

Scotland's transition  
to rapid rehousing



# RAPID REHOUSING TRANSITION PLAN

**YEAR FOUR  
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 4 of the plan and planned projects in the final year of the plan. All contextual data relating to homeless applications, homeless assessments, outcomes and the use of temporary accommodation has been updated.

This plan must be read with the understanding that pressures on homelessness services across Scotland are at unprecedented levels. This will impact on all elements of the plan and may require very difficult decisions to ensure that statutory duties continue to be met.

There are significant changes to some of projections in previous iterations of the plan. Due to uncertainty in how the current economic situation will impact on levels of homelessness, many of the projections contained within this iteration will require to be monitored throughout the year. To mitigate any potential impact, there will be increased emphasis on preventing homelessness and this has been reflected in our activity during year 4.

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 is based on partnership working with Dundee Health & Social Care Partnership and third sector organisations. This holistic approach to addressing homelessness in the City will be enhanced during the final year of the plan with the creation of a new Sustainment, Prevention and Homeless Strategy.

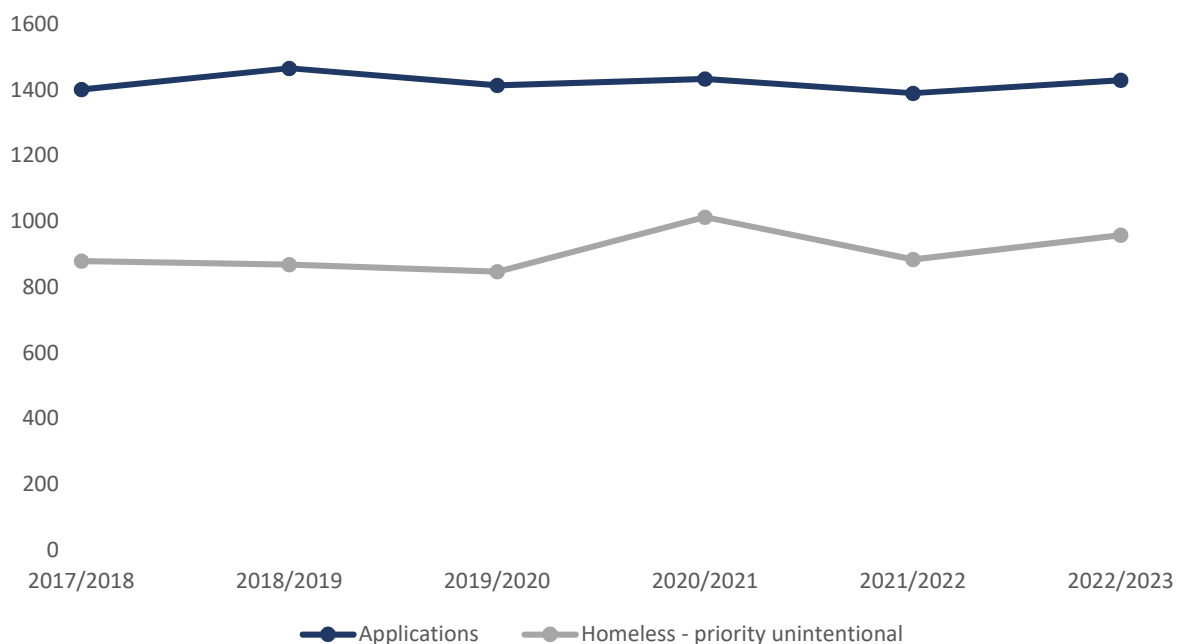
## 2. Homelessness position

This section provides details of homeless applications, assessments and outcomes recorded by Dundee City Council in 2022/2023 compared to the baseline position in 2017/2018.

### 2.1. Homelessness applications

There were 1430 new homeless applications made to Dundee City Council in 2022/2023. This was approximately a 3% increase from the previous year and a 2% increase from the baseline position. Although this is within the expected range of our standard assumptions set out in the original plan it was hoped there would be a year on year reduction throughout the plan but instead there has been minor fluctuations. However, this needs to be considered in the wider context of increasing levels of homelessness throughout Scotland and unprecedented pressures on housing.

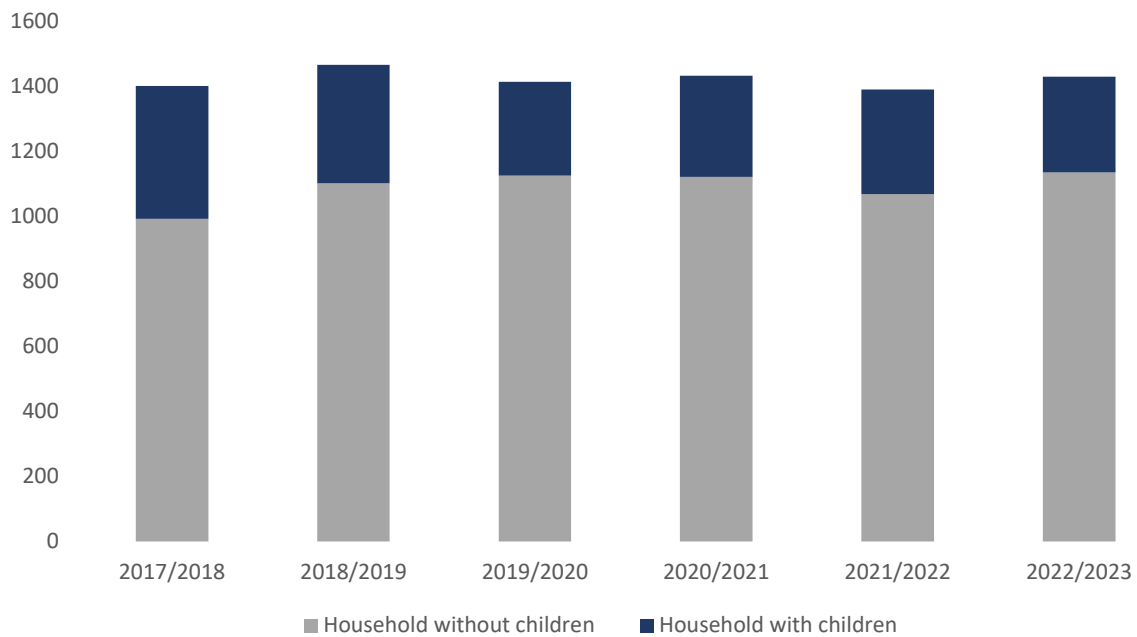
**Homeless applications and those assessed as unintentionally homeless 2017/2018 – 2022/2023**



Source: Dundee City Council HL1 2022/2023

The proportion of households' not containing children is currently at 79% 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 2017/2018 to 2022/2023

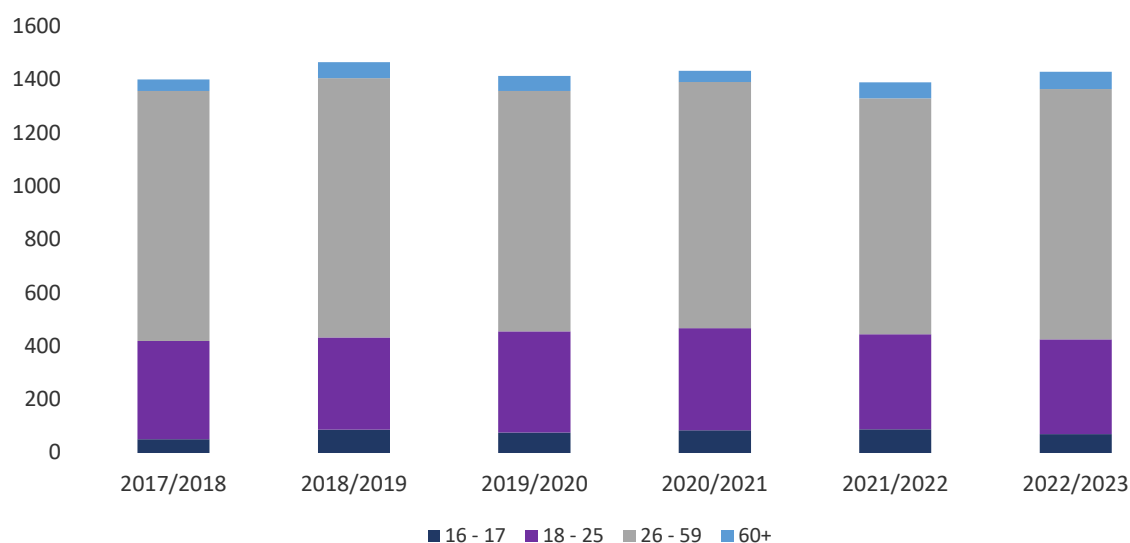


Source: Dundee City Council HL1 2022/2023

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 25% in 2022/2023. The vast majority of applications from households containing children continue to be headed by female applicants.

The age profile of applicants has remained broadly the same as the baseline position although there has been a significant percent change in applications from both 16-17 year olds and applicants over 60 years of age. The percent change in both of these categories must be caveated with the actual numbers being at a very low level at the beginning of the plan. We have a dedicated pathway for 16-17 year olds using a specialist youth housing organisation, Action For Children to provide housing advice tailored to young people. As the vast majority of presentations from this group are due to being asked to leave or a relationship breakdown with parents, we have made some changes to this pathway for 2022/2023 in recognition of this increase to focus more on prevention and conflict resolution.

### Breakdown of age bands of main applicants in applications 2017/2018 to 2022/2023



Source: Dundee City Council HL1 2022/2023

Applications from Parental/family home/relatives and Friends/partners now make over half of all applications (54%). This has increased from 47% in the baseline year. This was initially attributed to be a result of people being asked to leave due to the pandemic. However, this has continued in 2022/2023 and seems to be becoming a longer-term trend.

There has been a further decrease in people applying from prison (83 in 2022/2023 compared to 109 in 2020/2021). The numbers on remand are higher than in previous years so there is concern about future demand. During 2020/2021 there was a significant decrease in presentations from the Private Rented Sector (approximately 34% reduction from the previous year). This trend continued in 2022/2023. This can mainly be attributed to measures to prevent evictions during the pandemic (65% decrease in Termination of tenancy / mortgage due to rent arrears / default and a 54% decrease in Other action by landlord resulting in the termination of the tenancy). There were 165 from the private rented sector during 2022/2023. There is significant concerns that this will eventually rise back to pre-pandemic levels.

#### 2.2. Rough Sleeping

97 applicants stated on their application that they slept rough in the 3 months preceding their application. Of these, 72 also stated they slept rough the night before their application. This is a 45% reduction in people stating on their application that they slept rough in the 3 months preceding their application and a 14% decrease in people stating they slept rough the night before their application from the baseline position. However, it is an increase on the previous year. It is important to note this is a self-reported indicator and there is no physical evidence of rough sleeping in Dundee when more reliable counts have been carried out.

#### 2.3. Homelessness assessments

Dundee City Council had a duty to find settled accommodation for 958 new applicants who were assessed as unintentionally homeless during 2022/2023. As a proportion of all assessments this was 65% compared to 63% in 2017/2018. It had been expected that this figure would rise during the plan due to fewer lost contacts.



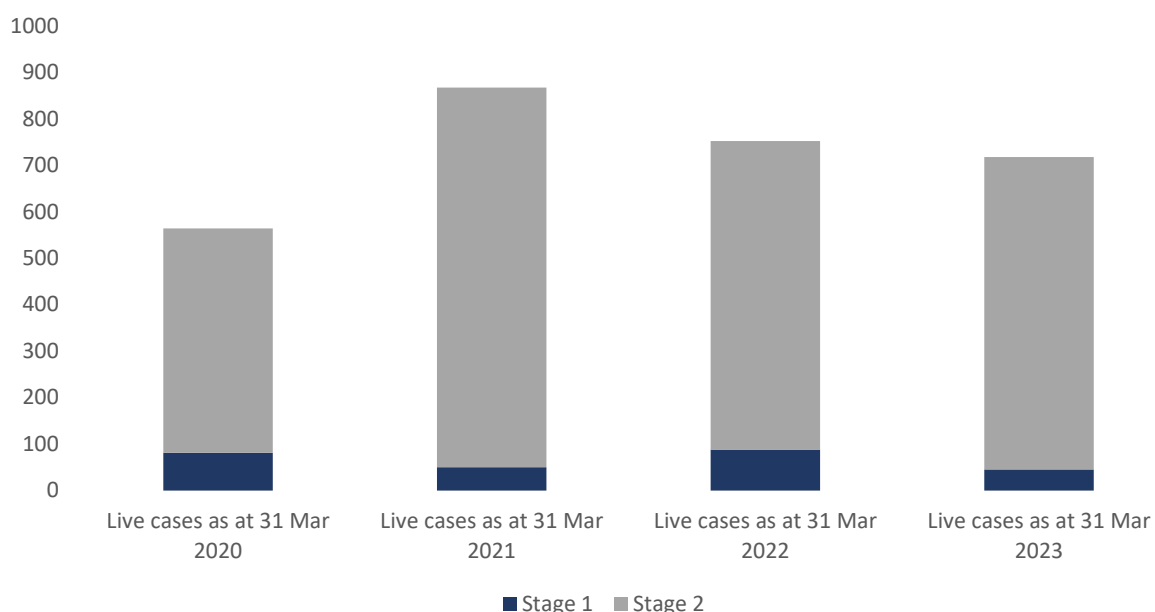
There were also a further 121 applicants assessed as unintentionally threatened with homelessness. Only 21 people were assessed as intentionally homeless or threatened with homelessness during 2022/2023.

Approximately 21% 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 87 cases closed as lost contact before an assessment decision (approximately 6% of all assessments compared to 8% in 2017/2018). We are making operational changes and using service design methodology to address this issue and seeing improvements in performance in 2023/24.

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

As at 31 March 2023, there were 673 households which still had a live case awaiting discharge of duties. There were also 45 cases awaiting an assessment. The baseline position was 489 open assessed cases and 103 awaiting an assessment. The number of live cases open awaiting discharge of duties has increased as a result of the pandemic and the reduction in lets. The focus in the remaining years will be to reduce this by increasing the number of outcomes for homeless applicants and a concentrated effort to flip temporary accommodation to permanent accommodation.

**Open cases at end of financial year 2019/2020 to 2022/2023**



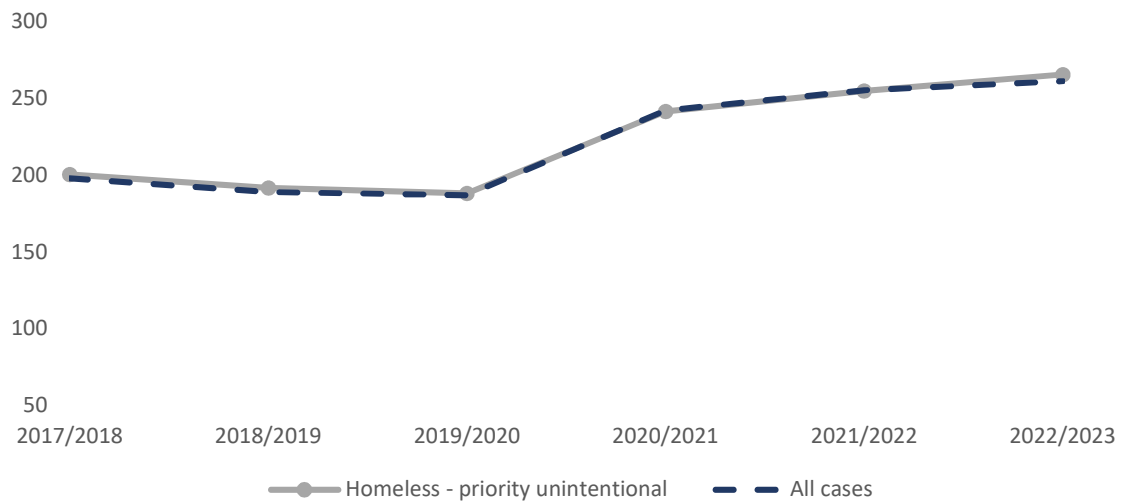
Source: Dundee City Council HL1 2022/2023

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

The average case duration in 2022/2023 for those assessed as unintentionally homeless was 266 days. This is an increase of 66 days from 2017/2018<sup>1</sup> and 11 days from the previous year. Again this can be attributed to the pandemic and the backlog that this created. It is expected that this can continue to rise as we house people who have been waiting longer than expected.

<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 2017/2018 to 2022/2023**

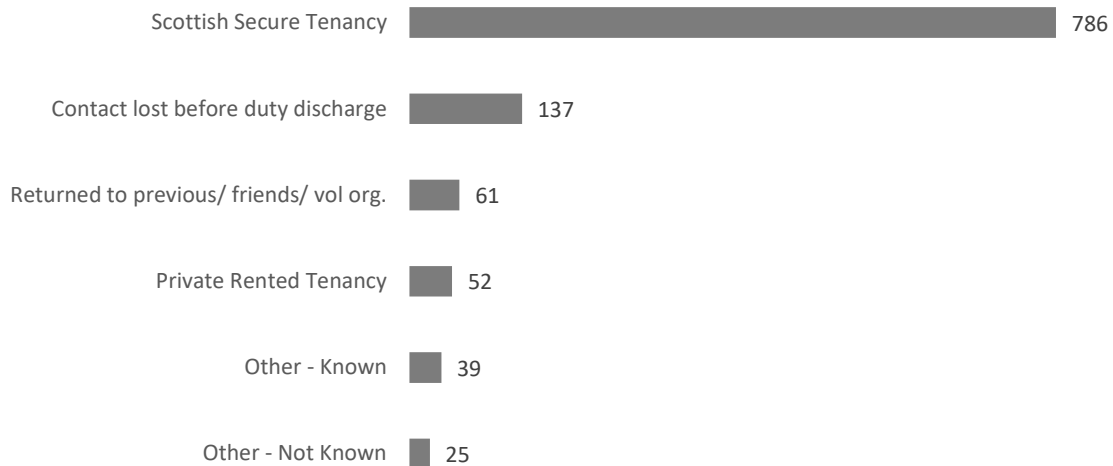


Source: Dundee City Council HL1 2022/2023

**2.6. Outcomes**

There were a total of 1472 cases closed during 2022/2023. For those where there was a duty to rehouse by Dundee City Council, 786 were rehoused into a Scottish Secure Tenancy and 52 in the private rented sector during 2022/2023. As a proportion of all outcomes 76% of applicants where an outcome was recorded secured settled accommodation<sup>2</sup>.

**Outcomes for cases assessed as unintentionally homeless 2022/2023**



Source: Dundee City Council HL1 2022/2023

During 2022/2023, Dundee City Council let approximately 53% of all properties to homeless applicants. The figure for RSLs within the Common Housing Register was approximately 42%. There was a decrease in the percentage of DCC properties but an increase in numbers from the previous year (up to 605 lets from 583 lets in 2021/2022). During the pandemic we increased our quota to 75% of lets to homeless applicants. The large proportion of sheltered stock in our lets dilutes the

<sup>2</sup> Percentage of applicants securing a LA tenancy, RSL tenancy or private sector tenancy

overall % of lets meaning the aim has not been achieved. In total approximately 53% of all CHR lets were to homeless applicants.

Using those assessed as unintentionally homeless in the financial year, lets across all sectors met 76% of new demand. This is a decrease from the baseline position of 81%. Due to the backlog created during 2020/2021, it only accounted for about 47% of all demand during the year.

### 3. Temporary accommodation position

This section of the plan describes the position of temporary accommodation in Dundee City during 2022/2023. 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

As a response to the pandemic, a significant amount of additional temporary accommodation was created to mitigate no permanent lets being made. Most additional capacity was met by creating additional temporary furnished flats. We have also needed to utilise B&B accommodation. This was used for emergency placements with alternative accommodation being sourced as quickly as possible.

There were 385 units of temporary accommodation available at 31 March 2023. This accommodation is spread throughout the city and comprises of flats, hostels, supported accommodation and supervised units. This is approximately a 25% increase from the temporary accommodation stock at the baseline position but a reduction from the 524 units we had at the end of year 2.

During the first three quarters of Year 4, there was significant progress made in reducing the reliance on temporary accommodation. This was a result of increased number of lets, flipping of temporary accommodation to permanent accommodation and faster move on times to permanent accommodation. However, the final quarter of the year resulted in supply issues and increased use of B&Bs to meet demand. This was primarily a result of a reduction in permanent lets.

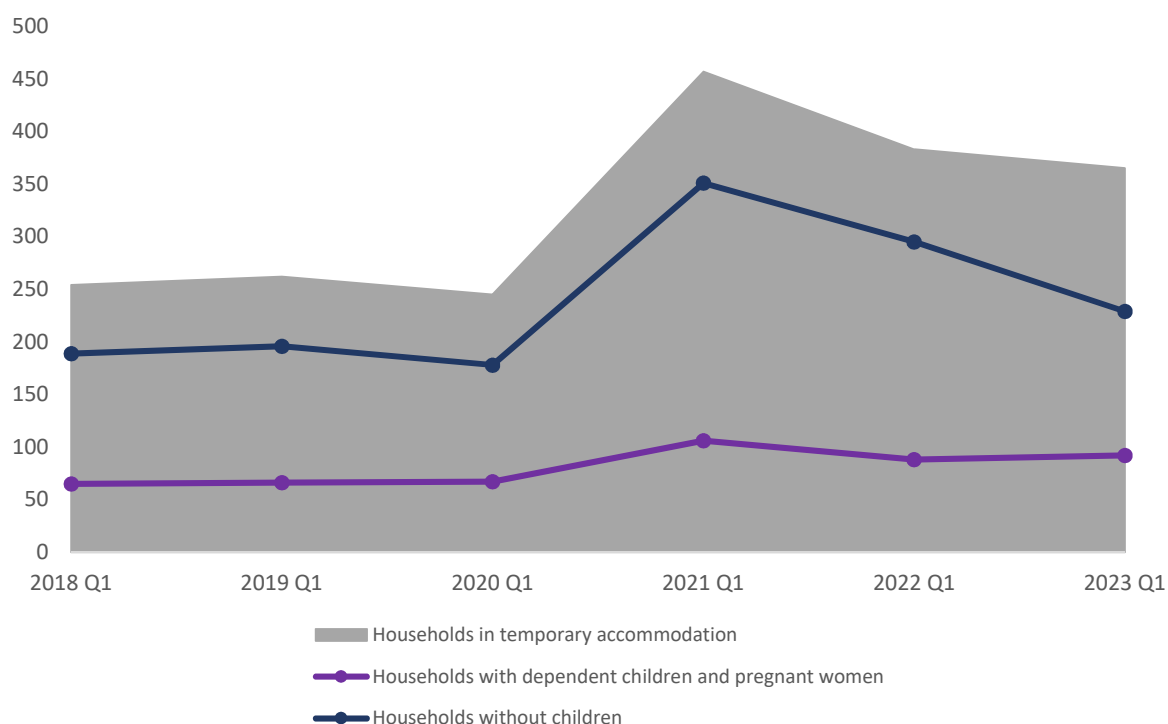
Capacity was also reduced in the youth temporary accommodation provision due to the requirement to accommodate Unaccompanied Asylum Seeker Children.

#### 3.2. Households in temporary accommodation at end of year

As at 31/03/2023, there were 365 cases residing in temporary accommodation. This is a 21% decrease from 383 at the end of the same quarter in 2022. This decrease is a result of improved voids performance, particularly in the first 3 quarters of the 2022/2023. The flipping of temporary accommodation to permanent accommodation has contributed to this reduction. It is still significantly higher than the baseline value which is mainly due to the impact of Covid-19.

Approximately 75% of applicants occupying temporary accommodation were households without children or pregnant women. This is the same proportion as at the baseline position but obviously the numbers are greater.

### Number of households in temporary accommodation at end of financial year 2017/2018 to 2022/2023



Source: Dundee City Council HL3 2022/2023

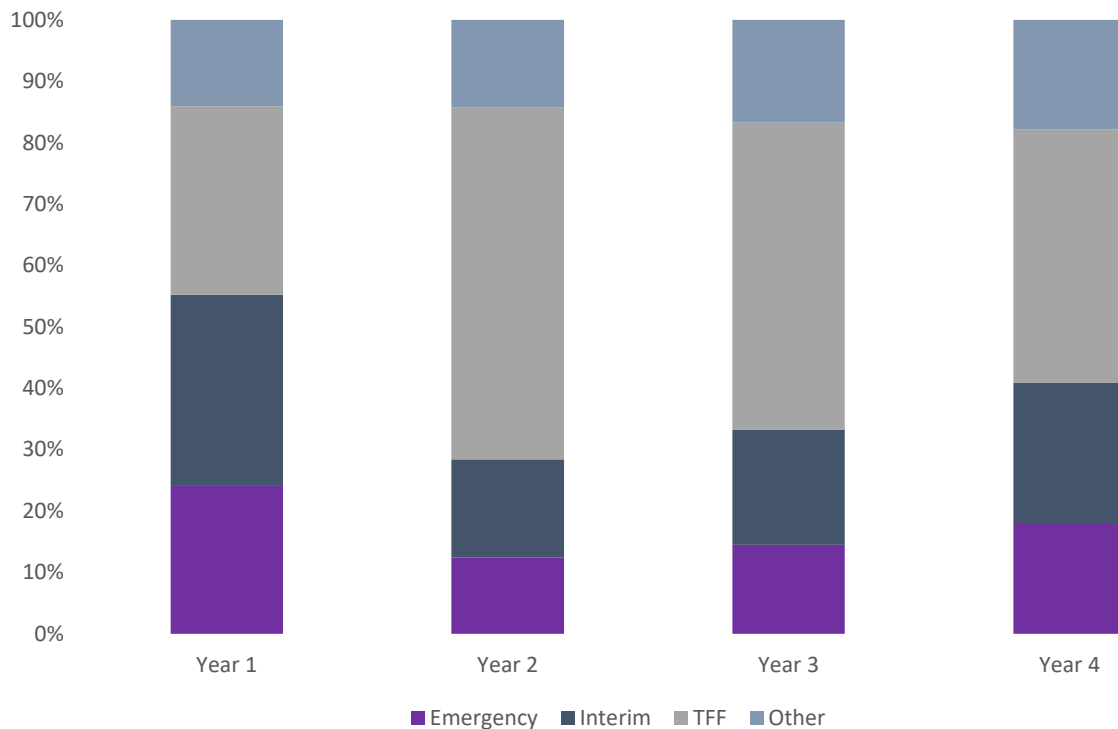
### 3.3. Number of households living in temporary accommodation during 2022/2023

During 2022/2023, 1347 temporary accommodation placements started. This comprised of 799 individual households. When these figures are added to the 381 applicants who were in temporary accommodation from the previous reporting period there were an estimated 1180 households living in temporary accommodation throughout 2022/2023. This is a very slight decrease (<1%) on the previous year but a significant increase from the baseline. The use of temporary accommodation continues to be significantly above the baseline, a particular concern in 2022/2023 is that the numbers in temporary accommodation had reduced to a low of 318 until a reduction in lets in the latter part of the year led to the backlog in temporary accommodation increasing to 364 at the end of the reporting period. Future demand continues to remain uncertain but it is a risk that there will be a further increase in temporary accommodation use in Year 5. This will be influenced by several variables and can go down as well as up.

### 3.4. Type of provision

Based on the overarching type of the accommodation, the composition of Dundee City Council’s provision of temporary accommodation at 31/03/2023 was:

**Proportion of temporary accommodation types projected across plan (year 5 currently uncertain)**



Source: Dundee City Council

Due to the creation of new temporary accommodation capacity in response to the pandemic, half of our temporary accommodation is now temporary furnished flats. The creation of this type of accommodation give us the greatest flexibility when adjusting our capacity and provides people with their own individual accommodation.

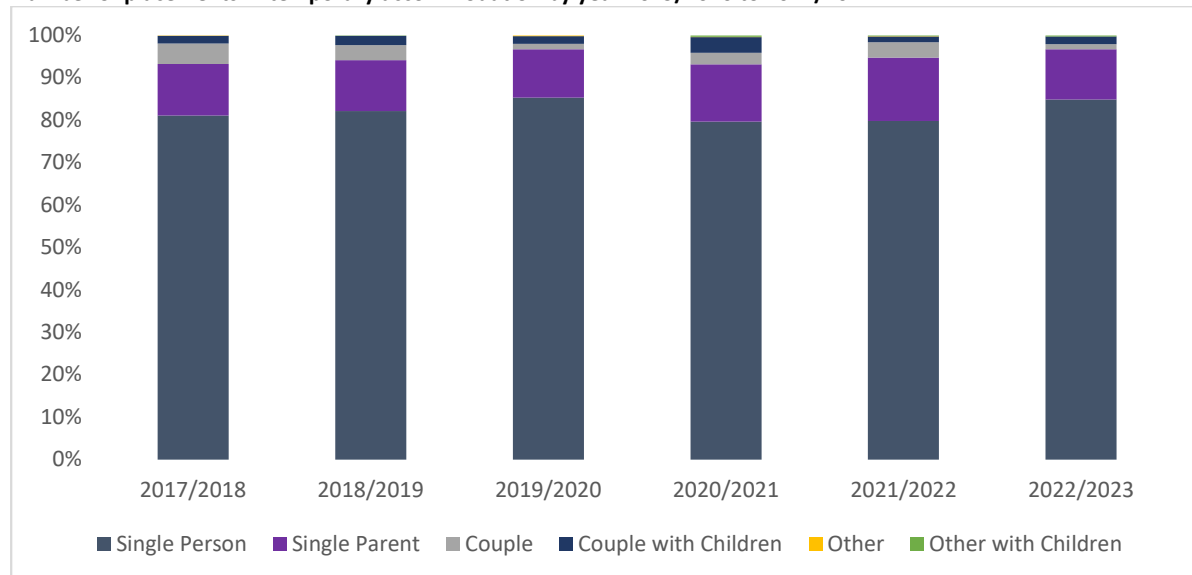
The ‘other’ category includes Women’s refuge accommodation and unfurnished flats which can be used for applicants with their own furniture. We have also used B&B accommodation during the pandemic and had reduced its use during year 4, however in the latter part of the year this increased.

In addition, the Local Authority in partnership with Dundee Health and Social Care Partnership and Dundee Women’s Aid have revised the support element delivered in a Homeless temporary accommodation block to address the particular needs of single female applicants. Although this accommodation remains temporary accommodation, gender specific accommodation for female applicants was provided in 11 self-contained properties during Year 4 of our plan and is continuing into Year 5. This has been recognised as an exemplar model of partnership working and was shortlisted for a Chartered Institute of Housing award in 2023.

### 3.5. Type of households

During 2022/2023 there were 799 unique households which entered temporary accommodation over 1347 placements. Approximately 85% of these placements were households were single persons. This proportion has increased from 81% in 2017/2018. The majority of multiple placements were made by households without children.

**Number of placements in temporary accommodation by year 2019/2020 to 2021/2022**

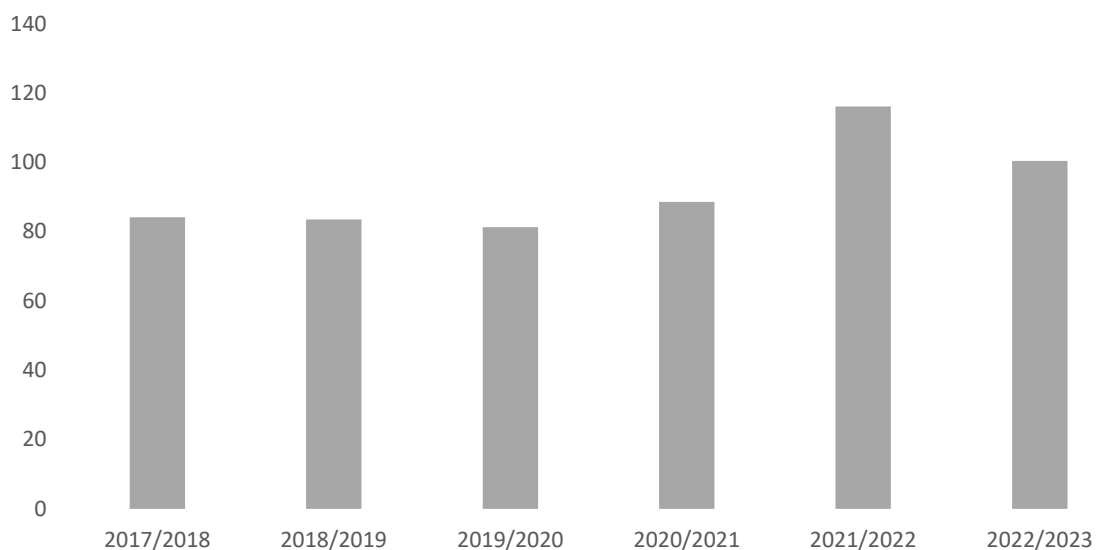


Source: Dundee City Council HL3 2022/2023

### 3.6. Length of placements

The average length of stay in temporary accommodation placements in 2022/2023 was 100 days this was a decrease from 116 days in 2021/2022. This is almost a 16 day increase from 2017/2018. This is contrary to our RRTP and a direct result of the pandemic.

**Average length of stay per placement in temporary accommodation 2017/2018 to 2022/2023**



Source: Dundee City Council HL3 2022/2023

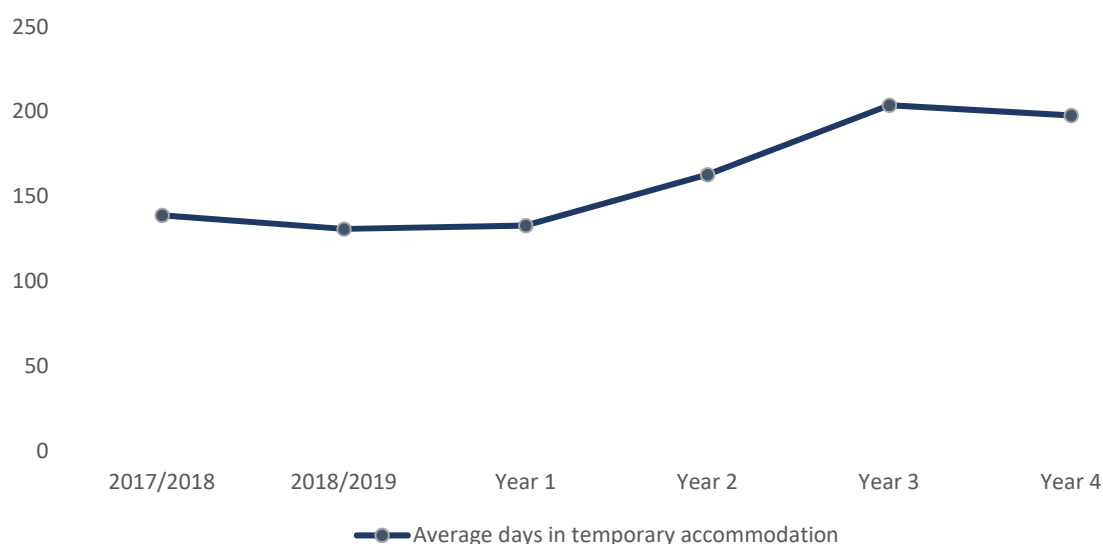
The longest average length of placements was in temporary furnished flats at 221 days. However, there is significant variance within this category.

Average length of placements within interim accommodation was approximately 187 days. There is still some variance between the length of stay between accommodation providers in this type of accommodation. There is some concern that this will rise next year due to people not being housed in previous years.

'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. The average length of placements in Emergency B&B accommodation were considerably shorter at 5 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 where suitable temporary accommodation is unavailable at the initial presentation.

The total length of stay in temporary accommodation has risen by almost 60 days from the baseline position to just under 200 days. This average is higher for households containing children (approximately 240 days). This has been due to the reduction in permanent lets becoming available and lack of larger family accommodation. Although it should be acknowledged there was a slight decrease in the year 4 average from the previous year. To address this, Dundee City Council will look to secure a reasonable offer of permanent accommodation as soon as possible.

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



Source: Dundee City Council HL1 2022/2023



## 4. Rapid Rehousing 5 year projections

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

As a result of the Covid-19 pandemic these assumptions required to be revisited and have resulted in the creation of models well out-with the range of the original assumptions. Particular divergence from the original plan occurred during Year 2 and Year 3 which resulted in non-linear assumptions for Year 4 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 unknown what the ongoing trend will be. As a result, there will be models created with various assumptions. There are particular concerns that there may be an increase in homelessness and demand for accommodation as a result of the current economic situation and the humanitarian response in addition to the cost of living crisis with costs continuing to increase

### 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.

Alternative models required to be created in Years 2, 3 and 4 to take account of the changes as a result of the pandemic.

For Year 5, the worst-case scenario is that temporary accommodation demand increases, applications rise and lets do not recover back to pre-pandemic levels.

The middle scenario is that lets increased slightly, homeless applications remain relatively static and temporary accommodation demand continued.

Either of these scenarios will put further pressure on homelessness services within the city and the plan will need to be revised within the forthcoming strategy.

The best-case scenario for Year 5 will be to reduce temporary accommodation reliance and increase permanent lets back to the level they were at prior to the pandemic. That would allow for some recovery towards implementing rapid rehousing in the final year of the plan and in the years following.

### 4.2. Temporary accommodation capacity

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

It was originally projected that the Rapid Rehousing Transition Plan would 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 increase in temporary accommodation demand and capacity since the pandemic has made the original plan obsolete. As above, the focus in Year 4 was reducing the reliance on temporary accommodation but it was acknowledged that the original targets were no longer achievable. This was achieved in the first three quarters of the year through flipping

properties and also returning surplus temporary furnished flats to mainstream lets as demand allowed. However, there was an increase in temporary accommodation requirements in the last quarter. The goal during Year 5 will be to reduce the reliance on temporary accommodation but this will be dependent on many variables and the duty to provide temporary accommodation will always be an over-riding factor.

In later years it was hoped that the transformation of temporary accommodation would provide additional units of permanent supported accommodation. These plans were developed with our third sector partners and agreed by the Homelessness Partnership. Due to the impact of the pandemic and the uncertainty over future demand these plans will require to be reviewed.

To achieve an improved temporary accommodation position at the end of Year 5 we would need to reduce our average total length of stay which is reliant on other variables such as the number of applications, demand for temporary accommodation and lets.

#### 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 temporary accommodation where on-site support is provided and the occupant provided with self-contained fully furnished accommodation.

The majority of new supply created over the pandemic was temporary furnished flats. It is felt that these will give the greatest flexibility in adjusting our capacity as the ongoing demand becomes clearer.

Any placement in temporary accommodation will be for as short a time as possible until settled accommodation is available. However, we will need to continue to provide emergency accommodation at point of contact and then move to more suitable accommodation during Year 5.

#### 4.4. Types of households

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

If the emergency legislation preventing evictions is lifted, there is a potential for an increase in families containing children ending up as homeless and requiring temporary accommodation. The cost of living crisis could also be a driver of this.

#### 4.5. Time in Temporary Accommodation

Our initial 5-year RRTP target was to reduce the average total length of stay in temporary accommodation to approximately 70 days per case. During the first year of the plan there was a decrease and we appeared to be on target to meet this goal. However, the pandemic has completely changed all assumptions relating to this target as length of stay in temporary accommodation has generally increased. There is great concern that this will continue to rise as we work through the backlog. When these applicants are rehoused the position will become clearer the most likely assumption is that the total length of stay will be over 200 days in Year 5. This will put great pressure on temporary accommodation supply and may be exacerbated further if lets do not increase.

## 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 more detailed assessment of support needs is required and will be incorporated into the forthcoming strategy and action plan being developed. As part of this assessment, dedicated Social Workers are now available to the Housing Options service as part of our RRTP.

### 5.1. Type of support needs

Based on HL1 assessment data in 2022/2023, 58% of applicants who were assessed as unintentionally homeless or threatened with homelessness had no support needs and a further 21% had one identified support need. Two support needs make up 13% of those assessed and 8% have 3 or more support needs. Since the baseline position there has been a significant rise in the proportion with no or one support need and a decrease in those with 2 or more support needs. Anecdotal evidence suggests that although the proportion of applicants with high support needs is decreasing, the level of support that is required is significantly increasing.

Of those with identified support needs in 2022/2023, the most common support needs were mental health problems (82%) and basic housing management/independent living skills (66%). Drug and/or alcohol dependency was a recognised support need for 26% applicants assessed as unintentionally homeless who were identified as having support needs. In the baseline position basic housing management was the most common support need but this has now been surpassed by people experiencing mental health problems.

### 5.2. No/low support needs

The majority of homeless applicants to Dundee City Council will fall into this category. These applicants will have no or low support needs except for assistance in being provided with suitable accommodation. Based on current data this is currently at 58%. 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 support provided by housing providers.

### 5.3. Medium support needs

This proportion of homeless cases would be approximately 27% on an annual basis. This is based on the proportion of applicant's who have been assessed as requiring support excluding applicants who fall into other categories. 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

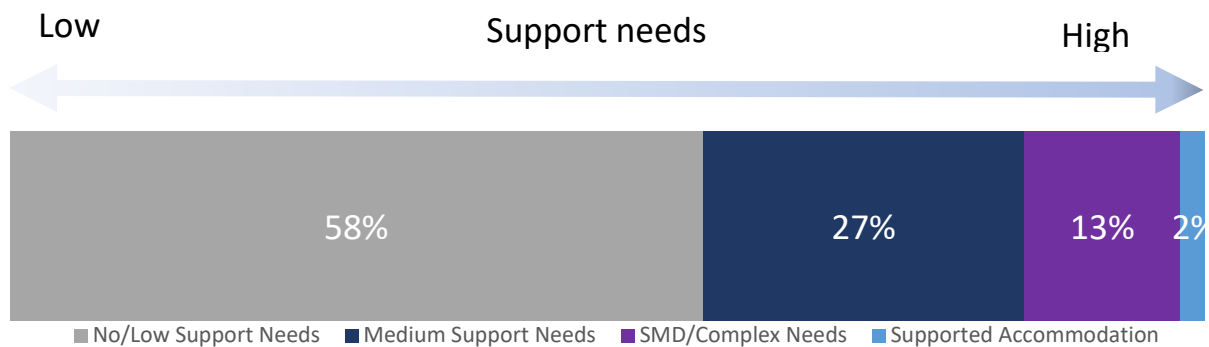
Based on research carried out by Heriot-Watt University, Dundee City Council has one of the highest incidences of Severe and Multiple Disadvantage/Complex needs in Scotland. This includes applicants with history of involvement with homelessness, criminal justice and substance misuse. By applying this methodology to HL1 data from subsequent years, approximately 13% 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. 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.

### 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**



Source: Dundee City Council

## 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 and moving forward into the new strategy. 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, this has now risen to 673 (although it has reduced from 802 at the end of Year 2). To reduce this backlog over the final year of the plan will require an increase in lets across all housing providers and tenures. Due to the uncertainty over the number of lets which will become available and the level of homeless applications in the future, this element of the plan remains extremely changeable.

It was initially expected that the increased focus on prevention would lead to at least a small reduction in the number of homeless applications over the plan but future trends remain very uncertain.

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.

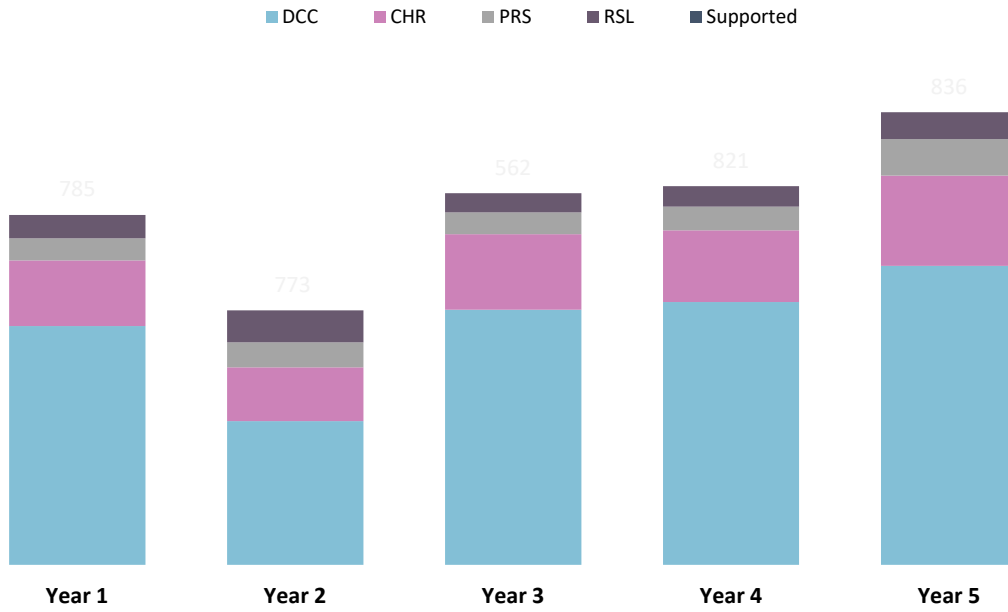
The number of lets in previous years had been very consistent but there was significant deviation from normal trends in year 2. This was partly due to a downturn in construction work resulting in vacant properties for temporary accommodation but there was also a significant decrease in new voids as a result of terminations. During year 3 and 4, lets increased to closer to pre-pandemic levels. For the first 8 months of Year 4, we were projecting approximately 1300 lets but this slowed during the final quarter. There is a backlog of void properties in Dundee City Council stock undergoing construction work so the prospect of increased lets remains. In addition, we anticipate an increase in new build social homes due to be delivered through the Strategic Housing Investment Plan. This must be caveated that if the trend from the last 4 months continues, the projection will be considerably lower.

Using the central assumptions of 1400 homeless applications in Year 5. In order to reduce the backlog to reasonable levels, the following targets will be required in this model:

- 60% of lets across the Common Housing Register until the bulk of the backlog of applicants is cleared. Based on the assumption that lets would return to approximately 1100 per year from DCC. This would result in an approximately 660 lets from Dundee City Council and 200 lets from Registered Social Landlords in the CHR.
- Due to the nature of the stock in the city this is likely to be the highest achievable figure.
- An increase in lets from Registered Social Landlords not currently in the Common Housing Register. This would result in approximately 60 lets per year on average.

- Approximately 80 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.
- This would see the backlog reduce to under 600 applicants by the end of year 5. It is unlikely that we would be able to achieve a better projection than this
- It should be caveated that this would be the highest number of lets achieved over the plan

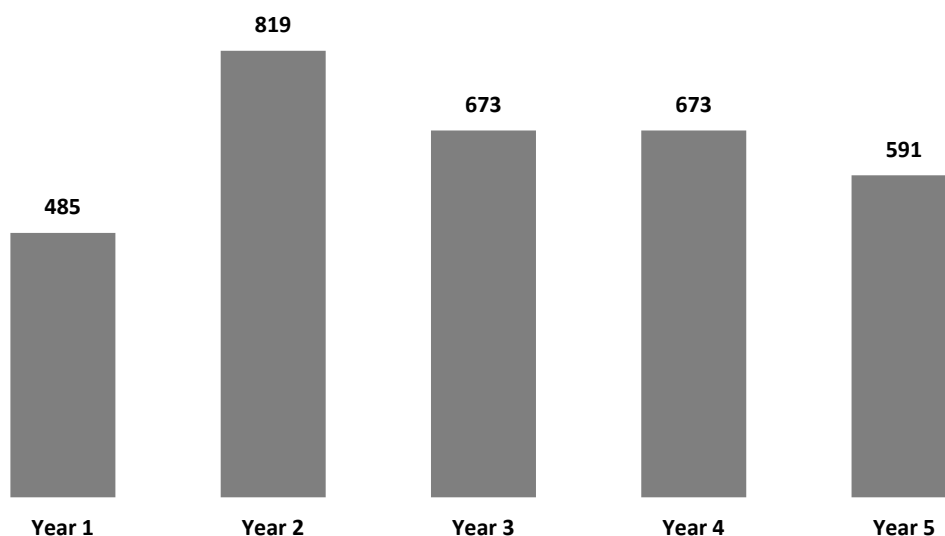
**Composition of lets across plan (best case scenario)**



Source: Dundee City Council

Either an increase in homelessness or a decrease in lets would likely see the backlog increase. A worst-case scenario where there is an increase in homelessness in the remaining year of the plan and a reduction social sector lets would see the backlog increase significantly if the other variables remained constant.

**Projected backlog by year across plan (best case scenario)**



Source: Dundee City Council

**6.2. A locally agreed target for the average 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 best-case scenario would be 6 months (180 days). The most likely target will be 200 days but it is expected that this may actually rise as older cases (who have been waiting longer) are rehoused.

Year 1	Year 2	Year 3	Year 4	Year 5
187 days	242 days	255 days	200 days	200 days

The position at Year 4 is significantly higher than our projected figure. This is a result of decreased lets to homeless applicants as a result of the pandemic. Any increase in applications or drop in lets would lead to longer waiting times. A particular challenge for this target will be households requiring one bedroom or larger family properties with 4 bedrooms or more.

Dundee City Council require to maximise any available properties to address homelessness and reduce the time that homeless applicants spend as homeless and in temporary accommodation. As such all homeless applicants will be considered for all house types and housing in all areas of Dundee. Homeless applicants will continue to have access to all letting areas in the city but this will mean that applicants may receive offers out with their preferred areas or property types. However this is essential to ensure that Dundee City Council can continue to meet statutory duties and reduce time spent in temporary accommodation. The only exceptions to this will be if any special needs make a particular area unsuitable. If an applicant wishes to pursue a particular type of housing or particular area, this will be pursued in the private rented sector.

### 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. The agreed quota of lets to homeless applicants is 55%.

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.

The Registered Social Landlords are currently developing new build housing throughout the city and have committed to nominations and referrals from Dundee City Council for all developments.

### 6.4. Developing rehousing solutions in the private sector

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

Homefinder will continue to implement our Rent Deposit Guarantee Scheme 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 during Year 5 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 maximise their income and overcome any disputes they may have with the Landlord.

Positive Steps provide supported accommodation within the private rented sector. This service provides furnished properties to vulnerable individuals who require substantial support to maintain and engage a tenancy. These properties are leased from both the social and private sector and decorated 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 has now also purchased 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. As a result of a significant increase in temporary furnished flats being created to provide temporary accommodation during the pandemic this was increased in Year 2 as part of our recovery plan. There have now been 100 units of temporary accommodation converted to permanent accommodation to the end of Year 4. The intention during Year 5 is to flip at least another 24 properties over the course of the year (average of 2 per month).



This would provide permanent housing which minimises disruption for the household. The suitability of the accommodation will always be considered as well as the demand for accommodation in the area. This model will be mainstreamed at the end of the RRTP.

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

Housing First Pathfinder has been mainstreamed in Dundee and as at 31<sup>st</sup> March 2023, there were 37 Housing First Tenancies being supported. The initial plan outlined the transition and mainstreaming of Housing First if successful, would be funded through the reconfiguration of existing support services being delivered across the hostel/temporary accommodation supply in the city. This commenced in March 2020 when the partnership closed one of the largest hostels in the city with Transform Community Development and reconfigured the service to deliver outreach housing support aligned with Housing First principles. In year 3 of our RRTP, this service was mainstreamed to deliver Housing First support to residents of Dundee.

Transform Community Development will continue to provide a community-based Housing First programme in partnership with Dundee City Council and the Dundee Health & Social Care Partnership. Hillcrest and Home Group will also form an integral part of the partnership by providing permanent tenancies for the project. Funding for this project has increased this year due to the closure of a supported accommodation unit.

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.

#### 6.7. Prevention Officer

A dedicated Homeless Prevention Officer has been employed by Dundee City Council in the final two years of the plan. This officer is based within our Housing Options Service and focuses on providing outreach advice services and community capacity building to identify a risk of homelessness or housing issues at an early stage. This is also complimented with preventative case work and the administration of section 11 notifications.

#### 6.8. Furnished tenancies

Dundee City Council will use RRTP funds to provide furnished permanent lets in the final year of the plan. The properties will be carpeted, have basic furnishings and white goods provided. The purpose of this is to allow homeless people to move into their permanent accommodation as soon as they have signed for the property. This will particularly be targeted at those moving on from temporary accommodation who would struggle to obtain their own furnishings. The intention of this is to reduce time in temporary accommodation and support the sustainment of permanent tenancies.

#### 6.9. Particular Pathways

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

In Year 3 these pathways will continue to develop in the following ways -

## Prisoners

A pilot was carried out by Positive Steps where they provided supported housing in a private sector flat for prisoners directly on release from prison. This was a very successful initiative with 100% sustainment rates and to date no further prison sentences.

This pilot will be expanded in Year 5 of the plan where it is intended that a housing first tenancy will be provided on liberation. This will be a Dundee City Council property which Positive Steps will lease and let as a Private Residential Tenancy to the applicant.

A dedicated support programme, Positive Pathways, will support offenders on liberation. This support can range from tenancy support, sourcing storage of personal goods, benefit and poverty support, sign posting to specialised external agencies, addressing substance use, relationship issues, sourcing accommodation on liberation, meet and greet on liberation, etc. the aim is to reduce repeat homelessness, support will continue for 12 months after liberation. The service is focussed around the prevention of homelessness and reducing re-offending, 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 move to settled accommodation on release and for staff to support with preventative and reactive assistance.

## Gendered approach

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

Following research from University of Dundee and Dundee Women's Aid we have repurposed a temporary accommodation unit to a gender specific service for homeless females. This accommodation provides 11 self-contained 1-bedroom flats along with gender specific support.

Gender specific support has also been recognised as a key factor in sustainment and so part of the RRTP funding has been allocated to recruit 2 gender specific workers with Dundee Women's Aid. These roles will continue to work in partnership with the mainstreamed Housing First service to deliver specific support to women and their children and inform future gender specific support service requirements.

## Young People

Action For Children will continue to deliver Youth Prevention Service in partnership with Dundee City Council. This service has been 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. There is also longer term early intervention work carried out such as delivering housing and homeless awareness sessions in local schools.

## 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, including 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.

Activity	Description
<b>Private Sector Rent Deposit</b>	Dundee Homefinders provides access to the private rented sector through a rent deposit guarantee scheme and rent in advance. This is a vital component of our Rapid Rehousing Transition Plan and maximises housing options
<b>Youth Housing Options Service</b>	Working in partnership with Action For Children to provide tailored housing options advice to young people. This forms part of our youth specific pathway
<b>Family Sustainment Service</b>	This service supports families who reside in private rented tenancies and are at risk of homelessness. The project will specifically assess the social and economic issues, exploring risks, and forming a package of support tailor made to them. Strongly focussed on early intervention and prevention of homelessness. Support includes budgeting, benefit maximisation, setting up repayment plans for rent arrears, and mediation between tenants and landlords.
<b>Support for those at risk of rough sleeping</b>	To enable support workers to provide immediate support to people rough sleeping or at risk of rough sleeping through the provision of accommodation or other support.
<b>Women's Aid Housing First Support Workers</b>	Housing First support workers provide creative permanent housing and support solutions, whilst providing gender specific support consistent with current best practice and housing first fidelities
<b>Prevention Officer</b>	This officer is based within our Housing Options Service and focuses on providing outreach advice services and community capacity building to identify a risk of homelessness or housing issues at an early stage. This is also

	complimented with preventative case work and the administration of section 11 notifications.
<b>R RTP Housing Options and Lettings Officers</b>	Additional members of staff to ensure effective assessment and case management of homeless cases and the delivery of housing options to prevent homelessness. The role of the Lettings Officer is to source suitable properties for the delivery of Housing First.
<b>Furnished tenancy initiative</b>	To provide white goods and furnishings to allow homeless people to move from temporary accommodation to a permanent tenancy without delay

Activities in Year 5 will be focussed on the following three elements of the plan.

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

Over the next year we aim to:

- Continue to ensure compliance with temporary accommodation standards and factor this within the review of hostel accommodation.
- Continue maximising access to the Private Rented Sector through our Homefinder Service and partnerships within the PRS
- Work in partnership with Action For Children to continue delivering Youth Housing Options and Family Sustainment
- Continue with increased lets to homeless applicants as part of our Covid-19 recovery to work through the backlog of cases.
- Implement Allocation Policy review.
- Continue the programme to make temporary flats in to permanent mainstream tenancies for homeless applicants.
- Review the Homeless Partnership budget to align with the support needs demand locally.
- Review our Housing Options and Homeless Strategy.
- Develop and implement a Personal Housing Action Plan for Homeless applicants to facilitate rehousing and support in quickest possible timescales.

## 7.3. End Rough Sleeping

- Ensure appropriate support and accommodation is available to those at risk of rough sleeping and deliver this in partnership with 3rd Sector organisations.
- Where relevant to Dundee, implement recommendations and outcomes from specific areas of research to inform practice.
- Reducing the number of people in temporary accommodation by making permanent offers of housing in their current properties where it meets their housing need.
- Provide funding for 3rd Sector support focusing on individuals rough sleeping or at risk of.
- Review the Lead Professional model and implement across our Homeless Partnership. In addition, explore options to utilise e-platforms to support the real time, sharing of information between DCC and DHSCP and 3rd sector Partners

#### 7.4. Prevent Homelessness from occurring

- Evaluate the service delivery across our Housing Options Team to deliver an enhanced response which focuses on assessment, early intervention and prevention. This extends beyond our Housing Options Team and expands in to our Tenancies and Support service internally to establish the right support and housing options for service users.
- Tenancy Sustainment to exceed 90%.
- Shift the focus to prevention for the Action For Children Youth Housing Options Service
- Monitor the impact of Community Capacity building
- Review our Housing Options and Homeless Policy in partnership with Shelter Scotland and those with lived experience
- Ensure our Policies align across Housing Options, Lettings and Tenancy Sustainment

#### 7.5. 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 a monthly and an annual basis. In addition the Homeless Strategic Partnership monitors quarterly to ensure that the implementation is successful and that appropriate resources are harnessed to deliver the RRTP.

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## 8. Appendix A Temporary Accommodation Provision

Accommodation Type	Name of accommodation	Description	Number of units at 31/03/2023
Temporary Furnished Flats	Network Flats (including Single Network Flats)	Dundee City Council fully furnished properties in various property sizes	165
	Single Supervised Unit - DCC	Supported accommodation block for single people. Support provided by Housing First	11
	RSL Managed Accommodation	Temporary accommodation block managed and supported by Hillcrest Housing Association	9
	Transform Community Development	Supported temporary accommodation managed by Transform Community Development within self-contained flats	22
Interim	Salvation Army	Supported temporary accommodation managed by Salvation Army within self-contained flats	20
	Dundee Survival Group Phase 2	Supported temporary accommodation managed by Dundee Survival Group within self-contained flats	14
	Action For Children	Supported temporary accommodation for young people managed by Action For Children within self-contained flats	6
	Dundee Survival Group Phase 1	Direct access temporary accommodation managed by Dundee Survival Group	14
Emergency	Salvation Army	Direct access temporary accommodation managed by Salvation Army	25
	Lily Walker Centre	Direct Access Assessment provided by Dundee City Council	26
	Dundee Women's Aid	Refuge accommodation provided by Dundee Women's Aid in various locations	19
Other	Low Management Accommodation	Dundee City Council Unfurnished and part furnished temporary	48

		accommodation in various sizes	



# Integrated Impact Assessment

Committee Report Number: 343-2023

Document Title: Rapid Rehousing Transition Plan Year 4 update

Document Type: Other

Description:

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

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

Intended Outcome:

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

- â€¢ A settled, mainstream housing outcome as quickly as possible
  - â€¢ Time spent in any form of temporary accommodation reduced to a minimum, with the fewer transitions the better
  - â€¢ When temporary accommodation is needed, the optimum type is mainstream, furnished and within a community.
- In addition, it states that for people with multiple needs beyond housing:
- â€¢ Housing First is the first response for people with complex needs and facing multiple disadvantages
  - â€¢ Highly specialist provision within small, shared, supported and trauma

Period Covered: 01/04/2023 to 31/03/2024

Monitoring:

The plan is monitored on a monthly and annual basis through a number of performance indicators which monitor progress in relation to:

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

Lead Author:

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## **Equality, Diversity and Human Rights**

### **Impacts & Implications**

Age: No Impact

Disability: No Impact

Gender Reassignment: No Impact

Marriage & Civil Partnership: No Impact

Pregnancy & Maternity: No Impact

Race / Ethnicity: No Impact

Religion or Belief: No Impact

Sex: No Impact

Sexual Orientation: No Impact

Are any Human Rights not covered by the Equalities questions above impacted by this report?

No

## **Fairness & Poverty**

### **Geographic Impacts & Implications**

Strathmartine:	No Impact
Lochee:	No Impact
Coldside:	No Impact
Maryfield:	No Impact
North East:	No Impact
East End:	No Impact

The Ferry:

No Impact

West End:

No Impact

## Household Group Impacts and Implications

Looked After Children & Care Leavers: No Impact

Carers: No Impact

Lone Parent Families: No Impact

Single Female Households with Children: No Impact

Greater number of children and/or young children: No Impact

Pensioners - single / couple: No Impact

Unskilled workers or unemployed: No Impact

Serious & enduring mental health problems: No Impact

Homeless: Positive

The plan is based on providing a response to homelessness which is intended to be positive

Drug and/or alcohol problems: No Impact

Offenders & Ex-offenders: No Impact

## Socio Economic Disadvantage Impacts & Implications

Employment Status: No Impact

Education & Skills: No Impact

Income: No Impact

Caring Responsibilities (including Childcare): No Impact

Affordability and accessibility of services: No Impact

Fuel Poverty: No Impact

Cost of Living / Poverty Premium: No Impact

Connectivity / Internet Access: No Impact

Income / Benefit Advice / Income Maximisation No Impact

Employment Opportunities: No Impact

Education: No Impact

Health: No Impact

Life Expectancy: No Impact

Mental Health: No Impact

Overweight / Obesity: No Impact

Child Health: No Impact

Neighbourhood Satisfaction: No Impact

Transport: No Impact

## **Environment**

### **Climate Change Impacts**

Mitigating Greenhouse Gases: No Impact

Adapting to the effects of climate change: No Impact

### **Resource Use Impacts**

Energy efficiency & consumption: No Impact

Prevention, reduction, re-use, recovery or recycling of waste: No Impact

Sustainable Procurement: No Impact

### **Transport Impacts**

Accessible transport provision: No Impact

Sustainable modes of transport: No Impact

### **Natural Environment Impacts**

Air, land & water quality: No Impact

Biodiversity: No Impact

Open & green spaces: No Impact

## **Built Environment Impacts**

Built Heritage: No Impact

Housing: No Impact

Is the proposal subject to a Strategic Environmental Assessment (SEA)?

No further action is required as it does not qualify as a Plan, Programme or Strategy as defined by the Environment Assessment (Scotland) Act 2005.

## **Corporate Risk**

### **Corporate Risk Impacts**

Political Reputational Risk: No Impact

Economic/Financial Sustainability / Security & Equipment: No Impact

Social Impact / Safety of Staff & Clients: No Impact

Technological / Business or Service Interruption: No Impact

Environmental: No Impact

Legal / Statutory Obligations: Positive

Rapid rehousing of homeless people should allow Dundee City Council to meet statutory duties under homelessness legislation.

Organisational / Staffing & Competence: No Impact

Corporate Risk Implications & Mitigation:

The risk implications associated with the subject matter of this report are "business as normal" risks and any increase to the level of risk to the Council is minimal. This is due either to the risk being inherently low or as a result of the risk being transferred in full or in part to another party on a fair and equitable basis. The subject matter is routine and has happened many times before without significant impact.