from the original plan particularly for Year 2. The proportion of households requiring temporary accommodation has increased significantly during the pandemic and is currently just over 60%. It is unknown if this will continue but a model will be created with this higher assumption. There are particular concerns that although applications have decreased during the early stages of the pandemic, there may be an increase once the emergency coronavirus legislation ends.

### 4.2. Temporary accommodation capacity

Over the five years of the plan it is still envisaged that the supply of temporary accommodation will be reduced considerably. This will mainly involve much shorter length stays due to providing settled accommodation in shorter timescales, making better use of the existing supply and transforming units into permanent supported accommodation to provide settled accommodation.

It is projected that the Rapid Rehousing Transition Plan can reduce the need for temporary accommodation from 309 units in Year 1 to 153 units by the end of Year 4 with a further review after Year 5. The transformation of temporary accommodation will provide additional units of permanent supported accommodation. These plans were developed with our third sector partners and agreed by the Homelessness Partnership. The indicative estimates for the five year plan adjusted for the Year one position are:

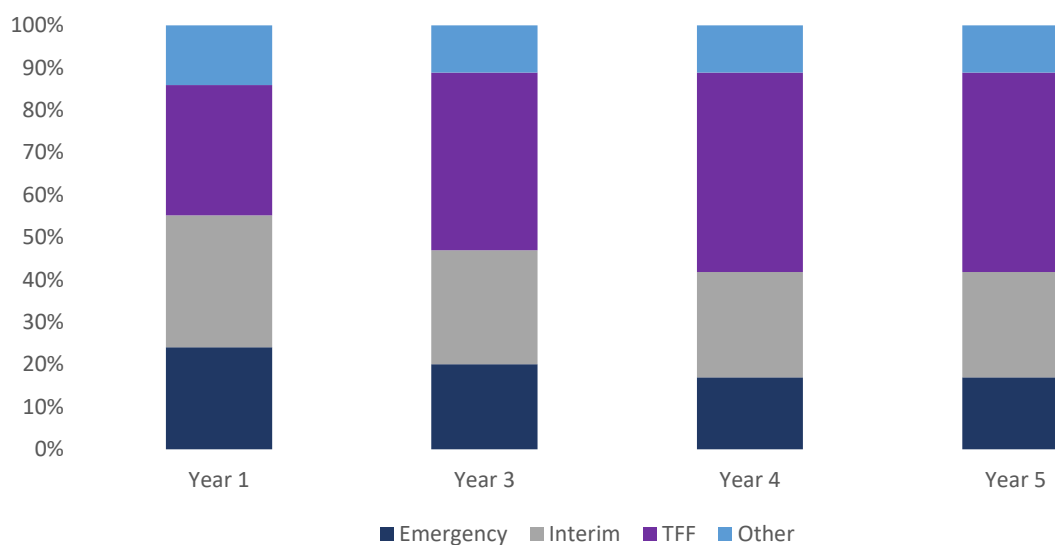
	Year 1	Year 2	Year 3	Year 4	Year 5
<b>Emergency</b>	65	57	36	26	26
<b>Interim</b>	84	66	48	38	38
<b>TFF</b>	83	80	75	72	72
<b>Other</b>	38	25	20	17	17

While this original plan has not changed, the timescales and milestones will require to be reviewed during the current year as application levels and demand for temporary accommodation becomes clearer.

### 4.3. Type of provision

A key aspect of the plan is to reduce the reliance on hostel-type accommodation and move towards a temporary accommodation model which has greater reliance on temporary furnished flats and 'Interim/supported' temporary accommodation where on-site support is provided and the occupant provided with self-contained fully furnished accommodation.

#### Proportion of temporary accommodation types projected across plan



Source: Dundee City Council HL1 2019/2020

With effect of 31/03/2020, the largest direct access hostel accommodation in the city was permanently closed and all residents within rehoused. The closure of this hostel meant we ensured compliance with Temporary Accommodation Standards as all 33 units would have fallen within the Unsuitable Accommodation Order Legislation

There will be no test of readiness for a tenancy in any of the units of accommodation. Any placement in temporary accommodation will be for as short a time as possible until settled accommodation is available.

Housing First will be provided for people with complex needs and facing multiple disadvantages where assertive, intensive housing support will be provided.

There is an acknowledgment that a supply of emergency accommodation will be required to provide for the immediate needs for temporary accommodation. This accommodation will be intended for very short stays to alleviate rooflessness.

### 4.4. Types of households

It is not envisaged that the general profile of applicants requiring temporary accommodation will change over the course of the plan.

In the baseline model, single people have the greatest need for temporary accommodation and make up the majority of placements. It is likely that this will continue to be the case during the

course of the plan. The proportion of households with children requiring temporary accommodation has actually decreased during the pandemic but it remains to be seen while this will continue.

Every individual occupant of temporary accommodation will have a support assessment which will determine the level of support requiring to be provided on an individual basis.

In all instances along with housing support, individuals will be linked into required statutory and third sector supports as well as appropriate community supports.

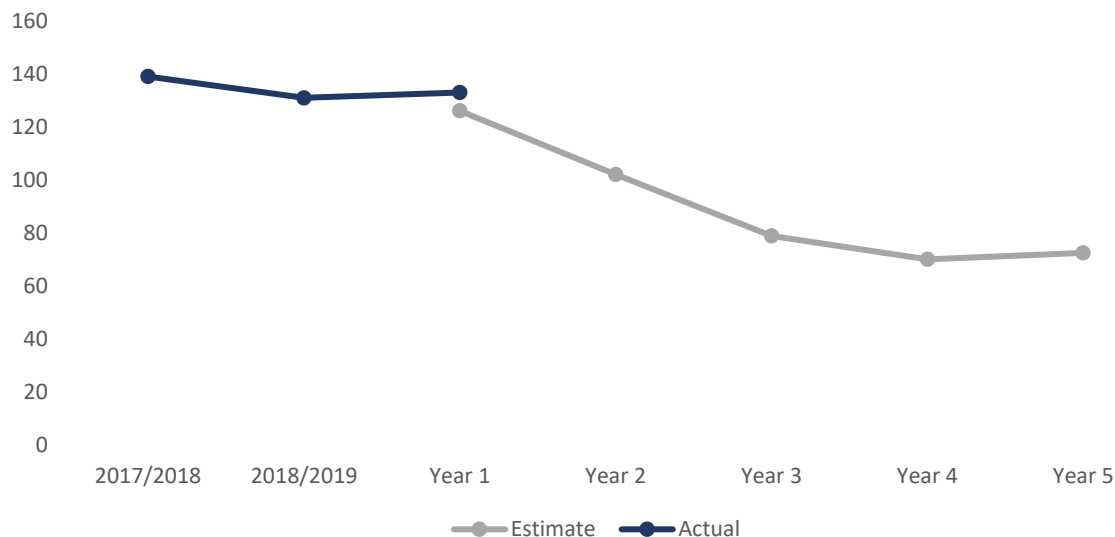
In addition the Local Authority in partnership with Dundee Health and Social Care Partnership has revised the support element delivered in Homeless temporary accommodation at Honeygreen Road. Although this accommodation remains temporary accommodation we have implemented the support delivered by Transform Community Development across 11 self-contained properties and will also utilise the support team to deliver Housing First support across 20 tenancies within the community.

The 11 self-contained properties will be for homeless applicants with a particular focus on delivering intensive person centred holistic support.

#### 4.5. Reduce Time in Temporary Accommodation

Throughout our 5 year RRTP our aim is to ensure the average length of stay in temporary accommodation is reduced to approximately 70 days on average. Up to 31/03/2020 the estimated average time spent in Temporary Accommodation is 133 days. This was a reduction of 6 days from the 2017/2018 position but just behind our initial target.

**Average length of stay across all placements projected during plan**



Source: Dundee City Council HL1 2019/2020

Due to the impact of Covid-19 and increase in people within temporary accommodation we may find this target a challenge, especially over year 2 and as we move in to our recovery process albeit this remains our long term aim.

The RRTP looks to convert temporary furnished flats to permanent tenancies when appropriate to minimise the disruption for those in this type of temporary accommodation. Due to Covid-19 pandemic this has been delayed and in fact meant we have had to create further temporary furnished flats to accommodate an increased demand on temporary accommodation. During

lockdown, Dundee City Council have seen a 15% reduction in Homeless applications. However during the same period we have seen a 16% increase in the demand for temporary accommodation. This has meant our furnished units of Dundee City Council temporary accommodation have increased from 74 units as at 31/03/2020 to 214 at 21/07/2020.

As part of our recovery process in year 2 we will review and look to convert temporary furnished flats where appropriate in to permanent lets and analyse time spent in temporary accommodation to establish how we can further reduce.

To minimise time spent in temporary accommodation we will look to increase 'flipping' over the lifetime of the plan based on demand and use of temporary accommodation at the time.

## 5. Support Needs

The provision of the appropriate level of support for each applicant will be a key determinant of the success of the transition to rapid rehousing.

- Housing First is the first response for people with complex needs and facing multiple disadvantages where assertive, intensive housing support will be provided.
- Where mainstream housing, including Housing First, is not possible highly specialised supported accommodation with on-site support provision.
- Within tenancies generic housing support services.

The baseline and predicted levels of support needs are documented in this section of the plan. A combination of identified support needs provided in the HL1 return and support needs assessments carried out under section 32B will provide the basis for this section of the report<sup>6</sup>.

### 5.1. Type of support needs

Based on HL1 assessment data in 2019/2020, 41% of applicants who were assessed as unintentionally homeless or threatened with homelessness had no support needs and a further 29% had one identified support need. Two support needs make up 17% of those assessed and 13% have 3 or more support needs. Since the baseline position there has been a very small drop in the proportion with no or one support need and a 5 percent rise in those with 2 or more support needs.

Of those with identified support needs in 2019/2020, the most common support needs were mental health problems and Basic housing management/independent living skills. These made up 61% of support needs. Drug and/or alcohol dependency was a recognised support need for 104 applicants assessed as unintentionally homeless in 2019/2020. In the baseline position Basic housing management was the most common support need but this has now been surpassed by mental health problem.

### 5.2. No/low support needs

The majority of homeless applicants to Dundee City Council will fall into this category. The initial plan had approximately 65% of applicants each year having no or low support needs except for assistance in being provided with suitable accommodation. This was based on an average of the proportion of applicants who have no or one support need identified in the HL1 and those assessed as not requiring housing support. Using this same methodology this proportion has risen to approximately 70%, however until more analysis is done into this change the plan will stick to the original finding. Breaking it down slightly more approximately 40% would have no support needs with the remaining 25% requiring low level support. This group of applicants would need case management and housing options assistance to source a suitable property as well as sign-posting and low-level housing management support provided by housing providers. The proportion of applicants within this category may rise as long term support issues are addressed within the other categories.

### 5.3. Medium support needs

This proportion of homeless cases would be between 15%-20% on an annual basis. This is based on the proportion of applicant's who have been assessed as requiring housing support on an annual basis since 2012 excluding applicants who fall into other categories. This is also roughly in line with the proportion of applicants with two or more support needs who would not fall into the

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<sup>6</sup> Due to some concerns about the accuracy of some of this data, it is intended that a thorough assessment of support needs throughout the city will be undertaken as part of this plan.

SMD/Complex needs category. This group would be capable of sustaining mainstream housing with the support of visiting housing support, along with other statutory and third sector supports.

#### 5.4. SMD/Complex needs

Based on research carried out by Heriot-Watt University, Dundee City Council has one of the highest incidences of Severe and Multiple Disadvantage/Complex needs on Scotland. This includes applicants with history of involvement with homelessness, criminal justice and substance misuse. By applying this methodology to HL1 data from subsequent years, approximately 20% of applicants assessed as homeless could fall into this category. With suitable multi-agency planning a proportion of this cohort would be capable of sustaining a mainstream tenancy with housing support and other professional supports. This may reduce the proportion requiring a more intensive support based approach, such as housing first to approximately 10% of homeless applicants based on current needs. This approach should reduce the likelihood of repeat homelessness and as a result it could be expected that this proportion would reduce in subsequent years.

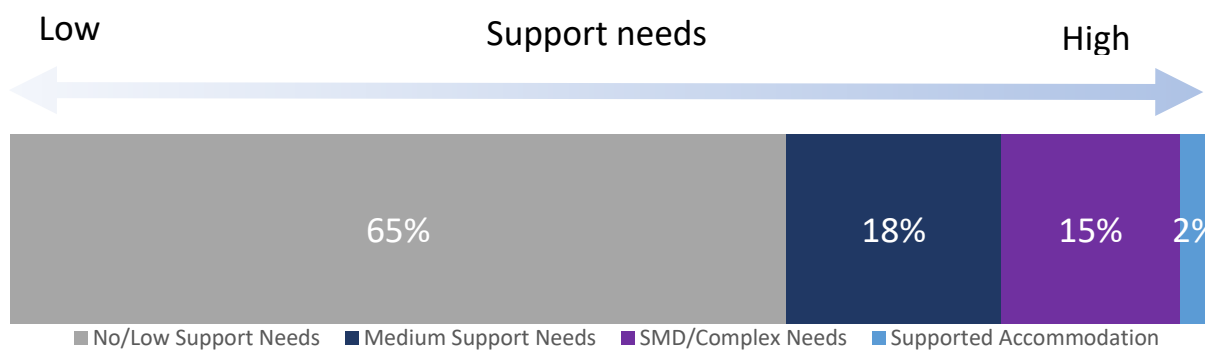
In attempts to end rough sleeping, Dundee created a virtual team across partner organisations, Health and Social Care Partnerships and 3rd sector support services including Health and Homeless Outreach Team in attempt to reach out to those rough sleeping and provide temporary accommodation.

Dundee City Council also funded support projects in Year 1 which included Eagle Wings, Shelter and Church’ in the West to support individuals who were rough sleeping over the winter months.

#### 5.5. Supported Accommodation

This category would contain applicants where independent living within the community is not possible and permanent supported accommodation would be the most appropriate outcome. It is expected that the proportion of applicants requiring this form of accommodation would be lower, with perhaps only 1- 2% of cases per annum falling into this category. It is expected that the proportion could drop once appropriate supported accommodation is available for all applicants that require this type of accommodation. The supply for this accommodation will mainly be met by realigning from existing temporary accommodation stock.

Proportion of support requirements across plan



## 6. Rapid Rehousing Plan

This section will contain the main plans, targets and projects to achieve the overall aims of our rapid rehousing plan over the course of the plan. It is acknowledged the plan will remain dynamic and the main focus will be on plans for the next year and will be continually monitored and adapted.

### 6.1. Proportion and numbers for rehousing supply requirements to meet demand over plan

The backlog of cases at the end of Year 1 was 478. To reduce this backlog over the remaining years of the plan will require an increase in lets across all housing providers and tenures.

It should be expected that the increased focus on prevention will lead to at least a small reduction in the number of homeless applications over the plan. There was an approximate 4% decrease in applications in Year 1.

As a result of the pandemic it is extremely difficult to predict the level of applications in Year 2.

As a result of the uncertainty over the level of homeless applications and the number of terminations and therefore lets which will become available, several different assumption levels will be required and the plan will need to be more dynamic to respond.

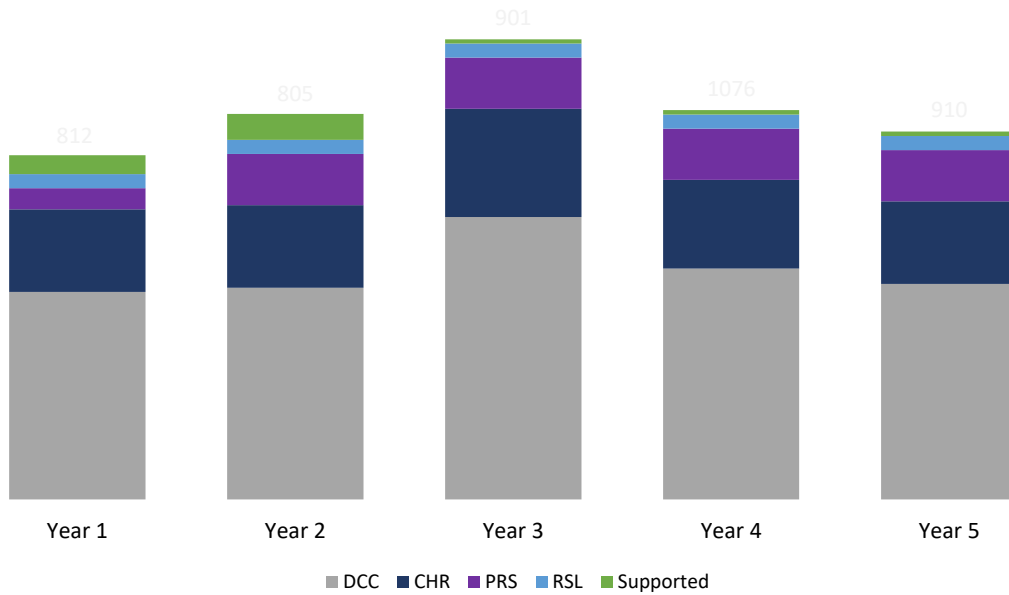
The baseline assumption was a small annual decrease in homeless applications but an increase to 75% of applicants being assessed as unintentionally homeless, that model required the total lets to homeless households across all sectors to be in the region of 1,000 per annum across the 5 years of the plan (not including those requiring supported accommodation). However, there was still some lost contacts, applicants who make their own arrangements or return to previous arrangements which would reduce the total number of lets required.

In order to meet the backlog and new demand the following targets will be required in this model:

- 55% of lets across the Common Housing Register (this is assuming that the total number of lets remains constant) until the backlog of applicants is cleared. This would result in an average of 634 lets from Dundee City Council and 245 lets from Registered Social Landlords in the CHR annually for the next 2 years. Then an annual quota of 45% of lets for the last 2 years of the plan.
- This would require a short term increase to 75% of lets to recover from the position following the pandemic when no permanent lets were made.
- An increase of 10% of lets from Registered Social Landlords not currently in the Common Housing Register. This would result in approximately 33 lets per year on average.
- Approximately 120 private sector tenancies per year. This is a significant increase on the baseline position and would be achieved through increased use of the rent deposit guarantee scheme. This will be subject to the property being affordable to the household.



**Composition of lets across plan**

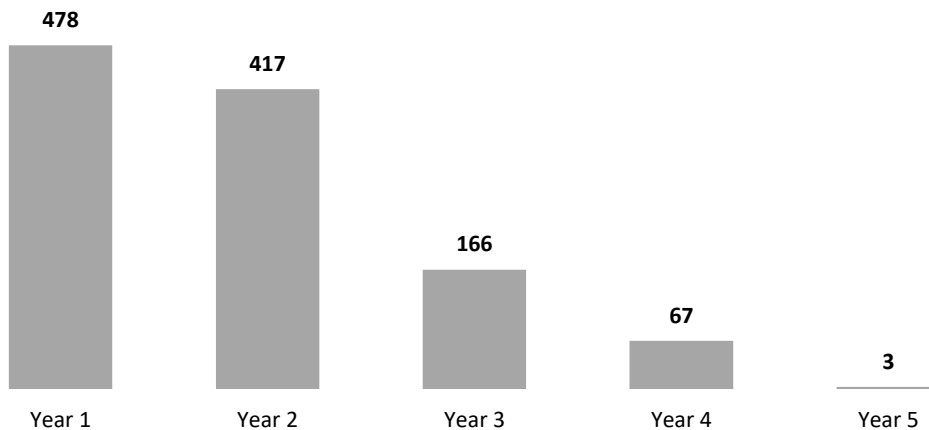


Source: Dundee City Council HL1 2019/2020

A worst case scenario where there is a significant increase in homelessness of 15% across the remaining years of the plan and a reduction in total social sector lets by 15% per year would require approximately 65% of lets from Dundee City Council and CHR partners if the other variables remained constant. This would also include the requirement for 75% for a short term period of recovery.

In all scenarios these targets would have to be monitored on at least an annual basis to ensure that the backlog and new demand was being sufficiently addressed. These allocation targets should clear the backlog by the end of the fifth year of the plan. It is expected that once the backlog has been cleared that the proportion of new social lets to homeless applicants could be reduced to ensure that other housing needs continue to be met.

**Projected backlog by year across plan**



Source: Dundee City Council

Source:

## 6.2. A locally agreed target for the maximum time that homeless households will be living in temporary accommodation to be achieved by end of plan

If the backlog of households who are waiting for housing was to be cleared and the supply of supported housing increased, then waiting times for settled accommodation to be made available should significantly reduce by the end of the plan. The target for an applicant to be rehoused will currently remain at 3 months or 90 days.

Year 1	Year 2	Year 3	Year 4	Year 5
184 days	168 days	139 days	115 days	90 days

This figure should be achievable for almost all households, including those in temporary accommodation. Any increase in applications would require a rise in rehousing targets to prevent a new backlog building. A particular challenge for this target will be households requiring larger family properties with 4 bedrooms or more. For Year 2 the target will remain at between 160 – 170 days which would be a small reduction on Year 1.

## 6.3. Working with social housing providers to optimise the rehousing process

Dundee City Council have an established Common Housing Register including Abertay Housing Association, Caledonia Housing Association and Hillcrest Housing Association as full partners. These housing providers also share a Common Allocations Policy with Dundee City Council. This policy is currently under review and consultation. Any increase in rehousing quotas to homeless households as part of this transition plan will be agreed following consultation with our CHR partners.

Nomination and Section 5 protocols with our Registered Social Landlords not in the Common Housing Register will be updated to assist with the allocation of lets to homeless households.

## 6.4. Developing rehousing solutions in the private sector

The Rapid Rehousing Transition Plan will require increased utilisation of the Private Rented Sector. This may be particularly useful for applicant's requiring housing in areas or property types which have a low turnover in the social rented sector.

Homefinder, our Rent Deposit Guarantee Scheme will work to increase accessibility to the PRS. This team will provide specialised support to liaise with private sector landlords, facilitate viewings and secure private sector housing for applicants in housing need to alleviate and prevent homelessness. This will also be supplemented with a rent in advance scheme in Year 2 to further enhance accessibility to this sector.

Action For Children Family Sustainment Service work in partnership with Dundee City Council to prevent families residing in private rented accommodation from, the threat of, and eviction. The service works with the families to maximize their income and overcome any disputes they may have with the Landlord. The service recouped approximately £30,000 in housing benefit for rent arrears in the 19/20 financial year.

Positive Steps provide supported accommodation within the private rented sector. This service provides furnished properties to vulnerable individuals of whom require substantial support to maintain and engage a tenancy. These properties are leased from both the social and private sector and decorate and furnished by Positive Steps. The individual is supported for a minimum of 2 years and when independence is reached, the property is signed over to the tenant and they become the tenant of the social or private landlord from which the property is leased. This service provides

homes to over 50 individuals at any one time and properties are dispersed throughout the city. This provides choice of area and properties to the individuals that are supported. This service has been operational for more than 15 years and is also now in the process of purchasing properties to expand this service within Dundee.

#### 6.5. Converting temporary furnished flats to settled home/Scottish Secure Tenancies

The original plan featured a target to convert 20 temporary furnished flats to Scottish Secure Tenancies per annum. As a result of a significant increase in temporary furnished flats being created to provide temporary accommodation during the pandemic this will need to be increased in Year 2 as part of our recovery plan. This will be monitored and assessed throughout plan based on demand and need.

This would provide permanent housing which minimises disruption for the household. This would be dependent on the supply of any required alternative temporary accommodation and the suitability of the accommodation.

#### 6.6. Research into local circumstances

Dundee City Council have an effective relationship with local Universities and work in partnership on agreed areas to undertake research to support future service delivery ensuring it is focused on locally based data and research.

In Year one, Dundee City Council and Dundee University agreed on key areas across Homelessness with a view to undertaking research which we are keen to develop in Years 2 and 3 in areas including:

- Gender Specific Accommodation
- Lived Experience
- Housing Support
- Tenancy Sustainment
- Rough Sleeping
- No Recourse to Public Funds (NRPF)

#### 6.7. Mainstream existing Housing first initiatives and upscale in line with local projected need

Dundee City Council planned to initially create 33 Housing First tenancies over the course of Year 1. This was exceeded with 44 tenancies being created in the first year. Our target for Year 2 is to create a further 43 Housing First tenancies which would maintain our 3 year target of creating 100 Housing first tenancies.

With our Health and Social Care colleagues we will assess the effectiveness and levels of need to consider the necessary funding shifts to mainstream the project. Projected support needs would predict ongoing demand for this type of accommodation over the course of the transition plan and beyond. These properties are currently contained within the overall rehousing supply projections above.

We will work with our partners to consider developing specific housing first programmes for specific groups such as prisoners, young people and those fleeing domestic abuse.

Due to the pandemic there has been some delay in rolling the Housing first programme out to RSLs but it is anticipated that this will develop in Year 2.

For some households mainstream housing or housing first will not be appropriate. A full assessment of needs will be required in each individual case to identify the most appropriate sustainable accommodation. This demand could be met by the reconfiguration of units currently used as temporary accommodation. Where households are allocated permanent supported accommodation, management of this accommodation should be included as part of the main Health & Social Care Adult Services which already provides this type of accommodation.

### 6.8. Particular Pathways

Our original plan identified 3 particular pathways that required particular responses as part of our Rapid Rehousing Transition Plan.

In Year 2 these pathways will continue to develop in the following ways.

### 6.9. Prisoners

A dedicated support provider, Positive Connections, supports offenders from conviction to liberation within HMP Perth. These issues can range from tenancy loss, sourcing storage of personal goods, benefit and poverty support, sign posting to specialised external agencies, substance use, relationship issues, sourcing accommodation on liberation, meet and greet on liberation, etc. the aim is to reduce homelessness and the threat of homelessness within the offending demographic, support continues for 12 months after liberation. The service is based on the sticky model of support of which staff stick to the individual to enable appointments to be met, income to be sourced etc. The service enables individuals to reach out at points of crisis and for staff to support with preventative and reactive assistance. We have noted earlier in this report the increase in prisoner releases engaging with Housing Options and submitting a homeless application in Dundee. We accept an application for any individual who is threatened or is homeless however we will also focus on early engagement and support in terms of prevention where possible.

### 6.10. Gendered approach

The scope of the original domestic abuse pathway has increased to a gendered approach to service provision.

A working group has been progressing work on the Make a Stand Pledge over the last year. The main elements of the pledge included the development of a domestic abuse policy for housing, ensuring that information is widely available for people who may be affected by domestic abuse and reviewing the local authority's domestic abuse HR policy.

The domestic abuse policy is being developed by Dundee City Council and closely aligns to the 'Domestic Abuse Guidance for Social Landlords' which was developed by the Association of Local Authority Chief Housing Officers, the Chartered Institute of Housing, the Scottish Federation of Housing Associations, Shelter Scotland and Scottish Women's Aid and supported by COSLA.

Following research from University of Dundee and Dundee Women's Aid we are also reviewing the requirement for safe supported women-only. Dundee City Council are looking to progress this over years 2 and 3 of the plan.

### 6.11. Young People

AFC have submitted a joint bid with Dundee City Council to the Corra Foundation. The submission is to support young people via the housing first model. This will enable AFC/DCC to gradually reduce the amount of temporary accommodation for young people through providing settled permanent tenancies following a period of transitional support. The intention is to gradually reduce the temporary accommodation available for young people by 50% over a 2 to 3-year period.

The youth housing first model will complement the AFC/DCC Youth Options Service. A service set up to proactively prevent young people leaving the family home, if it is safe to do so. AFC support young people and families to take a solution focus approach through facilitated conflict resolution until a permanent outcome is achieved.

## 7. Investment Plan

The successful implementation of this plan will rely on the appropriate resources being available. Some of these actions such as increasing quotas of social lets will have no additional cost. Reducing the level of temporary accommodation should facilitate reallocation of funding to other services required such as intensive housing support. Many of the changes such as converting temporary accommodation to alternative uses will have substantial transformation costs attached. The investment plan contains initial estimates of requirements for and sources of funding.

This section will mainly focus on planned investment using existing allocations and will adapt as further resources and allocations are known.

### 7.1. Investment

Homelessness and Housing options services in Dundee are currently strategically managed in partnership by Dundee City Council and Dundee Health & Social Care Partnership.

Spending in Year 1 and planned investment in Year 2

### 7.2. Temporary Accommodation Remodelling and Increase Supply of Settled/Supported Accommodation

- Continue to review and implement our temporary accommodation stock with particular focus on hostels within the City and the requirement for supported accommodation.
- Continue to ensure compliance with temporary accommodation standards and factor this within the review of hostel accommodation.
- Work in partnership with Dundee Health and Social Care Partnership, 3rd Sector support services given the evidenced impact particularly through Housing First, Family Sustainment and Youth Housing Options.
- Dundee City Council will work in partnership with Registered Social Landlords in the City to implement Housing First model within their allocations process.
- Review access to our Private Rented Sector and look to adapt our Homefinder Service to support homeless applicants or those threatened with homelessness to access the Private Rented Sector.
- Review temporary single network properties and create a further 43 Housing First Tenancies to continue meeting the 3 year target of 100 Housing First Tenancies.

### 7.3. End Rough Sleeping

- Review recovery plan and look to minimise disruption for the increased numbers of people in temporary accommodation as a result of the Covid-19 pandemic.

- Ensure appropriate support and accommodation is available to those at risk of rough sleeping.
- Where relevant to Dundee, implement recommendations and outcomes from specific areas of research to inform practice.

#### 7.4. Prevent Homelessness from occurring

- Continue to implement Housing First / Locality Model (noted earlier).
- Review Care Leavers Protocol
- Review Section 11 Process
- Review Hospital Discharge Protocol
- Analyse the most common routes into homelessness in Dundee to identify those most at risk with a focus on early intervention and prevention.
- Reduce the amount of families made homeless from private tenancies through the implementation of an early intervention project.

#### 7.5. Investment in Year 2

It is proposed that the available Scottish Government funding for Year 2 is allocated across the 3 main priority areas of the Plan which include:

- Temporary Accommodation Remodelling and Increase Supply of Settled/Supported Accommodation
- End Rough Sleeping
- Prevent Homelessness from occurring

#### 7.6. Monitoring

This Rapid Rehousing Transition Plan is intended to:

- End Rough Sleeping
- Prevent homelessness from occurring
- Improve the standards and types of temporary accommodation
- Reduce time spent in temporary accommodation
- Increase supply of permanent accommodation options
- Provide appropriate support and accommodation

These intended outcomes are monitored on an annual basis alongside our Homelessness and Housing options Strategy to ensure that the implementation is successful and that appropriate resources are harnessed to deliver the RRTP.