

REPORT TO: NEIGHBOURHOOD SERVICES COMMITTEE – 22 NOVEMBER 2021

REPORT ON: RAPID REHOUSING TRANSITION PLAN (RRTP) - REVIEW OF YEAR 2 & COVID-19 IMPACT

REPORT BY: EXECUTIVE DIRECTOR OF NEIGHBOURHOOD SERVICES

REPORT NO: 301-2021

1. PURPOSE OF REPORT

To provide an update on year 2 of the implementation of the Rapid Rehousing Transition Plan, as approved in Article V of the minute of meeting of this 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 2 update on the Rapid Rehousing Transition Plan submitted to the Scottish Government on 30th June 2021.
- 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 7th January 2019 and submitted to the Scottish Government. A subsequent update of the plan was submitted to Neighbourhood Services Committee on the 28 September 2020.

- 4.2 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 £457,000

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

- 4.3 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.

- 4.4 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, Dundee Health & Social Care Partnership (DHSCP) 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 first two years and create over 50 units of supported accommodation. These figures are 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 second 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.

4.5 **Housing First**

- 4.6 Initially the funding required for intensive support to Housing First clients has been met by Social Bite (the Corra Foundation and the Scottish Government) over an agreed fixed period. Although this report reflects on year 2 of the RRTP, Elected Members will be aware that preparation to mainstream the service has been ongoing to allow for a successful transition in year 3.

- 4.7 Our approved RRTP outlined that, if Housing First was shown to be a success, we would move to mainstream the service, with Housing and DHSCP funding this through the reconfiguration of existing resources from hostel/temporary accommodation services in the City to more person-centred support services.

The preparatory work throughout year 1 and year 2 has meant the partnership, alongside the Housing First Consortium has successfully mainstreamed the service as we have moved into year 3. Transform Community Development, as the lead provider within the consortium, will continue delivering Housing First Support in Dundee.

As outlined above, the intended funding route for mainstreaming this service has always been through the reconfiguration of existing support services delivered across the hostel/temporary

accommodation supply in the City. The partnership co-ordinated the closure of one of the largest hostels in the city at Jessie Devlin Close in April 2020. When this closed, in partnership with Transform Community Development and DHSCP, we reconfigured the funding and support to trial the delivery of housing support, aligned with Housing First principles which allowed this team to then mainstream the support service from 30 September 2021. In addition to this resource, it should be noted that we are also funding Dundee Women's Aid to deliver gender specific Housing First support through our Rapid Rehousing Transition Plan and Action for Children, through Corra Foundation, are receiving funding to deliver Youth Housing First support across the City. Both organisations are working in partnership with Transform Community Development, DCC Housing Service and DHSCP to deliver Housing First support in Dundee and collectively, we will monitor the outcomes of the mainstreamed service and provide relevant update to Scottish Government.

4.8 Year Two Update

Scottish Government requested a monitoring report on Year 2 (2020/21) by 30th June 2021 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.

4.9 The monitoring report highlights the activities which the Local Authority has undertaken to achieve the actions set out for Year 2 of the Rapid Rehousing Transition Plan including:

- The allocations target for the Homelessness category had to be increased to 75% (from 55%) to reflect the recovery from Covid-19 and its impact on the RRTP.
- Dundee's target for the creation of Housing First Pathfinder tenancies by the end of the pathfinder was 100. An additional 36 Tenancies were created in Year 2 meaning there were 80 tenancies at the year end. The mainstreaming of the service then became the priority for delivery moving into the final 6 months of the Pathfinder.
- For those threatened with homelessness, Dundee City Council's Homefinder Service delivered the Rent Deposit Guarantee Scheme and Rent in Advance Scheme to improve access to the private rented sector by allocating funding from RRTP.
- Commissioning of the Homeless Prevention Pilot in partnership with Shelter Scotland. The purpose being to take a proactive approach to working with tenants across all tenure to prevent build up of rent arrears and reduce risk of homelessness which supports both RRTP and the Ending Homelessness Action Plan.
- 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 x Housing First Support Worker posts with Dundee Women's Aid
 - 1 x Housing First Lettings Officer
 - 1 x Housing Options Officer
- In partnership with Action for Children, the RRTP funded the delivery of Youth Housing Options and Family Sustainment Service.
- In December 2020 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.
- The development of Community Capacity Sessions to be delivered by Housing Options and Shelter Scotland with a focus on Housing Rights Awareness. The delivery of these sessions has been delayed by Covid-19 but will be delivered throughout year 3.

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 across the city.

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 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 2, 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 at www.dundee.gov.uk/ia.

7. **BACKGROUND PAPERS**

7.1 None.

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22 November 2021

Scotland's transition
to rapid rehousing



RAPID REHOUSING TRANSITION PLAN

YEAR TWO
UPDATE

Contents

1. Introduction	8
2. Homelessness position	9
2.1. Homelessness applications.....	9
2.2. Rough Sleeping.....	11
2.3. Homelessness assessments.....	11
2.4. Open cases at 31 st March	12
2.5. Average length of cases closed during the financial year.....	12
2.6. Temporary accommodation	13
2.7. Outcomes	13
2.8. Housing Options	14
3. Temporary accommodation position	15
3.1. Capacity.....	15
3.2. Number of households living in temporary accommodation during 2020/2021	15
3.3. Type of provision	16
3.4. Type of households	16
3.5. Length of placements.....	17
4. Rapid Rehousing 5 year visions / projections	18
4.1. Assumptions.....	18
4.2. Temporary accommodation capacity.....	18
4.3. Type of provision.....	19
4.4. Types of households.....	20
4.5. Reduce Time in Temporary Accommodation	20
5. Support Needs	22
5.1. Type of support needs.....	22
5.2. No/low support needs.....	22
5.3. Medium support needs.....	22
5.4. SMD/Complex needs.....	23
5.5. Supported Accommodation	23
6. Rapid Rehousing Plan	24
6.1. Proportion and numbers for rehousing supply requirements to meet demand over plan ...	24
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	26
6.3. Working with social housing providers to optimise the rehousing process	26

6.4.	Developing rehousing solutions in the private sector	27
6.5.	Converting temporary furnished flats to settled home/Scottish Secure Tenancies	27
6.6.	Homeless Prevention Pilot	27
6.7.	Research into local circumstances.....	28
6.8.	Mainstream existing Housing first initiatives and upscale in line with local projected need.	28
6.9.	Particular Pathways	28
6.10.	Prisoners.....	29
6.11.	Gendered approach.....	29
6.12.	Young People.....	29
7.	Investment Plan	30
7.1.	Investment	30
7.2.	Temporary Accommodation Remodelling and Increase Supply of Settled/Supported Accommodation	30
7.3.	End Rough Sleeping.....	30
7.4.	Prevent Homelessness from occurring.....	31
7.5.	Investment in Year 3.....	31
7.6.	Monitoring.....	31

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 2 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 the focus on year 2 was primarily on providing emergency accommodation. This was a result of lets being stopped and demand for temporary accommodation increasing. To continue to meet our statutory duties we had to use empty properties to create additional units of temporary accommodation. Our supply of temporary accommodation has increased significantly as a result. The next year will be focused on reducing this to pre-pandemic levels. This should be achieved through increased lets to homeless people, converting temporary accommodation to permanent accommodation and returning surplus properties to the mainstream letting pool.

There are significant changes to some of projections in previous iterations of the plan. It is hoped that with a focussed recovery during this year we can re-align to a level close to projected. As a result of this many of the projections included within this plan will be required to be updated throughout the year as recovery continues and the ongoing position is clearer.

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 holistic approach to addressing homelessness in the City will be enhanced during this year with a new Housing Options and Homelessness Strategy and the creation of a dedicated social work post within the Housing Options team.

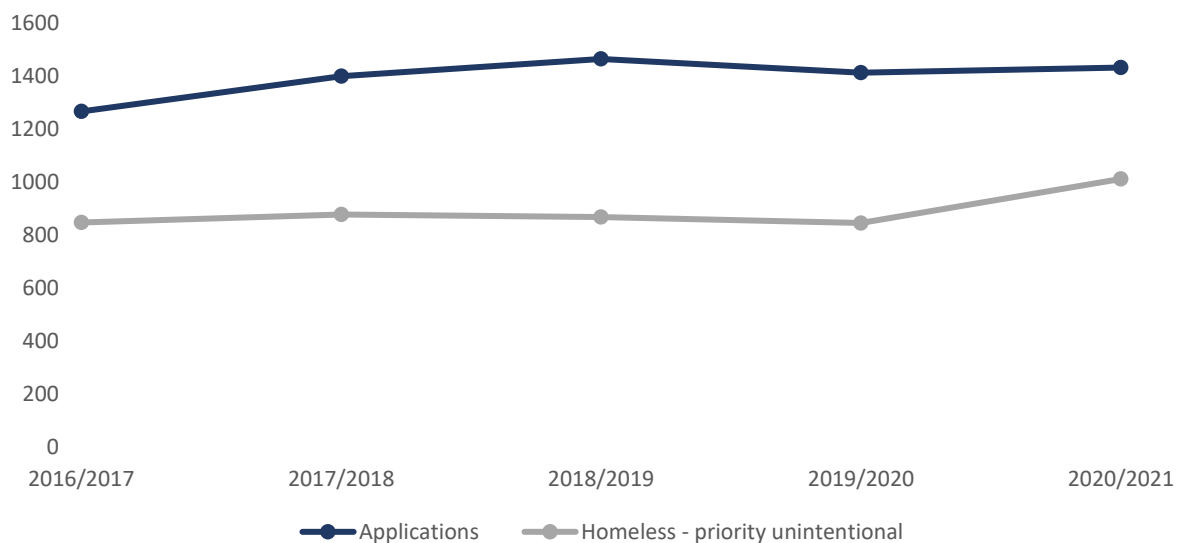
2. Homelessness position

This section provides details of homeless applications, assessments and outcomes recorded by Dundee City Council in 2020/2021 compared to the baseline position in 2017/2018.

2.1. Homelessness applications

There were 1433 new homeless applications made to Dundee City Council in 2020/2021. This was approximately a 1.3% increase from the previous year and a 2.3% increase from the baseline position. Although this is within the expected range of our standard assumptions set out in the original plan it is a concerning upward trend. There are particular concerns that applications increased during the pandemic as a reduction was expected due to the ban on evictions.

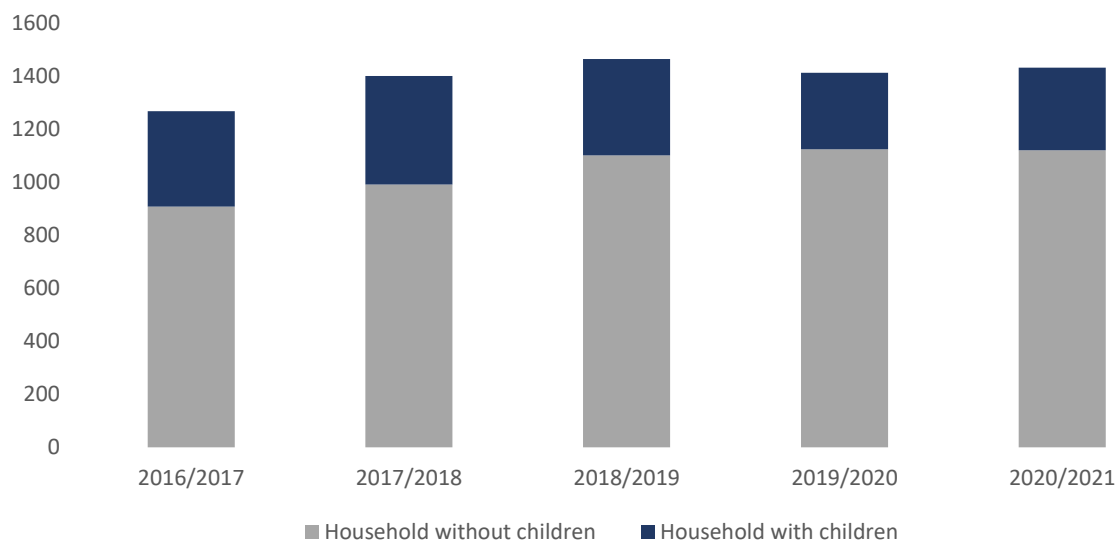
Homeless applications and those assessed as unintentionally homeless 2016/2017 – 2020/2021



Source: Dundee City Council HL1 2020/2021

The proportion of households' not containing children has increased to 78% 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. There was a slight increase in households with children during 2020/2021.

Breakdown of household composition in homeless applications 2016/2017 to 2020/2021

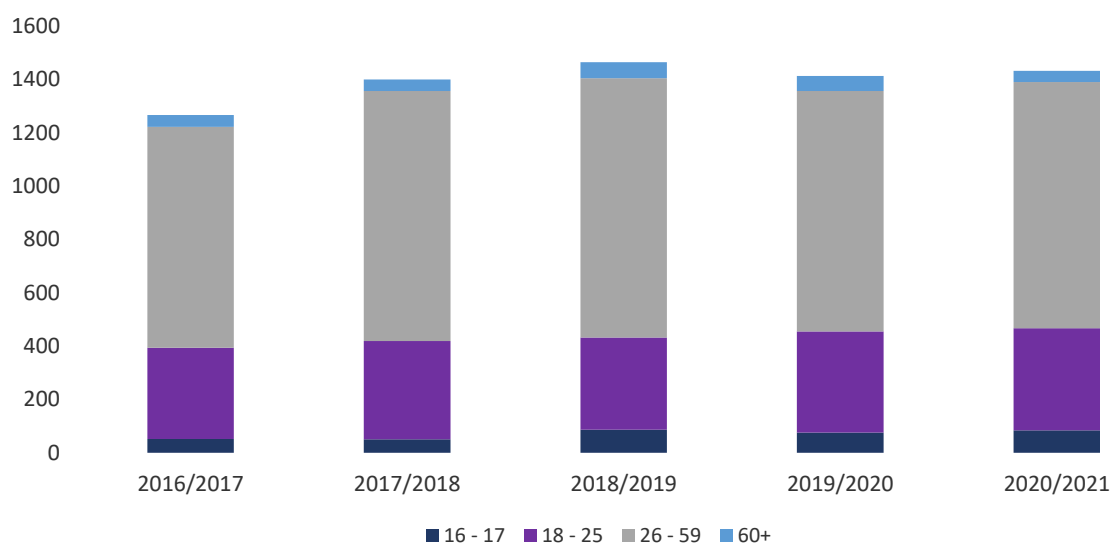


Source: Dundee City Council HL1 2020/2021

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 2020/2021. The vast majority of applications from households containing children continue to be headed by female applicants (approximately 85% 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 significant percent change in applications from both 16-17-year olds and a slight reduction in applicants over 60 years of age. The percent change in 16-17-year olds must be caveated with the actual numbers being fairly low (increase from 50 in 2017/2018 to 84) but this is still a concerning increase and has been around this figure since the start of the RRTP. We have a dedicated pathway for 16-17-year olds using a specialist youth housing agency, Action for Children to provide housing options advice tailored for young people. We have made some changes to this pathway for 2021/2022 in recognition of this increase to focus more on prevention and conflict resolution.

Breakdown of age bands of main applicants in applications 2016/2017 to 2020/2021



Source: Dundee City Council HL1 2020/2021

Applications from Parental/family home/relatives and Friends/partners now make up just over half of all applications. There was an approximate 17% increase in both of these property types compared to the previous year. This may be a result of people being asked to leave due to the pandemic. This hypothesis is supported by the technical reason for homelessness “asked to leave” also increasing significantly.

There has been a significant decrease in people applying from prison (109 in 2020/2021 compared to 147 in 2019/2020). The numbers on remand are higher than in previous years so there is concern about future demand. There has been a significant decrease in presentations from the Private Rented Sector (approximately 34% reduction). 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 are significant concerns that there may be a significant increase in applications from this sector during 2021/2022. A homeless prevention pilot to prevent evictions has been commissioned in partnership with Shelter Scotland to proactively target and prevent evictions.

2.2. Rough Sleeping

141 applicants stated on their application that they slept rough in the 3 months preceding their application. Of these, 87 also stated they slept rough the night before their application. This is a 20% reduction in people stating on their application that they slept rough in the 3 months preceding their application but a 4% increase in people stating they slept rough the night before their application since 2017/2018. It is important to note this is a self-reported indicator and the limited physical evidence of rough sleeping when reports are investigated remains at odds with the number of applicants who report having slept rough the preceding night.

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 1013 applicants who were assessed as unintentionally homeless during 2020/2021. As a proportion of all assessments this was

69% compared to 63% in 2017/2018. It had been expected that this figure would rise during the plan.

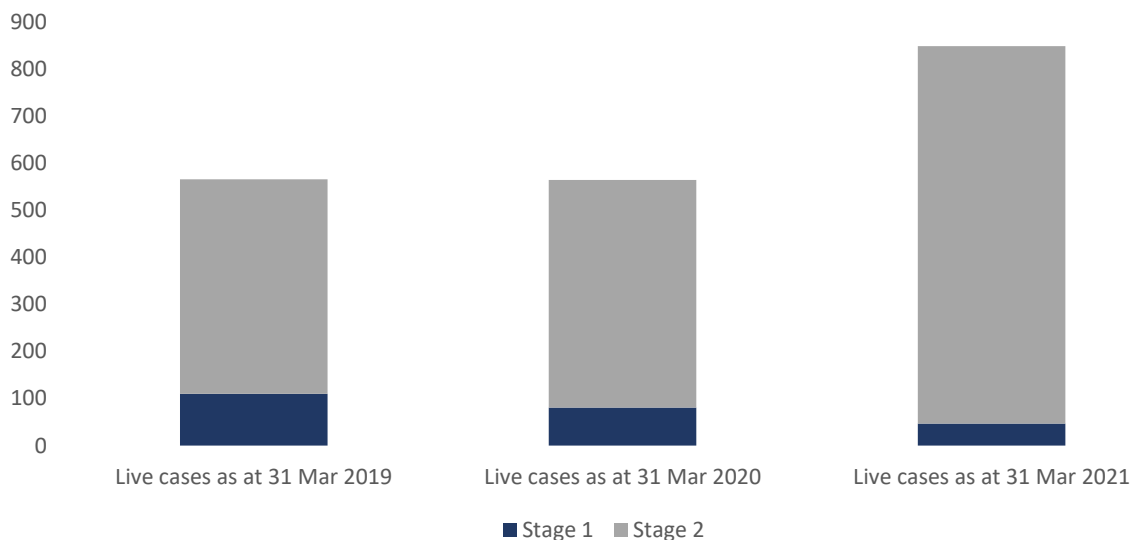
There were also a further 93 applicants assessed as unintentionally threatened with homelessness. Only 4 people were assessed as intentionally homeless or threatened with homelessness during 2012/2021.

Approximately 22% 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 134 cases closed as lost contact before an assessment decision (approximately 9% of all assessments compared to 8% in 2017/2018). This requires to be addressed and improved. A service design change has been implemented during the pandemic to improve the customer journey and deliver assessments within quicker timescales.

2.4. Open cases at 31st March

As at 31 March 2021, there were 801 households which still had a live case awaiting discharge of duties. There were also 47 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 year 3 will be to reduce this by increasing the number of lets to homeless applicants and a concentrated effort to flip temporary accommodation to permanent accommodation.

Open cases at end of financial year 2018/2019 to 2020/2021



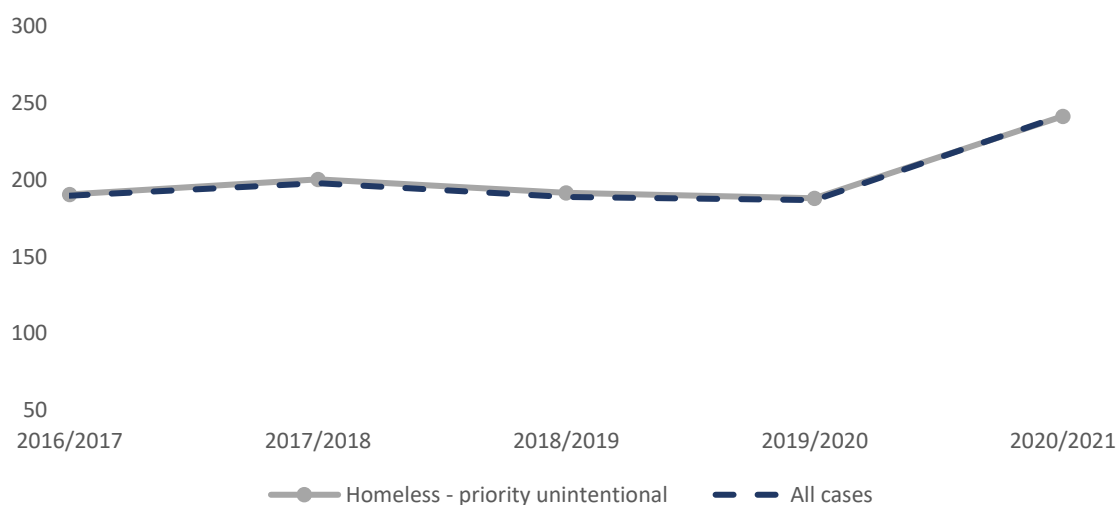
Source: Dundee City Council HL1 2020/2021

2.5. Average length of cases closed during the financial year

The average case duration in 2020/2021 for those assessed as unintentionally homeless was 241 days. This is an increase of 41 days from 2017/2018¹ and 53 days from the previous year. Again, this can be attributed to the pandemic and the focus on providing emergency accommodation.

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

Average length of case (days) for unintentionally homeless cases 2016/2017 to 2020/2021



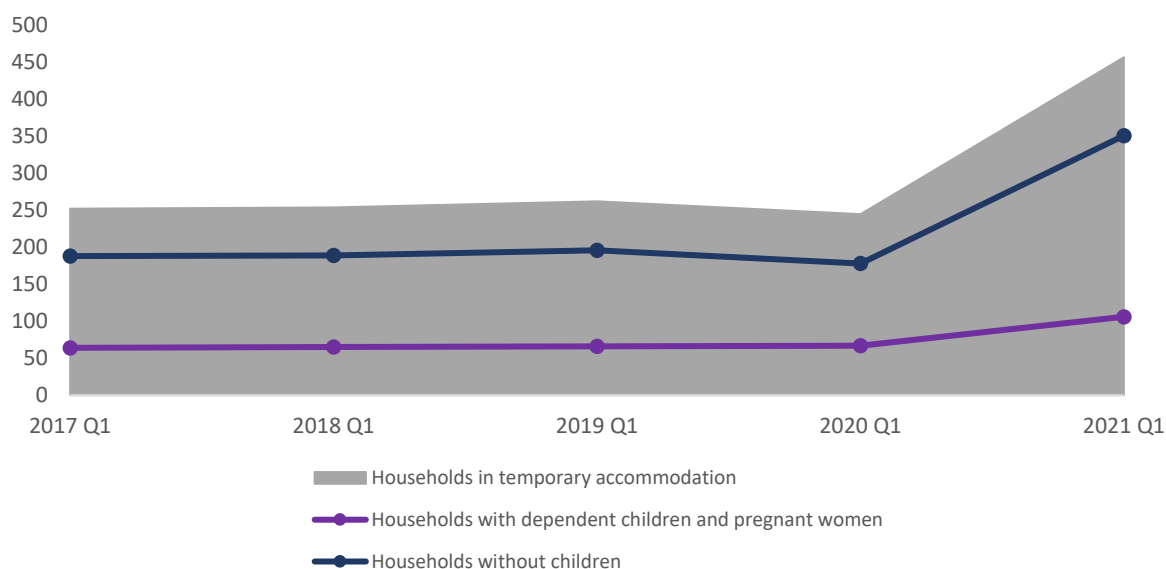
Source: Dundee City Council HL1 2020/2021

2.6. Temporary accommodation

As at 31/03/2021, there were 457 cases residing in temporary accommodation. This is an 87% increase from 245 at the end of the same quarter in 2020. This increase is a result of having to increase our supply of temporary accommodation as a result of the pandemic.

Approximately 77% 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 2016/2017 to 2020/2021



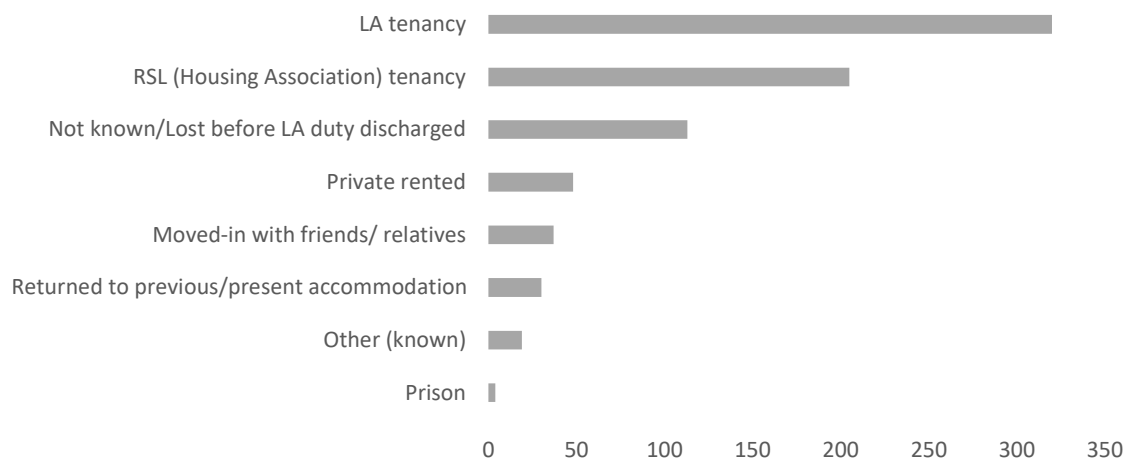
Source: Dundee City Council HL1 2020/2021

2.7. Outcomes

For those assessed as unintentionally homeless or threatened with homelessness by Dundee City Council, 367 were rehoused into a Local Authority tenancy, 246 by a Registered Social Landlord and

60 in the private rented sector during 2020/2021. As a proportion of all outcomes 75% of applicants assessed as unintentionally homeless secured settled accommodation².

Outcomes for cases assessed as unintentionally homeless 2020/2021



Source: Dundee City Council HL1 2020/2021

During 2020/2021, Dundee City Council let approximately 60% of all properties to homeless applicants. The figure for RSLs within the Common Housing Register was approximately 40%. This is an increase from 45% and 38% respectively in 2019/2020. During the pandemic we increased our quota to 75% of lets to homeless applicants but due to the large proportion of sheltered stock in our lets we have not been able to achieve this target overall but have let 75.6% of Dundee City Council mainstream stock to homelessness. In total approximately 52% of all CHR lets were to homeless applicants.

There was a significant reduction in lets due to the pandemic in addition to the need to create new temporary accommodation. Using those assessed as unintentionally homeless in the financial year, lets across all sectors only met 61% of new demand. This is a significant reduction from the baseline position of 81%.

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 356 properties for homeless applicants this year. This has increased from 141 at the baseline position. The focus on year 3 will be recovering this position through increased quota to homeless applicants and a drive to utilise the private rented sector further.

2.8. Housing Options

Housing Options data for 2020/2021 is still not confirmed so will not be included in this iteration at the moment.

² 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 2020/2021. 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 has been created to mitigate no permanent lets being made. Most additional capacity has been met by creating additional temporary furnished flats. During the year we also needed to utilise B&B accommodation. This was used for emergency placements with alternative accommodation being sourced as quickly as possible.

There were 524 units of temporary accommodation available at 31 March 2021. This accommodation is spread throughout the city and comprises of flats, hostels, supported accommodation and supervised units. This is approximately a 90% increase from the temporary accommodation stock at the baseline position.

Prior to the pandemic we had made significant steps to reducing our reliance on temporary accommodation and had reduced capacity by approximately 13% from 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 3rd Sector Hostel in Dundee.

With effect of 31/03/2020, this accommodation was permanently closed and all residents within rehoused. The team within Transform Community Development were realigned to deliver support aligned with Housing First.

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, on-site support is now provided in accommodation for 9 families.

3.2. Number of households living in temporary accommodation during 2020/2021

During 2020/2021 it is estimated that 1394 temporary accommodation placements started. This comprised of 952 individual households. When these figures are added to the 245 applicants who were in temporary accommodation from the previous reporting period there were an estimated 1197 households living in temporary accommodation during 2020/2021. This is a significant increase on previous years. It is unknown exactly what has caused this increase but the working hypothesis is that people who would normally stay with family or friends were not able to do so because of the

pandemic and required temporary accommodation. Future demand will remain uncertain as a result.

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 31/03/2021 was:

Type of accommodation	Number
TFF	300
Emergency	65
Interim	84
Other	75

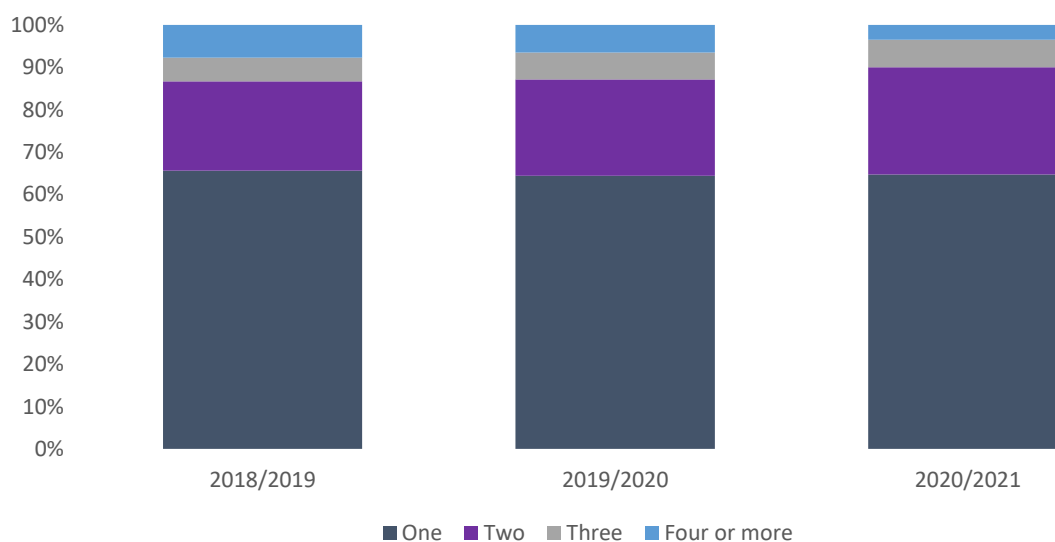
Due to the creation of new temporary accommodation capacity in response to the pandemic, approximately 57% of our temporary accommodation is now temporary furnished flats. This is an increase from 31% last year. The creation of this type of accommodation will give us the greatest flexibility when adjusting our capacity during year 3.

Emergency accommodation currently makes up just 12% of temporary accommodation capacity. 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 but are hoping to stop this during year 3.

3.4. Type of households

During 2020/2021 there were 952 unique households which entered temporary accommodation over 1394 placements. Approximately 81% 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.

Number of placements in temporary accommodation by year 2018/2019 to 2020/2021

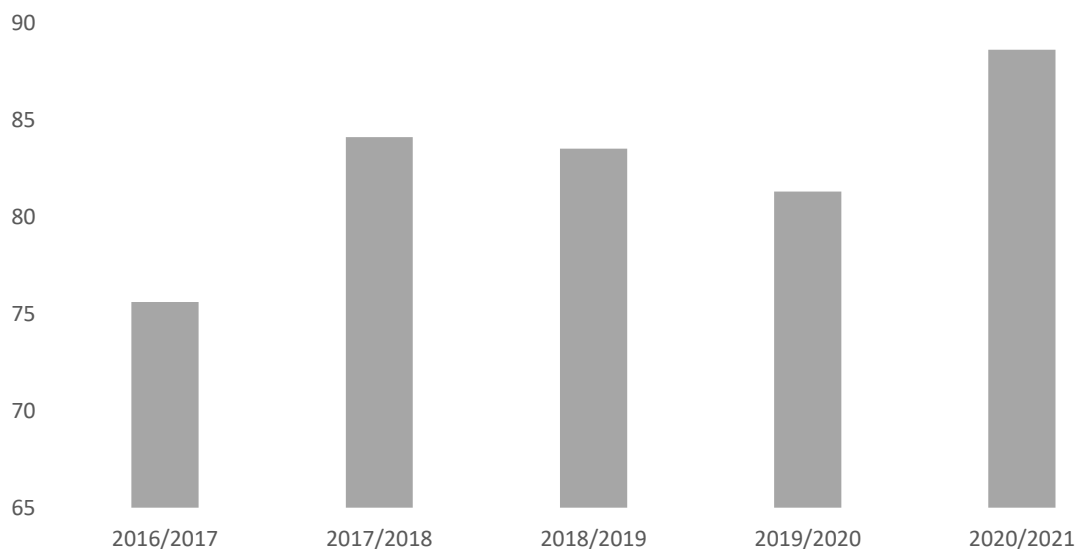


Source: Dundee City Council HL3 2020/2021

3.5. Length of placements

The average length of stay in temporary accommodation placements in 2020/2021 was 88.6 days. This is almost a 5 day increase from last year and a 4 day increase from 2017/2018.

Average length of stay per placement in temporary accommodation 2016/2017 to 2020/2021



Source: Dundee City Council HL3 2020/2021

The longest average length of placements was in interim temporary accommodation at 207 days. However, there is significant variance within this category.

Average length of placements within temporary furnished flats was approximately 141 days which was almost 50 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. There is some concern that this will rise significantly next year due to people not being housed in Year 2.

'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 10 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.

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.

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 occurred during 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. 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 there may be an increase once the emergency coronavirus legislation ends.

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 have been created to take account of the changes as a result of the pandemic. The worst-case scenario is that temporary accommodation demand remains high, applications rise and lets continue to drop. This would put significant pressure on our plan and targets would need to be completely revised.

The best case scenario seems to be recovering from the pandemic during year 3 to get temporary accommodation capacity and lets back to the level they were at prior to the pandemic. That would allow for the focus to be on implementing rapid rehousing in the final 2 years of the plan.

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 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 in year 2 has made the original plan materially uncertain. As above, the focus for Year 3 will be reducing the new capacity we created in response to the pandemic. This will be through flipping properties and also returning surplus temporary furnished flats to mainstream lets if demand allows.

In later years it is hoped that 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. Due to the impact of the pandemic and the uncertainty over future demand these plans will require to be fully reviewed during Year 3 through commissioned analysis and review. The indicative estimates for the five-year plan adjusted for the Year two position are:

	Year 1	Year 2	Year 3	Year 4	Year 5
Emergency	65	65	65	TBC	TBC
Interim	84	84	84	TBC	TBC
TFF	83	300	100	TBC	TBC
Other	38	75	50	TBC	TBC

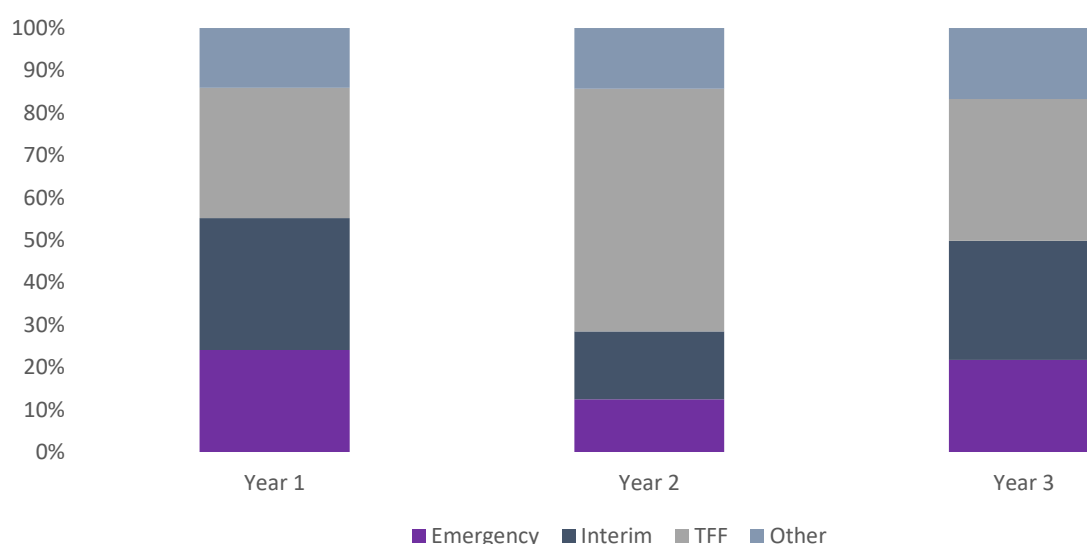
To achieve the temporary accommodation position at the end of Year 3 we would need to reduce our average total length of stay which is reliant on other variables such as the number of applications, demand for temporary accommodation and lets.

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.

Proportion of temporary accommodation types projected across plan (years 4 and 5 currently uncertain)



Source: Dundee City Council

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.

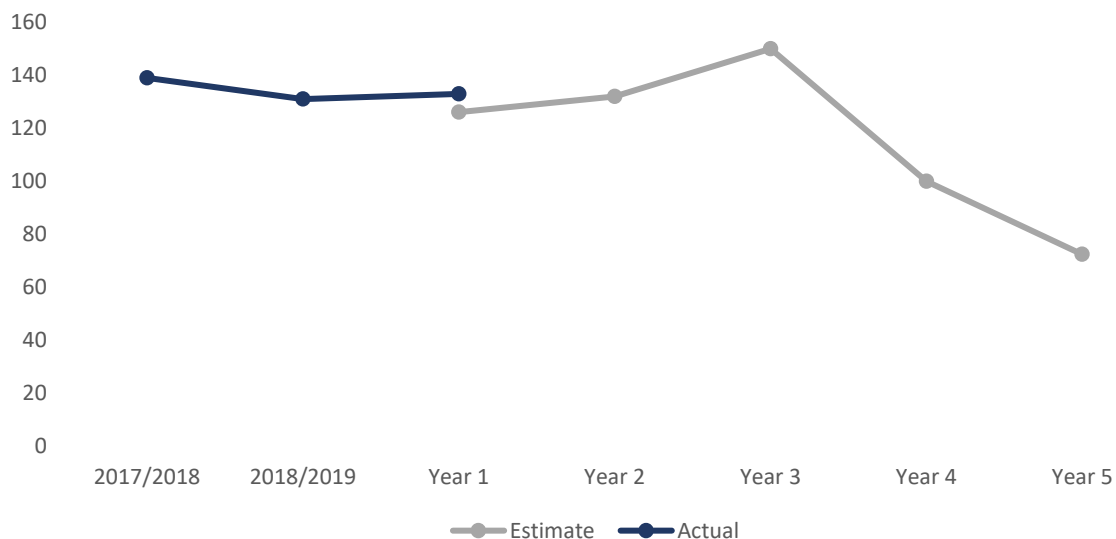
In the baseline model, single people have the greatest need for temporary accommodation and make up the majority of placements. It is likely that this will continue to be the case during the course of the plan.

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 support delivered by Dundee City Council Housing Support Team for those clients who require across 11 self-contained properties during Year 2 of our plan.

4.5. Reduce Time in Temporary Accommodation

Throughout our 5-year RRTP our aim is to ensure the average total length of stay in temporary accommodation is reduced to approximately 70 days per case. Up to 31/03/2021 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. There is great concern that this will rise due to the lack of lets during Year 2. When these applicants are rehoused the position will become clearer but could be over 200 days. At the moment, the projection for Year 3 will be a slight increase but it may be considerably higher.

Average length of stay across all placements projected during plan



Source: Dundee City Council HL1 2020/2021

As part of our recovery process in year 3 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 more detailed assessment of support needs is required. Work will continue with DHSCP to ascertain the true level of support needs in the city. As part of this assessment, a dedicated Social Worker will be available to the Housing Options service in Year 3 as part of our RRTP.

5.1. Type of support needs

Based on HL1 assessment data in 2020/2021, 58% of applicants who were assessed as unintentionally homeless or threatened with homelessness had no support needs and a further 19% had one identified support need. Two support needs make up 12% of those assessed and 11% 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. This is very surprising as most anecdotal evidence indicates that support needs in the city are high. We are hoping to carry out an exercise with our partners in the Dundee Health & Social Care Partnership to better understand the level of support needs.

Of those with identified support needs in 2020/2021, the most common support needs were mental health problems (33%) and Basic housing management/independent living skills (30%). Drug and/or alcohol dependency was a recognised support need for 14% 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 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 68% of applicants each year having no or low support needs except for assistance in being provided with suitable accommodation. 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 approximately 19% 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 is also roughly in line with the proportion of applicants with two or more support needs who would not fall into the 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.

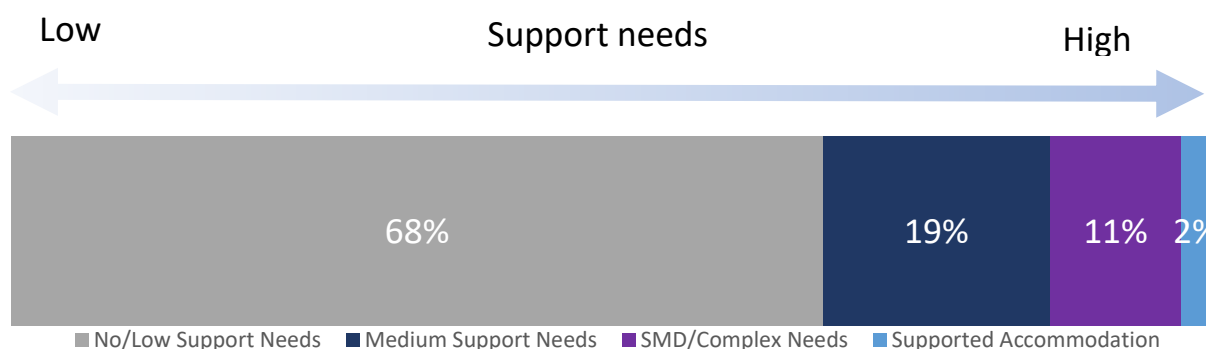
5.4. SMD/Complex needs

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 11% 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.

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. 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 801. To reduce this backlog over the remaining years 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 will be subject to significant changes.

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. There was an approximate 4% decrease in applications in Year 1 but a small rise in year 2. There is great concern that homeless levels may rise in general as a result of the pandemic.

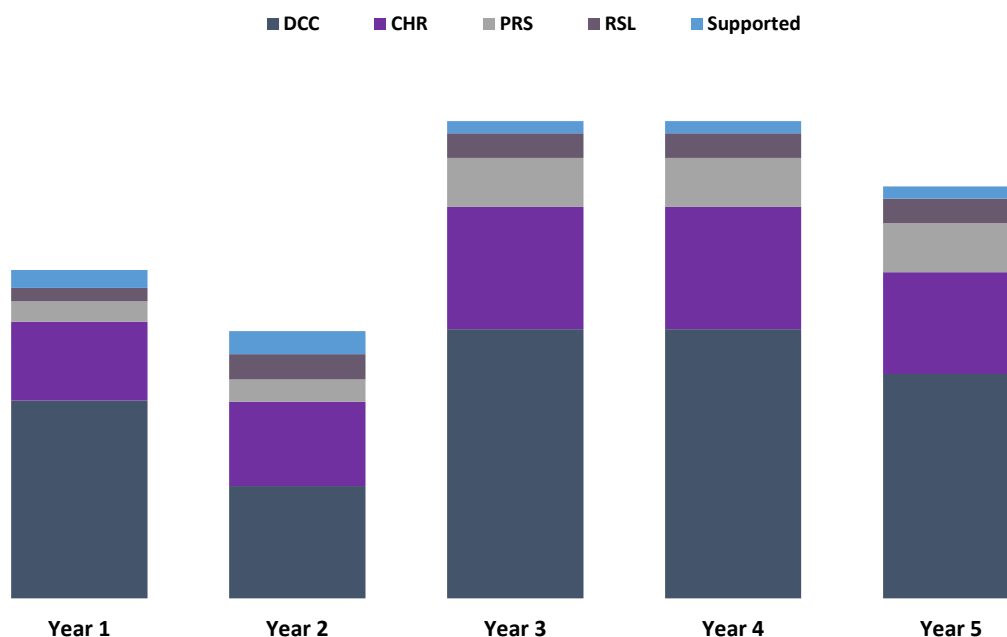
The baseline assumption was a small annual decrease in homeless applications but an increase to 75% of applicants being assessed as unintentionally homeless, that model required the total lets to homeless households across all sectors to be in the region of 1,000 per annum across the 5 years of the plan (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 has been significant deviation from normal trends in year 2. This was partly due to using vacant properties for temporary accommodation but there was also a significant decrease in new voids as a result of terminations.

Using the central assumptions with amendments for Year 2. In order to meet the backlog and new demand the following targets will be required in this model:

- 60% of lets across the Common Housing Register (this is assuming that the total number of lets reverts back to similar to pre-pandemic levels) until the bulk of the backlog of applicants is cleared. This would result in an approximately 660 lets from Dundee City Council and 300 lets from Registered Social Landlords in the CHR annually for the next 2 years. Then an annual quota of 50% of lets for the last years of the plan.
- Due to the nature of our stock our target of lets would need to be 75% to achieve this figure.
- An increase in lets from Registered Social Landlords not currently in the Common Housing Register to the same level as allocations in Year 2. This would result in approximately 60 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.
- This central assumption will effectively become our best case scenario.

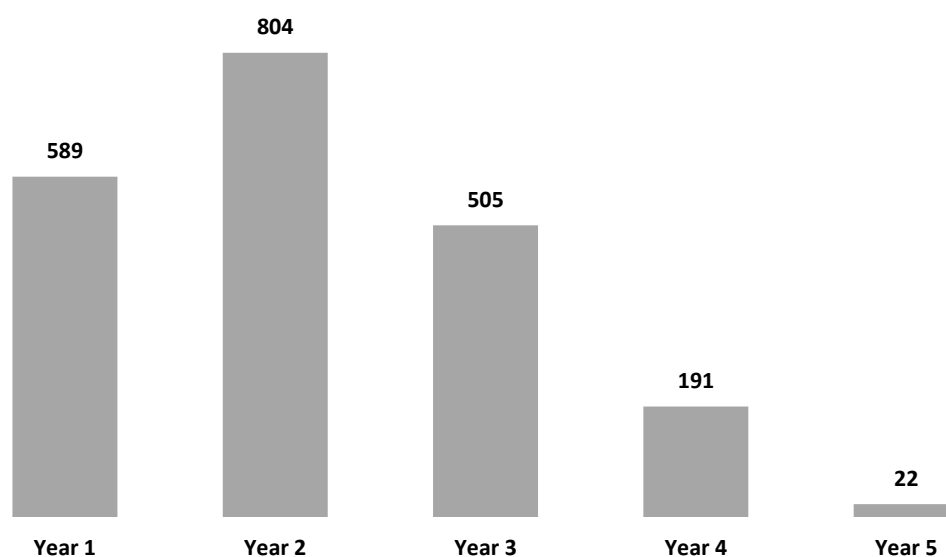
Composition of lets across plan (best case scenario)



Source: Dundee City Council

A worst case scenario where there is a small increase in homelessness of across each of the remaining years of the plan and a reduction in total social sector lets by 10% would require approximately 70% of lets from Dundee City Council and CHR partners if the other variables remained constant. It is recognised that the number of lets this would require would be almost impossible to achieve due to the large number of sheltered housing in the city.

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. The allocation targets in the central assumption should almost 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 (best case scenario)

Source: Dundee City Council

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	241 days	180 days	130 days	90 days

The position at Year 2 is significantly higher than our projected figure. This is a result of decreased lets to homeless applicants as a result of the pandemic. It is hoped that as the number of lets returns to normal and temporary accommodation is flipped, this figure can come back in line with the original plan. Any increase in applications or drop in lets 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.

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.

As a result of the pandemic it was agreed that the quota of lets to homeless applicants would be increased to 75%. Due to the proportion of sheltered housing within our stock it has been impossible to achieve this target.

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 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 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 was increased in Year 2 as part of our recovery plan. It is now hoped that at least 100 units of temporary accommodation can be converted to permanent accommodation in Year 3.

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. This model will continue to be implemented across the lifetime of the RRTP.

6.6. Homeless Prevention Pilot

In 2020/2021 Dundee City Council commissioned a Homeless Prevention Pilot in partnership with Shelter Scotland. This will commence for the beginning of Year 3. The purpose of this project is to take a proactive approach to working with tenants across all tenure to prevent homelessness. This supports both the RRTP and the Ending Homelessness Action Plan. Briefing sessions have been delivered to partners. In addition to specialist casework and income maximisation, the pilot will

provide a programme of work to build housing rights awareness across the wider community in Dundee. This includes delivering sessions and workshops to community organisations and groups to motivate them to take action within their communities to prevent and address housing and homelessness issues. The focus is on mobilising people within communities to be engaged in Dundee's RRTP vision and what they can do to support it.

6.7. 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)

The findings of this research should be available during Year 3.

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

Housing First Pathfinder has continued to ramp up in Dundee over the past year and there were 80 Housing First Tenancies set up at the end of the Pathfinder. 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 will take over and continue delivering Housing First support to residents of Dundee and work with the Pathfinder throughout this transition along with other services across the Homeless Partnership to mainstream Housing First across Dundee.

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.

6.9. 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.

6.10. 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.

The service has continued throughout the pandemic and were key to the success of the Early Prisoner Release Programme noted early albeit the engagement with clients has had to revert from face to face to virtual (unless essential) for the majority of the year.

6.11. Gendered approach

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

Gender specific support has also been recognised as a key factor in sustainment and so part of the R RTP funding has been allocated to recruit 2 gender specific workers with Dundee Women's Aid. A co-ordinator and support worker which will continue to work in partnership with the mainstream Housing First service to deliver specific support to women and their children and inform future gender specific support service requirements.

Over the last year, Dundee City Council Housing Service has implemented its Domestic Abuse policy to support Dundee City Council tenants who are suffering or affected by Domestic Abuse. The Policy was developed in partnership with Violence Against Women Partnership and 3rd Sector Services and training has been developed and delivered to not only Housing staff but other Council services involved in the response to Make a Stand and support tenants affected. Our Allocation Policy looks to award a priority in its own right for those affected by Domestic Abuse to the same level as those awarded a Homeless priority and is due to be consulted on within year 3.

Following research from University of Dundee and Dundee Women's Aid we are also reviewing the requirement for safe supported women-only.

6.12. 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.

Investment in Year 3 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:

- Undertake a review of the needs locally for temporary and supported accommodation following Covid-19 pandemic and increase in demand to inform another review of accommodation requirement.
- Continue to ensure compliance with temporary accommodation standards and factor this within the review of hostel accommodation.
- Mainstreaming Housing First Pathfinder project, through the reconfiguration of existing support services being delivered across the city
- 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.
- Conclude Allocation Policy review
- Progress the programme to make temporary flats in to permanent mainstream tenancies for homeless applicants.
- Review the research and analysis undertaken to update our Temporary Accommodation review.
- Review the Homeless Partnership budget to align with the support needs demand locally.
- Review our Housing Options and Homeless Strategy following Covid-19 pandemic.
- 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

- Review research undertaken by Dundee University in respect of Housing inequalities and gender specific responses.
- 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.
- In partnership with Health and Social Care, recruit a Community Social Worker to work embedded within our Housing Options Team whom will not only support those who are rough sleeping but also support homeless applicants presenting to the service.
- 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%.
- Monitor the impact of Community Capacity Sessions
- Evaluate the impact of the partnership response with Shelter Scotland on the Homelessness Prevention Pilot
- 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
- Review the impact of the Homeless Prevention Pilot across both Social and Private Sector.

7.5. Investment in Year 3

ACTIVITY	
Temporary Accommodation Remodelling and Increase Supply of Settled/Supported Accommodation	£132,838
End Rough Sleeping	£164,450
Prevent Homelessness from occurring	£359,737

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.