

REPORT TO: NEIGHBOURHOOD, HOUSING & COMMUNITIES COMMITTEE– 27 OCTOBER 2025

REPORT ON: RAPID REHOUSING TRANSITION PLAN (RRTP) - REVIEW OF 2024/2025

REPORT BY: EXECUTIVE DIRECTOR OF NEIGHBOURHOOD SERVICES

REPORT NO: 309-2025

1. PURPOSE OF REPORT

To provide an update to Committee on the performance of the Rapid Rehousing Transition Plan and homelessness position during 2024/2025. The original plan was approved by Committee on 7th January 2019.

2. RECOMMENDATIONS

- 2.1 It is recommended that Neighbourhood, Housing and Communities Committee note the content of this report and the attached 2024/2025 update on the Rapid Rehousing Transition Plan.

3. FINANCIAL IMPLICATIONS

- 3.1 There are no direct financial implications arising from the agreement of 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 (Article V of the minute) on the 7th January 2019, and submitted to the Scottish Government. An update of the plan was submitted to Neighbourhood Services Committees in each of the subsequent years.

- 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 as follows:

- 2018/19 £68,000 (initial planning)
- 2019/20 £300,000
- 2020/21 £457,000
- 2021/22 £271,000
- 2022/23 £271,000
- 2023/2024 £286,000
- 2024/2025 £286,000
- 2025/2026 £286,000

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

- 4.3 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.

The initial RRTP approved in 2019, set out the local homelessness context, provided a baseline position of temporary accommodation supply, set out the vision, identified support needs and how we would achieve our vision for temporary accommodation and settled housing options for homeless households over the course of the plan.

4.4 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.

4.5 As with many local authorities the Covid-19 pandemic had a major impact on the demand for and provision of temporary accommodation. Dundee City Council and partners have continued to work under the ethos of the RRTP. This has required significant culture change, creativity and partnership working to deliver improved service delivery and outcomes for those experiencing homelessness.

As a result of these challenges, the Scottish Government provided additional years of RRTP funding for 2024/2025 and 2025/2026.

While the aims and objectives of the Rapid Rehousing Transition Plan remain unchanged, the timelines for delivery of these goals have been reviewed in terms of the impact of challenges facing the economy and the housing sector.

4.6 Housing First

4.7 During 2024/2025, there were 37 new Housing First tenancies provided with intensive support. The total capacity of the project is for 84 tenancies receiving support in line with Housing First fidelities. The project ran at capacity throughout 2024/2025 and was previously mainstreamed in partnership with Dundee Health and Social Care Partnership.

4.8 Homelessness Update

4.9 The attached report highlights the position at the end of 2024/2025 in regard to homelessness and temporary accommodation.

- 1638 new homeless applications throughout the year. This was a 18% increase from the previous year.
- 1377 assessments concluded that the applicant was homeless or threatened with homelessness. There was a full duty to rehouse in 1259 applications.
- The number of homeless applicants awaiting an offer of permanent accommodation was 776 as of 31 March 2025.
- Average duration of homeless cases was 236 days for those closed during 2024/2025. This was a reduction of 14 days from 2023/2024.
- Permanent accommodation was secured for 1061 applicants. This was the highest total over the course of the plan.
- 960 individual households moved into temporary accommodation throughout the year. When combined with households who were living in temporary accommodation at the

end of the last reporting period, there were approximately 1416 households living in temporary accommodation throughout 2024/2025.

- Temporary accommodation demand increased by 20% from the previous year. Although additional furnished flats were set up, B&B/hotel accommodation continued to be used to meet additional demand.
- Average total length of stays within temporary accommodation was 192 days.
- There were 431 households living in temporary accommodation on 31 March 2025, this is a 5% decrease from the previous year.
- 97 households containing dependent children were living in temporary accommodation at the end of the year. These households contained 227 children.

4.10 The attached report highlights the activities which the Local Authority has undertaken during 2024/2025 and will undertake during 2025/2026 to achieve the actions set out in the Rapid Rehousing Transition Plan including:

- Housing First has been mainstreamed following the success of the Housing First Pathfinder in partnership with DHSCP and 3rd Sector partners. The service now has a capacity to support 84 tenancies. There have been no evictions from a Housing First tenancy. As this involves people with a history of repeat homelessness, there will have been significant savings as a result of preventing homelessness. During 2024/2025, 37 new Housing First tenancies were started.
- 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. Dundee Homefinders service supported 67 households to secure accommodation in the private rented sector during 2024/2025. This project will continue during 2025/2026 with the aim of providing private rented accommodation to those who are homeless or at risk of homelessness. It is hoped that a minimum of 80 households can be assisted to access accommodation, but it must be acknowledged that there are currently challenges with the availability of private rented accommodation. This project is already mainstreamed and supplemented by the RRTP.
- In recognition of the support needs and reasons for homelessness being different between men and women, Dundee City Council worked with Dundee Women's Aid, Dundee Health and Social Care Partnership and the Council's Violence Against Women Partnership to provide gender specific temporary accommodation. This has been achieved by repurposing existing temporary accommodation. The purpose of this accommodation is to provide a safe, supported environment for women experiencing homelessness. This was funded by the RRTP during 2024/2025 and mainstreamed in 2025/26.
- A dedicated Homeless Prevention Officer was employed by Dundee City Council for 2 years of the plan. This post was made permanent during Year 5. Due to the recognition of the importance of prevention and early intervention, an additional post will be created in 2025/2026. This officer will be based within our Housing Options Service and focused 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.
- A flexible homeless prevention fund will be available during 2025/2026 to provide immediate, targeted responses to prevent homelessness before it reaches crisis. As this fund is intended to be person-centred it is envisaged this could be used for a variety of interventions such as addressing rent arrears, emergency repairs, minor adaptations, sourcing furnishings etc.
- In partnership with Action for Children, the RRTP funded the delivery of the young person's prevention team containing Youth Housing Options and Family Sustainment Service during 2024/2025.

The Youth Housing Options Service provided advice and support to approximately 75 young people during 2024/2025. This preventative work has great benefits to the individual as well as wider financial savings.

The Family Sustainment Service within Action For Children worked with 39 families with children to help sustain their tenancies in the private rented sector. Due to the varied needs of the families, this service works alongside families to produce a Whole Family Support Plan, identify outcomes, support families to access holistic packages of support and working in partnership with other services. The family plans identify support required, including support to maintain their current property, liaise with landlords, moving home, budgeting and benefits support, support to access legal advice, support for tribunals, advocacy and well-being support. This service was recognised by Crisis as good practice in homelessness prevention.

- Dundee City Council have also used RRTP funds to provide carpets, white goods and furniture to support homeless applicants to transition from temporary accommodation to permanent lets during 2024/2025. The purpose of this is to allow homeless people to move into their permanent accommodation as soon as they have signed for the property. In total 528 households were supported through this initiative and the Transform Furniture Project. This funding will continue to assist with rapid rehousing during 2025/2026.

5. HOMELESS PRESSURES

- 5.1 There are well publicised pressures on homelessness services across Scotland. While the pressures will vary from area to area, common themes are pressures on temporary accommodation, insufficient supply of social housing to meet demand and increasing rental charges in the private rented sector.
- 5.2 SOLACE published a report in July 2023 titled "Housing in Scotland: current context and preparing for the future". This report sets out the unsustainable pressure on local authority housing, the challenges and barriers that are limiting the supply of new homes and social rent tenancies and recommends action needed to implement change at pace and scale.
- 5.3 The pressures detailed in the report are similarly impacting Dundee City Council and the progress of our RRTP. Homeless applications increased by 18% on the previous year, temporary accommodation demand remains considerably higher than pre-pandemic, B&B/hotel use is at increased levels, length of time in temporary accommodation is significantly longer than anticipated and the supply of permanent accommodation is insufficient to meet demand. These pressures could be exacerbated further by increased levels of homelessness and additional humanitarian responses.
- 5.4 The mitigations proposed by Dundee City Council to address these pressures on the delivery of the RRTP include:
 - Reduce the backlog of homeless applicants by temporarily changing quota to 75% of lets to homeless applicants.
 - Engage with Registered Social Landlords to maximise the number of lets to homeless applicants.
 - Reduce the use of B&B/hotel by creating additional units of temporary furnished flats.
 - Explore a procurement strategy to source temporary accommodation in the private sector.
 - Secure permanent accommodation at the earliest possible opportunity by maximising the limited number of permanent lets available. This will be achieved by securing a reasonable offer of accommodation in any area of Dundee and any property type for homeless applicants in line with statutory duties.
 - Use the private rented sector where it is suitable to do so for applicants who wish to be housed in particular areas or house types.
 - Increase the number of temporary furnished flats that can be 'flipped' to permanent accommodation through a targeted programme.

- Increase preventative measures through a strategic working group with a focus on homelessness prevention and the use of flexible prevention budget.

6. CONSULTATIONS

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

7. POLICY IMPLICATIONS

- 7.1 The content of this report was previously considered in report (22 November 2021) and remains valid. The original report was subject to an Integrated Impact Assessment. An appropriate senior manager has checked and agreed with this assessment. For follow-ups relating to initial reports agreed prior to 22 August 2022, a copy of the Integrated Impact Assessment is available on the Council's website at www.dundee.gov.uk/ia. For follow-ups relating to initial reports created after this date, a copy of the Integrated Impact Assessment is included as an Appendix to that initial report.

8. BACKGROUND PAPERS

- 8.1 Solace Scotland, in collaboration with the Association of Local Authority Chief Housing Officers (ALACHO) have published a report 'Housing in Scotland: Current Context and Preparing for the Future'.

Tony Boyle
Executive Director of Neighbourhood Services

Louise Butchart
Head of Housing, Construction & Communities

30 September 2025

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Scotland's transition
to rapid rehousing



RAPID REHOUSING TRANSITION PLAN

**YEAR SIX
UPDATE**

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Contents

1.	Introduction	3
2.	Homelessness position	5
i.	Homelessness applications	5
ii.	Rough Sleeping	7
iii.	Homelessness assessments	7
iv.	Open cases at 31 st March 2025.....	7
v.	Average length of cases closed during the financial year.....	8
vi.	Outcomes.....	8
3.	Temporary accommodation position.....	10
i.	Capacity.....	10
ii.	Type of provision	10
iii.	Households in temporary accommodation at end of year.....	11
iv.	Number of households living in temporary accommodation during 2024/2025	12
v.	Type of households.....	12
vi.	Length of placements	12
4.	Temporary accommodation projections.....	15
i.	Demand.....	15
ii.	Average length of stay	16
iii.	Capacity.....	16
iv.	Modelling capacity.....	17
5.	Support Needs.....	19
i.	Type of support needs	19
ii.	No/low support needs	19
iii.	Medium support needs.....	20
iv.	High Support Needs (SMD/Complex needs).....	20
v.	Supported Accommodation.....	20
6.	Rapid Rehousing Plan	22
i.	Proportion and numbers for rehousing supply requirements to meet demand over plan	22
ii.	Securing accommodation under homelessness legislation	23
iii.	Working with social housing providers to optimise the rehousing process.....	23
iv.	Rehousing solutions in the private sector	24
v.	Converting temporary furnished flats to settled home/Scottish Secure Tenancies	25
vi.	Housing First	25

vii.	Furnished tenancies.....	26
viii.	Particular Pathways	26
	Prisoners	26
	Gendered approach	28
	Young People	28
ix.	Voices making changes	29
7.	Investment and activities	31
i.	Projects	31
ii.	Activities.....	32
	Temporary Accommodation Remodelling and Increase Supply of Settled/Supported Accommodation.....	32
	End Rough Sleeping.....	33
	Prevent Homelessness from occurring	33
iii.	Monitoring	34
	Appendix 1 - Temporary Accommodation Provision	35
	Appendix 2 - Voices making changes	36

1. Introduction

This report presents the Annual Review of Dundee City Council's Rapid Rehousing Transition Plan (RRTP) for Year 6 (2024–2025), reaffirming the Council's commitment to a housing-led response to homelessness.

The continuation of the RRTP into Year 6 has been made possible through ongoing funding support from the Scottish Government, which has confirmed an additional allocation of £286,000 for 2024/2025. This funding enables the Council to deliver the RRTP's objectives and strengthen multi-agency collaboration.

This document will provide an update on activities carried out during 2024/2025 and planned projects during 2025/2026. All contextual data relating to homeless applications, homeless assessments, outcomes and the use of temporary accommodation has been updated to reflect the position at the end of 2024/2025.

There has been a significant rise in homelessness in Dundee during 2024/2025. The Rapid Rehousing Transition Plan highlights actions that the service has implemented which include an increase in permanent rehousing outcomes achieved last year as a result of a voids recovery plan. The current homelessness situation remains challenging with current projections showing a further increase in homeless presentations.

Due to uncertainty in how the current housing and economic situation will impact on levels of homelessness, many of the projections contained within this iteration will require to be monitored throughout the year.

Although there is uncertainty, the plan's original purpose and vision remain unchanged:

- 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 continue with the creation of a new homelessness, prevention and sustainment strategy to complement and build on this plan.

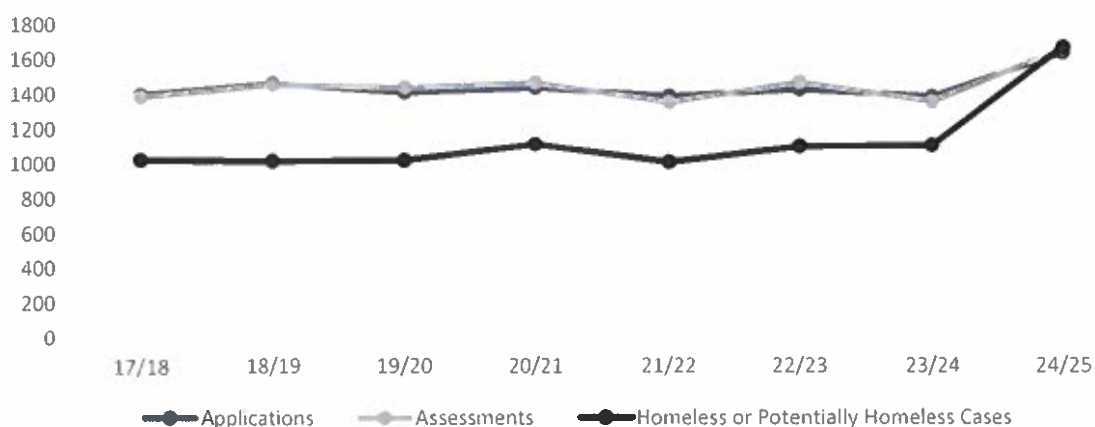
2. Homelessness position

This section provides details of homeless applications, assessments and outcomes recorded by Dundee City Council in 2024/2025 compared to subsequent years of the plan and the baseline position in 2017/2018.

i. Homelessness applications

There were 1638 new homeless applications made to Dundee City Council in 2024/2025. This was approximately a 18% increase from the previous year and a 17% increase from the baseline position. This figure is out with the expected range of our standard assumptions set out in the original plan. Prior to this year, there had been minor fluctuations in presentations during the plan and Dundee City Council had not seen the levels of increases seen by some Local Authorities over the last few years. As a result, this needs to be considered in the wider context of increasing levels of homelessness throughout Scotland.

Homeless applications and those assessed as unintentionally homeless 2017/2018 – 2024/2025

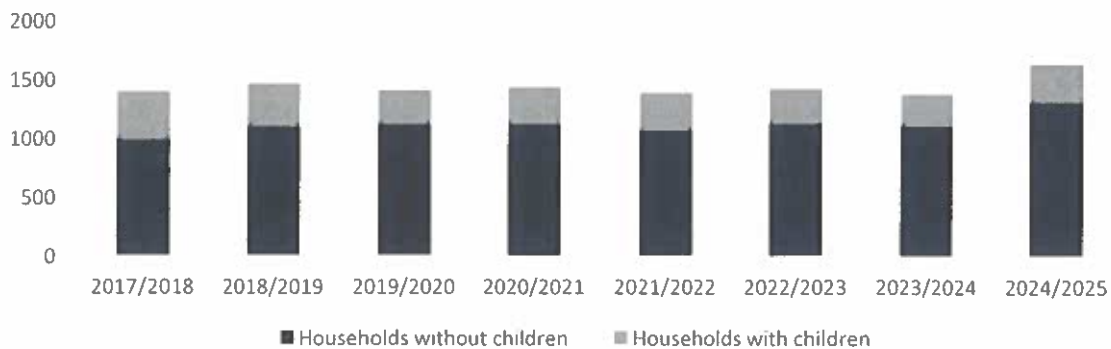


Source: Dundee City Council HL1 2024/2025

Household compositions

The proportion of households not containing children is currently at 80% compared to 71% in 2017/2018. This appears to be a result of an increase in the number of applications from households without children and a decrease in the number of households with children. There was an 18% increase from both household types last year.

Breakdown of household composition in homeless applications 2017/2018 to 2024/2025



Source: Dundee City Council HL1 2024/2025

Single males continue to be the most common household group and make up over half of all applications (52% in 2024/2025).

The vast majority of applications from households containing children continue to be headed by female applicants (87% of applications containing children).

Applications by property type and reasons

Applications from 'Parental/family home/relatives' and 'Friends/partners' make up over half of all applications (53%). 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 and seems to be becoming a longer-term trend. These also had the largest increase in the number of applications last year.

As a consequence, 'being asked to leave' is the most common reason for homelessness in the City and accounts for 32% of applications (up from 23% of applications in 2017/2018). This also had the (joint) largest increase in the number of applications last year with domestic abuse. Domestic Abuse continues to be a reported reason for homelessness and there was an increase of 79 applications last year.

There was an increase in households becoming homeless from their own tenancy. This includes social and private sector properties. The highest increase was from Registered Social Landlord tenancies. This was mainly through domestic abuse, relationship breakdowns and an increase in evictions.

Applications from the Private Rented Sector made up 12% of applications in 2024/2025. This has reduced from 20% in 2017/2018. Despite an increase of 22 applications from last year, levels throughout the plan have remained lower than expected.

There has been a decrease in people applying from prison (74 in 2024/2025 compared to 93 at the baseline position) and this also decreased by 13 applications from last year. The numbers on remand are higher than in previous years so there is concern about future demand.

ii. Rough Sleeping

119 applicants stated on their application that they slept rough in the 3 months preceding their application. Of these, 86 also stated they slept rough the night before their application. This is a 36% increase in people stating on their application that they slept rough in the 3 months preceding their application and a 43% increase in people stating they slept rough the night before their application from the baseline position. Although this is an increase on the previous year it is important to note this is a self-reported indicator and there is minimal physical evidence of rough sleeping in Dundee.

iii. Homelessness assessments

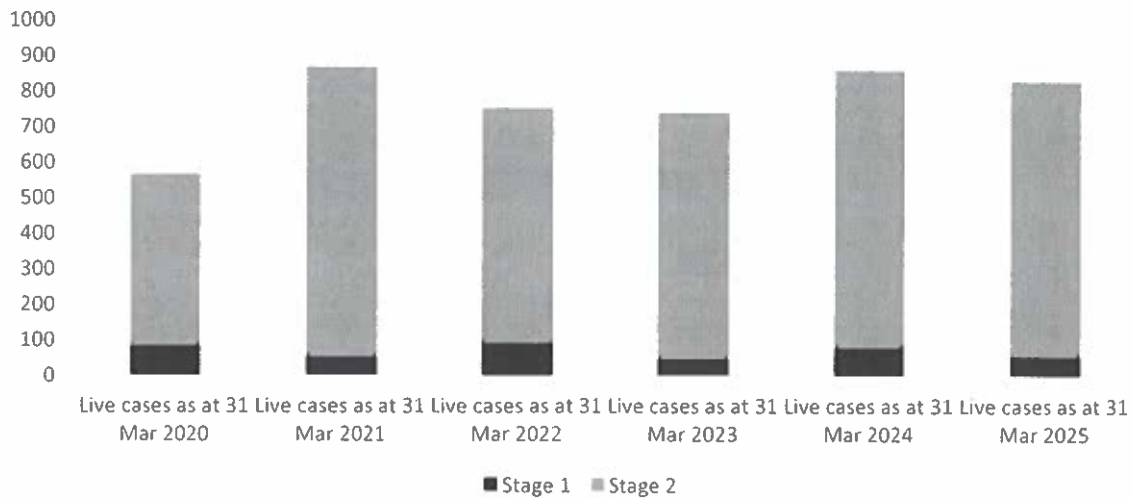
Dundee City Council had a duty to find settled accommodation for 1259 new applicants who were assessed as unintentionally homeless during 2024/2025. This was a 26% increase from the previous year. As a proportion of all assessments this was 76% compared to 63% in 2017/2018. There were also a further 67 applicants assessed as unintentionally threatened with homelessness. Only 51 people were assessed as intentionally homeless or threatened with homelessness during 2024/2025.

Approximately 12% 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 51 cases closed as lost contact before an assessment decision (approximately 3% of all assessments compared to 8% in 2017/2018).

iv. Open cases at 31st March 2025

As of 31 March 2025, there were 776 households which still had a live case awaiting discharge of duties. There were also 52 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 increased homeless applications but was mitigated by the number of outcomes. Without the number of outcomes, this could have seen live cases increase significantly.

Open cases at end of financial year 2019/2020 to 2024/2025

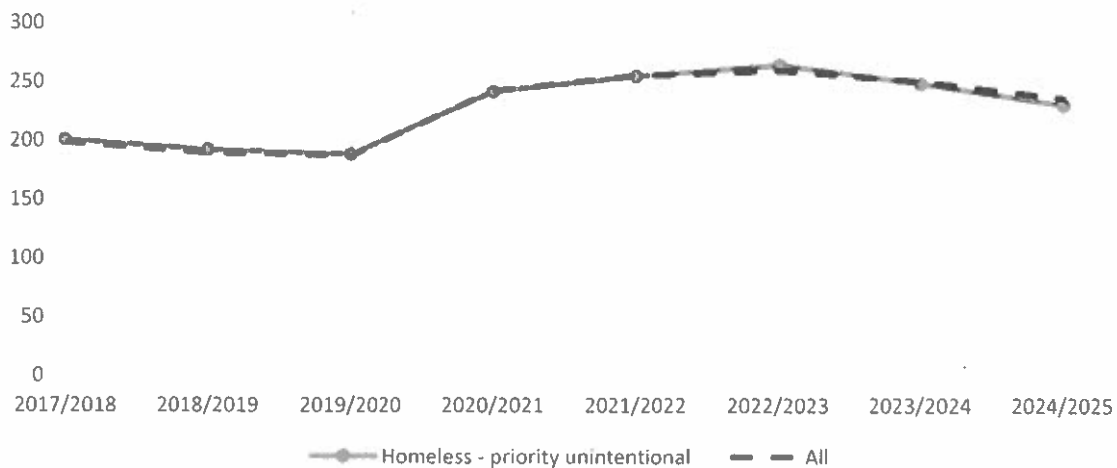


Source: Dundee City Council HL1 2024/2025

v. Average length of cases closed during the financial year

The average case duration in 2024/2025 for those assessed as homeless or threatened with homelessness was 236 days. This is an increase of 31 days from 2017/2018 but a decrease of 14 days from the previous year. This was mainly a result of the number of lets made during 2024/2025.

Average length of case (days) for unintentionally homeless cases 2017/2018 to 2024/2025



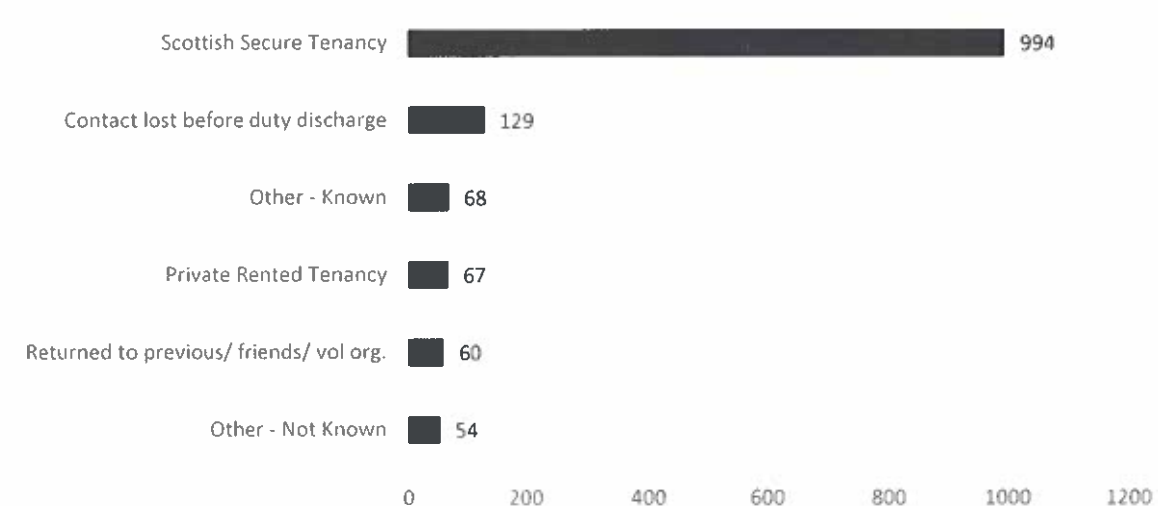
Source: Dundee City Council HL1 2024/2025

vi. Outcomes

There were a total of 1669 cases closed during 2024/2025. For those where there was a duty to rehouse by Dundee City Council, 994 were rehoused into a Scottish Secure Tenancy and 67 in the

private rented sector during 2024/2025. As a proportion of all outcomes 77% of applicants where an outcome was recorded secured settled accommodation¹.

Outcomes for cases assessed as unintentionally homeless 2024/2025



Source: Dundee City Council HL1 2024/2025

During 2024/2025, Dundee City Council let 857 properties to homeless applicants, this was approximately 67% of all lets. There was an increase in the number and percentage of DCC properties compared to the previous year. The figure for RSLs within the Common Housing Register was 221 lets to homeless applicants which represented approximately a 10% increase in lets from the previous year. Please note these values do not necessarily tie in exactly with the number of outcomes due to people not necessarily exiting homelessness as soon as a let is made as well as applicants with Notice to Quit points also being in the homeless group.

Using just those assessed as unintentionally homeless in the financial year, lets across all sectors met 86% of new demand. This is an increase from the baseline position of 81% and the first time this has happened during the plan. However, due to the backlog created in previous years, it only accounted for approximately 53% of all statutory demand during the year. It reduces to 50% of all demand if cases where there is a threat of homelessness also need to be rehoused.

¹ 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 2024/2025. 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)

i. Capacity

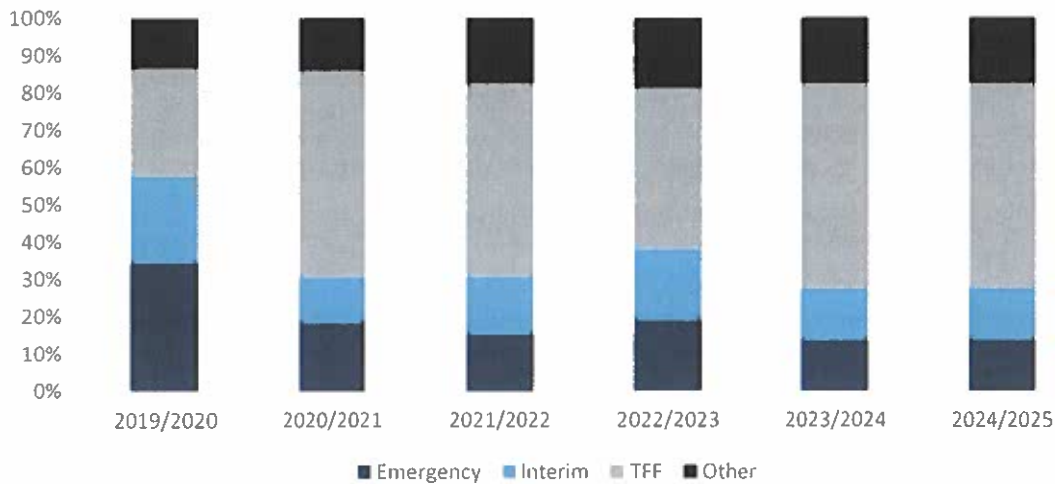
There were 467 units of temporary accommodation capacity of 31 March 2025 (excluding B&B/hotel and hotels). This accommodation is spread throughout the city and comprises of flats, hostels, supported accommodation and supervised units. This is approximately a 65% increase from the baseline in 2017, prior to the pandemic and similar to the capacity at the end of the previous reporting year. We have also needed to utilise B&B/hotel accommodation. This has continued to be used for emergency placements with alternative accommodation being sourced as quickly as possible.

The total capacity can fluctuate throughout the year depending on demand and flipping of temporary accommodation to permanent stock.

ii. Type of provision

Based on the overarching type of the accommodation, the composition of Dundee City Council's provision of temporary accommodation at 31/03/2025 was:

Proportion of temporary accommodation types across plan



Source: Dundee City Council

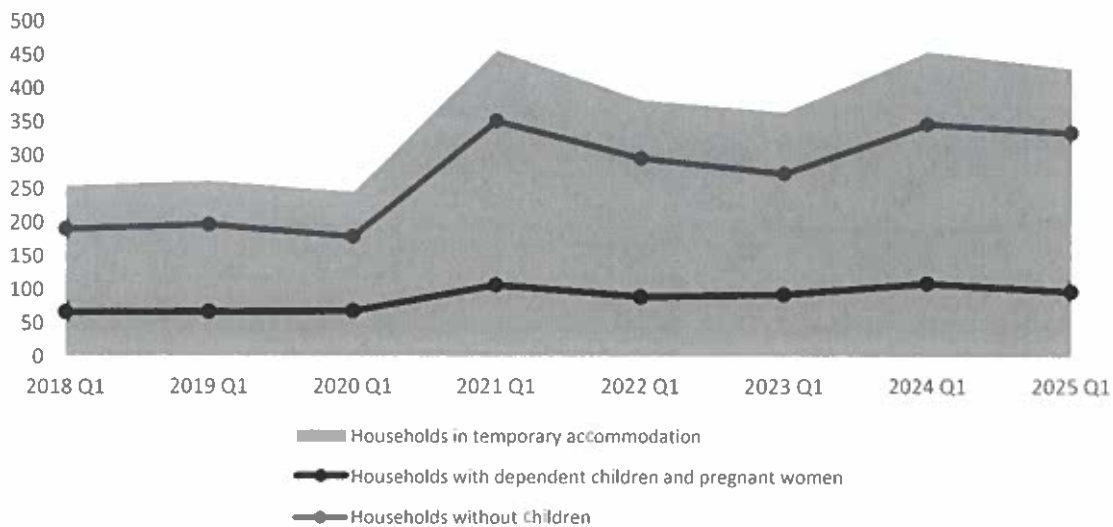
Throughout the year 58 new temporary furnished flats were created to replace properties that were flipped to permanent accommodation. As it stands over half of our temporary accommodation is now temporary furnished flats. The creation of this type of accommodation gives us the greatest flexibility when adjusting our capacity.

The 'other' category includes Women's refuge accommodation and unfurnished flats which can be used for applicants with their own furniture. B&B/hotel accommodation is not included in our capacity but has been used to meet surplus demand when normal capacity is exhausted.

iii. Households in temporary accommodation at end of year

The backlog of households living in temporary accommodation decreased through the year from 456 on 31/03/2024 to 431 on 31/03/2025. This was a 5% decrease in the number of households staying in temporary accommodation at the end of the year. However, it is around a 70% increase from the baseline year.

Number of households in temporary accommodation at end of financial year 2017/2018 to 2024/2025



Source: Dundee City Council HL3 2024/2025

iv. Number of households living in temporary accommodation during 2024/2025

During 2024/2025 there were 960 individual households that started new temporary accommodation placements, this was an increase on the 885 households that started new placements in 2023/2024. When these households are added to the applicants who were in temporary accommodation from the previous reporting period there were an estimated 1416 households living in temporary accommodation throughout 2024/2025.

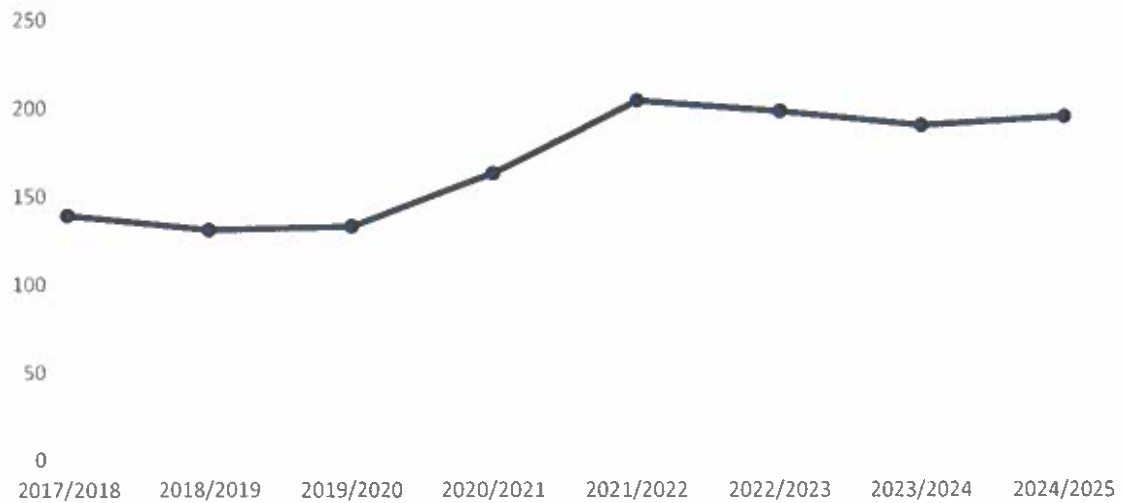
v. Type of households

During 2024/2025 there were 1416 individual households which lived in temporary accommodation. Approximately 78% of these households were single persons. This proportion has increased from 75% in 2017/2018. The majority of multiple placements were made by households without children.

vi. Length of placements

The total length of stay in temporary accommodation has risen by approximately 52 days from the baseline position to 192 days. There is some variance between household types (mainly due to size of accommodation required) but the overall averages for households containing children is higher than for single people at approximately 225 days.

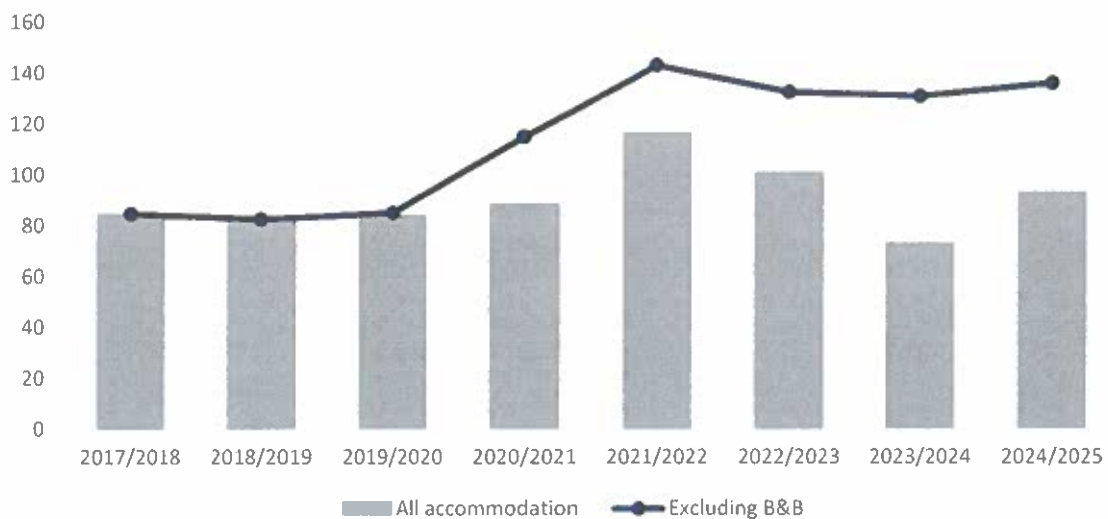
Average length of stay across all placements during plan



Source: Dundee City Council

The average length of stay in temporary accommodation per placement in 2024/2025 was 93 days this was a 20 day increase from 2023/2024 and an 8 day increase from 2017/2018. However, this average is kept artificially low as a result of 639 B&B/hotel placements at an average of 11.5 days. With B&B/hotel removed, the average length of stay per placement was 136 days. This was 5 days more than in 2023/2024 and a 52 day increase since the baseline.

Average length of stay per placement in temporary accommodation 2017/2018 to 2024/2025



Source: Dundee City Council HL3 2024/2025

The average length of placements in temporary furnished flats is 193 days. However, there is significant variance within this category depending on the size of house required for permanent accommodation.

Average length of placements within interim accommodation was also 193 days. There is still some variance between the length of stay between accommodation providers in this type of accommodation.

'Other' temporary accommodation includes a variety of temporary accommodation such as women's refuge, B&B/hotel and unfurnished properties, as such there is variance in this category. The overall average was 52 days.

The average length of placements in B&B/hotel accommodation was considerably shorter at 11.5 days. Applicants tend to be accommodated in this type of temporary accommodation initially before being moved on to other types of temporary accommodation.

4. Temporary accommodation projections

A key objective of the original RRTP was to reduce reliance on temporary accommodation. However, the situation with homelessness has changed significantly since 2020. Social housing lets were reduced due to the pandemic and while homeless applications had been steady in Dundee, a backlog of applicants in temporary accommodation saw an increase in the use of temporary accommodation. An increase in homeless applications of 18% in 2024/2025 compared to the previous year has put additional pressure on temporary accommodation. This is despite an increased turnover rate as more applicants secured permanent accommodation.

This section will set out the immediate resource requirements to meet continuing demand for temporary accommodation and mitigate the use of unsuitable temporary accommodation such as hotels. A wider strategic response is planned to fully review the temporary and supported accommodation provision throughout the city.

It is still unknown what the ongoing trend will be. As a result, there will be models created with various assumption. For the purpose of models within this plan, the central assumptions will be used. There are concerns that there continues to be an increase in homelessness and demand for accommodation as a result of the current economic, humanitarian and housing situation.

i. Demand

During 2024/2025, approximately 55% of applicants required temporary accommodation. This is the same proportion as the previous year but due to the increased number of applications, 136 additional households required temporary accommodation. Completely new demand accounted for 903 households and there was also a further 57 households that presented in previous years but required temporary accommodation for the first time in 2024/2025. In total, 1416 households resided in temporary accommodation at some point during 2024/2025, a 19% increase on 2023/2024.

Approximately, 76% of new demand was from single person households. This is a similar proportion to previous years. For households containing children, just under 80% contain 1 or 2 children. Although households containing more children would only make up a small proportion of demand, these households do tend to stay in temporary accommodation for longer periods.

These proportions are relatively similar to the households which were remaining in temporary accommodation at the end of the year.

Due to the current economic situation and other external factor such as successful asylum seekers, it is extremely difficult to predict demand for 2025/2026. Although the demand for last year was the highest in many years, it would not be prudent to assume a reduction. The central assumption should be for a similar level of new demand as last year (around 900 households of new demand). The lower assumption would be a return to the levels seen in previous years (around 800 households of new demand). The higher assumption would be an increase to around 1000 households of new demand.

ii. Average length of stay

The average length of stay in temporary accommodation for all individuals who left temporary accommodation during 2024/2025 was 195 days. There is considerable variation within this and households with children had a higher average length of stay (214 days) than single persons (188 days). For households with 1 or 2 children, the length of stay was lowest (156 days) but households containing 3 or more children had the highest average length of stay (416 days).

For those whose case was closed during the year, their entire time in temporary accommodation will be included, not just time spent in temporary accommodation during the reporting year.

As highlighted previously, most of the demand for homelessness services is from single person households. There are considerable waiting times for 1 bedroom permanent accommodation but many single applicants have access to children that allows them to be offered a 2 bedroom property under our allocation policy. There is a risk that the average length of stay will increase due the current level of demand from single person households. The length of stay and average case duration in 2024/2025 was around the same level as previous years. The central assumption will be a slight increase in average length of stay compared to 2024/2025 to 205 days. The lower assumption is a reduction in length of stay but this would not be expected to be significant and therefore assumed at 190 days. A bigger risk is average length of stay can increase due to high levels of demand and other external factors. The higher assumption could be up to 220 days.

iii. Capacity

The capacity of temporary accommodation was 467 units at the end of 2024/2025. This did not include bed and breakfast/hotel type accommodation which was used to meet demand above useable capacity. Useable capacity would exclude void/damaged properties or where the household could not access available accommodation for example if a household with children presented and the only available accommodation was in Lily Walker Centre. Accommodation such as hotels and bed and breakfast can normally be used for up to 7 days in respect to the applicant's case without

being unsuitable. The most households we had in temporary accommodation at any point during 2024/2025 was 457.

Approximately thirty percent of the temporary capacity is in specifically designed accommodation for single homeless households. This is accommodation such as Lily Walker Centre, Brewery Lane, Dundee Survival Group and accommodation run by Salvation Army. There are other specialist provisions such as Dundee Women's Aid and Action For Children that cater for specific groups. Approximately 62% of temporary accommodation is in Temporary Furnished flats dispersed throughout the community. These flats provide the most flexible accommodation and can be used for all household types.

Over half of the network flats (56%) are 2 bedroom properties, 35% are 1 bedroom or bedsits and 8% are 3+ bedroom. As 2 bedroom properties can be used for single person households or households containing children, these proportions are representative of demand.

iv. Modelling capacity

This section of the report sets out the immediate resource requirements to meet continuing demand for temporary accommodation and mitigate the use of unsuitable temporary accommodation such as hotels. This section will set out the total capacity requirements to meet demand.

Central Assumptions	Value
Current Capacity	467
In temporary accommodation at end of reporting year	431
New demand throughout year	900
Numbers exiting temporary accommodation	900
Total stays during year	1331
Average length of stay	200 days
Void rate	10%
Bed nights required (Demand * Average length of stay)	$900 * 200 = 180000$
Usable capacity required per night	$180000/365 = 493$
Total capacity required (Usable capacity + void rate)	$493 + 10\% = 542$
Deficit	$542 - 467 = 75$

Based on the central assumptions, there is a current deficit in temporary accommodation supply if we are to stop the use of bed and breakfast accommodation. This deficit is higher than the number of bed and breakfast spaces utilised due to turnaround times and the requirement to have sufficient voids to meet daily demand.

Over the next year from October 2025, to achieve this target Dundee City Council will;

- Set up additional temporary furnished flats to meet deficit.
- Use mainly 1 and 2 bedroom properties to allow flexibility in placements.
- Review decoration arrangements for temporary furnished flats to improve turnaround times.
- Review support needs assessment to ensure sustainable placements.
- Formulate alternative models to ensure capacity matches demand.
- Increase permanent allocations to homeless households to 75% of all allocations (this will be monitored throughout the year and will reduce once we see the direct positive impact).

All variables will require to be reviewed on a regular basis to ensure an appropriate balance between providing temporary accommodation and permanent accommodation.

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 permanent 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 with housing support in place.

The baseline and predicted levels of support needs are documented in this section of the plan. For each presentation, a support needs assessment is carried out. As part of this assessment, engagement with a dedicated Social Worker and access to Mosaic (DHSCP case management system) is available to the Housing Options service as part of the RRTP.

i. Type of support needs

Based on HL1 assessment data in 2024/2025, 55% of applicants who were assessed as homeless or threatened with homelessness had no support needs (this was 65% last year) and a further 21% had one identified support need (20% last year). Two support needs make up 14% of those assessed (8% last year) and 10% have 3 or more support needs (7% last year). Feedback and evidence shows that along with the proportion of applicants with high support needs increasing, the level of support that is required for these individuals is increasing.

Of those with identified support needs in 2024/2025, the most common support needs were mental health, almost 1 in 3 applicants described themselves as having support needs for mental health. Basic housing management/independent living skills is an identified support need of 22% of applicants. Drug and/or alcohol dependency was a recognised support need for 5% of applicants 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.

ii. 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 55% of applicants have no support needs and 21% have only 1 identified support needs so may also fall into this category. This ties in with the HL1 data on housing support assessments which assessed 74% of applicants assessed as homeless or threatened

with homelessness as not requiring housing support services. This group of applicants would need case management and housing options assistance to source a suitable property as well as signposting and low-level tenancy advice services provided by housing providers.

iii. Medium support needs

This proportion of homeless cases requiring this level of support would be approximately 14% based on current data. 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 a visiting housing support service, along with other statutory and third sector supports.

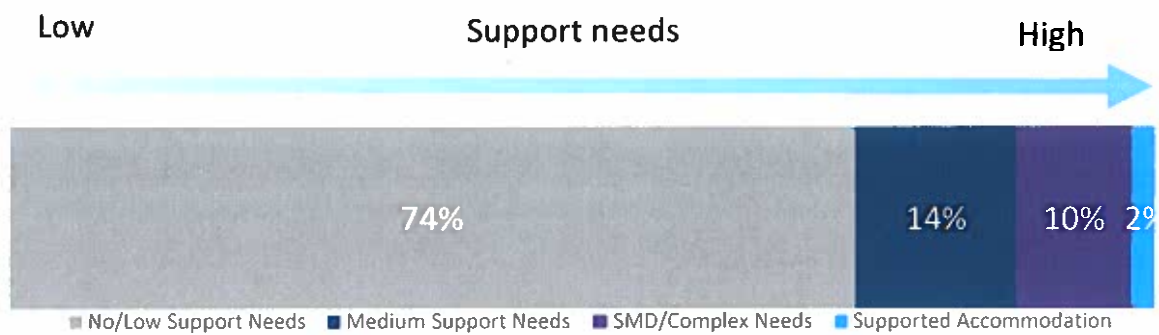
iv. High Support Needs (SMD/Complex needs)

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 2024/2025, approximately 12% of applicants assessed as homeless could fall into this category. With suitable multi-agency planning a proportion of this group of people would be capable of sustaining a mainstream tenancy with housing support and other professional supports while a small proportion will require supported accommodation.

v. 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. In partnership with DHSCP, a strategic review is now underway to determine the need and requirement for this accommodation.

Proportion of support requirements across plan



Source: Dundee City Council

6. Rapid Rehousing Plan

This section will contain the main actions, targets and projects to achieve the overall aims of our rapid rehousing plan. It is acknowledged the plan will remain dynamic and will be continually monitored and adapted.

i. 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 776 (although it has reduced from 802 at the end of Year 2). To reduce this backlog during 2025/2026 will require an increased number of lets across all housing providers and tenures. Due to the uncertainty of the level of homeless applications in the future, this element of the plan remains changeable and will require continual review.

It was initially expected that the increased focus on prevention would lead to a reduction in the number of homeless applications over the plan, but future trends remain uncertain for reasons already noted in this report. Based on the increase in applications during 2024/2025, it would be prudent to model for similar numbers. The central assumption will therefore be approximately 1600 applications.

It is estimated that around 75% of applicants will be assessed as unintentionally homeless and a further 6% as threatened with homelessness. There will also be some applicants who lose contact, applicants who make their own arrangements or return to previous arrangements which would reduce the total number of lets required. This normally makes up around 18% of case closures on average.

Using the central assumptions of 1600 homeless applications in 2025/2026. In order to reduce the backlog to around 700 households, the following targets will be required in this model:

- 75% of lets across the Common Housing Register until the bulk of the backlog of applicants is cleared. Based on the assumption that Dundee City Council would let approximately 1100, this would result in an approximately 825 lets to homeless applicants
- Approximately 250 lets from Registered Social Landlords in the CHR.
- Approximately 60 lets from Registered Social Landlords who are not part of the Common Housing Register

- Approximately 80 private sector tenancies. 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.
- Approximately 300 cases closed due to applicants returning to previous arrangements, making their own arrangements or losing contact.
- This would see the backlog reduce to under 600 applicants by the end of 2025/2026.

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 and a reduction social sector lets would see the backlog increase if the other variables remained constant.

ii. Securing accommodation under homelessness legislation

Due to pressures on housing stock and temporary accommodation, all applicants that are being assisted under homelessness legislation will be required to maximise their housing options. This means that all tenures, areas and property types will be considered when securing accommodation.

This will apply to all applicants that Dundee City Council consider to be homeless or threatened with homelessness. It will also apply to applicants that have been allocated notice to quit points to prevent homelessness from occurring.

iii. 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%.

There are several Registered Social Landlords that have housing in Dundee but are not part of the Common Housing Register. Where Dundee City Council nominate or refer to another landlord to secure accommodation, it will be for all property types and areas as per above. Individual applications can also be made to these landlords, and it is expected that housing options will be maximised to enhance prospects.

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.

iv. Rehousing solutions in the private sector

The Rapid Rehousing Transition Plan requires increased utilisation of the Private Rented Sector. This is normally used as a viable housing option and particularly for applicants requiring housing in areas or property types which have a low turnover in the social rented sector.

DCC Rent Deposit Guarantee Scheme as managed by the Homefinders Team works 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 was also supplemented with a Rent In Advance scheme to further enhance accessibility to this sector. There were 67 households directly rehoused through this project during 2024/2025.

During 2025/2026, we aim to deliver an enhanced PRS Access Scheme incorporating the existing Rent Deposit Guarantee Scheme. This proposal would see the Homefinder team qualified to deliver an enhanced service which would allow a more interactive service for PRS landlords whereby the team could assist landlords with creating tenancy agreements and other tenancy notices and providing ongoing support and assistance to maintain and sustain tenancies.

Included in the service redesign would be further support to assist both landlords and tenants to manage and sustain tenancies in a responsible manner. This could significantly reduce the number of evictions from the private rented sector to ease pressure on homeless services.

Action For Children Family Sustainment Service worked in partnership with Dundee City Council to prevent families residing in rented accommodation from eviction. The service works with the families to maximise their income and overcome any disputes they may have with the Landlord. The service assisted 39 families over the last year. Homelessness was prevented in all but 4 cases.

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.

v. 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 close to 200 units of temporary accommodation converted to permanent accommodation. During 2024/2025, there were 59 flipped properties against the target of 36 properties over the course of the year (average of 3 per month). The target will increase to 50 properties flipped in 2025/2026.

This initiative provides 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.

vi. Housing First

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 has continued 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 also form an integral part of the partnership by providing permanent tenancies for the project. Funding for this project has increased due to the closure of a supported accommodation unit. This now provides a staff team of 12 with capacity for 84 participants. There were 37 new Housing First tenancies started in 2024-2025 with the project running at capacity throughout the year.

There is an acceptance that for some households mainstream housing or community-based Housing First will not be appropriate. A strategic review of support and care needs for those presenting to the Homeless Service will take place during this year to develop housing and support solutions.

vii. Furnished tenancies

Dundee City Council used RRTP funds to provide furnished permanent lets during 2024/2025. The properties were carpeted, have basic furnishings and white goods provided. This was in partnership with Transform Community Developments Furniture Project. The purpose of this was to allow homeless people to move into their permanent accommodation as soon as they have signed for the property.

528 tenancies were set up or partially set up using this fund during 2024/2025. This investment will continue during 2025/2026.

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 allow for successful integration into the local community.

Dundee City Council also provide grant funding to Transform Community Development which has been main-streamed and provides four pieces of furniture.

viii. Particular Pathways

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

Below is a brief summary on how these operated during 2024/2025 -

Prisoners

A pilot was carried out by Positive Steps where they provided supported housing in a private sector flat for individuals directly on release from prison. This pilot was expanded to provide a housing first tenancy on liberation. This is a Dundee City Council property which Positive Steps lease and let as a Private Residential Tenancy to the applicant with intensive housing support.

A dedicated support programme, Positive Pathways, also supported offenders on liberation. This support ranged 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 to reduce repeat homelessness. In total, 44 people were accommodated through this project. This demographic has a high proportion of repeat homelessness and high support needs. There was an 84% sustainment rate.

Positive Pathways also provided crisis intervention support during 2024/2025. This service supported individuals who have been incarcerated, to access services and accommodation in the same way as

other people living in the community. Positive Pathways Crisis Intervention supported individuals who have been identified as requiring support regarding crisis, homelessness, and threat of homelessness, to break the repeated process of incarceration, homelessness, and incarceration.

While there is recognition of the positive progress made, there is also an understanding that to fully adopt the requirements set out in the SHORE standards there is a need to review and improve in terms of outcomes.

During 2025/2026, there will be a pilot for providing services in HMP Perth and Bella Centre for those people who are in prison and who have housing, employability and support requirements. The aim of this pilot would be to improve working links between HMP Perth, Bella Centre and DCC housing services; to prevent homelessness where possible and provide homeless individuals with the right support during their sentence and following liberation to improve their housing and employability outcomes and to prevent re-offending. The pilot model outlined in this proposal would be run from HMP Perth and Bella Centre.

This project is driven by a clear mission: to strengthen engagement with individuals in prison and forge robust partnerships with prison staff, ensuring that where possible, homelessness can be prevented with a clear support plan in place for those, whether sentenced or on remand. Going into more details, the project aims to enable people in prison to:

- maintain accommodation through their prison sentence where possible;
- to responsibly surrender accommodation where appropriate including alternative housing options for release from prison
- Support to explore employability opportunities both within and out with prison and;
- to access accommodation and support on release from prison.

Additional aims of the project are to:

- Assist in managing direct and indirect costs associated with the tenancies and temporary accommodation for people in prison and people released from prison;
- Liaison with landlords, benefit agencies and any relevant support providers to prevent housing loss.
- Prevent re-offending;
- Contribute to community safety;

- Contribute toward policy development within the Scottish Prison Service and Scottish Government;
- Promote and develop learnings from the delivery model.

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 part of the RRTP funding has continued to be allocated to provide a Housing Support worker within the temporary accommodation unit. This provided support to 36 residents during 2024/2025.

Dundee City Council also have a domestic abuse policy which aims to prevent homelessness by prioritising high risk domestic abuse cases to be rehoused as an emergency.

Young People

Action For Children delivered a Youth Prevention Service in partnership with Dundee City Council during 2024/2025. This service was set up to proactively prevent young people leaving the family home, if it is safe to do so. AFC supports young people and families to take a solution focus approach through facilitated conflict resolution until a suitable outcome is achieved.

Action for Children used a number of interventions to assist and support a young person. Some examples are listed below.

- Conflict resolution
- Homeless education
- Outdoor activities
- Diversionary activities
- Individual support
- Tenancy support, if they are already in accommodation
- Flat sharing where appropriate
- Access to temporary supported accommodation in crisis situations

- Support to both young people and their families where an assessment has indicated this need
- Advocating on Young people's behalf's
- Engaging young people with employability training providers

This service assisted 99 young people in the last year, the predominant reason for presentation was relationship breakdown and/or were experiencing conflict at home. There is also longer-term early intervention work carried out such as delivering housing and homeless awareness sessions.

Temporary accommodation is also provided by AFC for homeless young people within dedicated blocks of supported temporary accommodation. 17 Young people were provided with this form of temporary accommodation during 2024/2025.

ix. Voices Making Changes

Voices Making Changes was commissioned by Dundee City Council to capture lived experiences of homelessness in Dundee, aiming to inform service improvements. The research was carried out by Policy Scotland.

The intention was to address the lack of qualitative data in homelessness services and embed lived experience into policy and practice. 37 individuals participated in qualitative interviews, sharing insights into temporary accommodation, support services, and prevention strategies. The report is included within appendix 2 of this report.

The main recommendation of the research was:

Temporary Accommodation

- Improve quality and accessibility (e.g. trauma-informed environments, disabled adaptations).
- Reduce stigma through education and sharing success stories.
- Enhance communication and information sharing with residents.
- Provide travel support for those placed far from essential services.
- Improve logistics and planning around moves.

Support Services

- Maintain and expand staff expertise.
- Improve support for prison leavers (e.g. SHORE guidance, digital tools).
- Enhance mental health resources and out-of-hours support.
- Develop the women's homelessness pathway and explore Housing First for women.

Prevention & Sustainment

- Expand early intervention efforts in line with the Housing Bill's 6-month prevention window.
- Develop a model which essentially allows for a one-stop shop for tenancy sustainment and practical support.
- More tenancy visits and face-to-face support.
- Improve awareness and access to financial support and furnishings.

Other Areas

- Strengthen face-to-face service delivery and staff training.
- Broaden tenant participation and co-develop a new strategy.
- Improve website accessibility and communication.
- Explore pet-friendly tenancy policies.

7. Investment and activities

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.

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

i. Projects

Funding for the next year will be invested in the following initiatives.

Activity	Description
Private Sector Rent Deposit	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 into the Private Rented Sector.
Homeless Prevention Officer	A dedicated officer to provide tailored housing options and prevention advice in addition to the one permanent officer employed. This role will mainly be community based to work with partner agencies to identify those at risk of homelessness at an early stage and intervene as appropriate.
Housing Support Officer	This post will provide housing support within the gender specific temporary accommodation. The support will be tailored to the individual's needs and will involve preparing for a smooth and sustainable transition to permanent housing.
Temporary Accommodation Officer	Based within the temporary accommodation service to co-ordinate placements in temporary accommodation, match households to suitable

	temporary accommodation, ensure the completion of personal housing plans for those in dispersed temporary accommodation and facilitate efficient transfers to permanent accommodation including flipping temporary accommodation to permanent where appropriate.
Homeless prevention fund	A flexible fund to provide targeted support to those at risk of homelessness. This could be through the provision of funds to address rent arrears, minor adaptations, funds for decoration and direct support for those at risk of rough sleeping.
Furnished tenancy initiative	To provide white goods and furnishings to allow homeless people to move from temporary accommodation to a permanent tenancy without delay.

These are projects that will directly be funded from the RRTP monies and are designed to complement other projects that are funded through Dundee City Council and the Dundee Health & Social Care Partnership.

ii. Activities

Activities in 2025/2026 will be focussed on the following three elements of the plan.

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 temporary accommodation.
- Continue maximising access to the Private Rented Sector through our Homefinder Service.
- Continue with increased lets to homeless applicants.
- Continue the programme to flip temporary accommodation to permanent accommodation.

- Use a housing options approach to maximise use of available stock to rehouse homeless applicants.
- Develop and implement a Personal Housing Action Plan for Homeless applicants to facilitate rehousing and support in quickest possible timescales.
- Implement the action plan based on recommendations within Voices Making Changes.

End Rough Sleeping

Over the next year we aim to:

- Ensure appropriate support and accommodation is available to those at risk of rough sleeping and deliver this in partnership with 3rd Sector organisations.
- Implement recommendations and outcomes from independent review of service relating to access.
- Provide funding for 3rd Sector support focusing on individuals rough sleeping or at risk of rough sleeping.
- Continue to provide Housing First support for those with the most complex needs who are most at risk of rough sleeping.

Prevent Homelessness from occurring

Over the next year we aim to:

- Ensure service delivery across our Housing Options Team is accessible and provide community-based surgeries to maximise opportunities to prevent homelessness.
- Implement a flexible homeless prevention budget.
- Develop a new Sustainment, Prevention and Homeless Strategy.
- Review our Housing Options and Homeless Policy.
- Implement prevention recommendations within Voices Making Changes.

iii. 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.

Appendix 1 - Temporary Accommodation Provision

Accommodation Type	Name of accommodation	Description	Number of units at 31/03/2025
Temporary Furnished Flats	Network Flats (including Single Network Flats)	Dundee City Council fully furnished properties in various property sizes	238
	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
Interim	Transform Community Development	Supported temporary accommodation managed by Transform Community Development within self-contained flats	22
	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	11
Emergency	Dundee Survival Group Phase 1	Direct access temporary accommodation managed by Dundee Survival Group	14
	Salvation Army	Direct access temporary accommodation managed by Salvation Army	25
	Lily Walker Centre	Direct Access Assessment provided by Dundee City Council	26
Other	Low Management Accommodation	Dundee City Council Unfurnished and part furnished temporary accommodation in various sizes	51
	Dundee Women's Aid	Refuge accommodation provided by Dundee Women's Aid	19

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Voices Making Changes

The Recommendations Paper

Jules Oldham,

Policy Scotland, Spring 2025



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Thanks & Acknowledgements

Policy Scotland would like to thank everyone who took part in this project. Voices Making Changes has been an exciting opportunity, providing a platform to hear the voices of people who have experienced homelessness in Dundee City over the past few years. Without people being generous with their time, whilst also sharing their own stories and thoughts, this report would not be possible.

Thanks are also extended to Dundee City Council for commissioning the project as well as giving their time, as well as third sector services across the city who worked with us to ensure the project had a broad reach in term of experiences.

To our understanding, this report is the first of its kind in Scotland, but hopefully not the last. People experiencing homelessness should be shaping services across the nation.

Jules Oldham

Director of Policy, Policy Scotland

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Voices Making Changes

Recommendations Paper

This paper pulls the recommendations from the Voices Making Changes project together into one succinct version of the report. The full report is a working document for the departments involved.

Background

There is a wealth of quantitative data to draw upon in terms of housing and homelessness in Dundee. However, there is currently a lack of qualitative information, in particular from people who have experience of using council homelessness and housing services. This makes improvements and any planning very statistically driven.

With a finite level of resources, it is important to be able to focus on the areas that provide those answers and really benefit change for the people living in Dundee. Unless people who know and understand the services, and who have used them, are given the opportunity to be a part of the discussions around improvements and change, the focus is at risk of being data skewed.

This is not purely about simply asking people of their experiences, but also considering how these can truly make change, embed good practice changes, and be used in terms of further pieces of work, for example the longer-term strategy. Also, once engagement begins, how can this be channelled in the long-term? What can be implemented to ensure this not a one-off project but also provides a springboard for ongoing / changing voices becoming a key part to the improvements of Dundee City Council Housing & Homelessness work, whilst also feeding into other relevant departments.



Objectives

- Meet with a broad range of approx. 50 people who have had experience of accessing homelessness / housing options / prevention services with Dundee City Council; the range of people should be diverse in terms of geography of Dundee, gender, ethnicity, age and any support needs / requirements.
- This work will enable Dundee City Council to gauge where things are currently working well, as well as areas needing improvements and changes. The insight from people who have used the services should provide that invaluable knowledge that unlocks solutions, otherwise left unknown.
- The work should also be a springboard for relevant projects across the long-term - for example, ensuring the voices of people are continued to be listened to and utilised to progress after the project has ended.
- Where there is any relevant policy and influencing work that stems from this project too, that should be gathered and considered how best to take it forward.
- Whilst planning this project, consideration should be given to opportunities for how this could feed into the future strategy work of Dundee City Council.
- Overall, this is about embedding experience into solutions and good practice in terms of homelessness in Dundee.

What did the study involve?

- Qualitative interviews took place with 37 people (details in the Appendix) with current or recent experience of homelessness (such as rough sleeping, temporary or insecure accommodation) or at risk of homelessness (such as having received a Notice to Quit, in arrears, or with insufficient income to retain a property). All interviews were conducted in Dundee, online via Teams or Zoom, or over the telephone.
- All interviewees were either chosen at random to contact with the opportunity to opt in or out, or made contact with Policy Scotland directly, having seen the invitation to take part in the research through their Dundee City Council Tenancy Welcome Pack.
- It had been anticipated that there would also be one or two group discussions based within a third sector setting. Unfortunately, the timing of much of this happening in the run up to Christmas meant this became impossible as there was competing priorities and some lower staffing levels. If this was to be replicated, that should be considered.

Interview Style / Method

Every interview was conducted as a discussion, not as a question-and-answer process, however the same questions were covered in each interview. Terms of reference were discussed at the beginning of each interview outlining risks, anonymity and purpose of the project. Everyone taking part was aware that they could retract their input at any time prior to the write up; nobody requested this.

Temporary Accommodation (TA) Recommendations

Quality & facilities

- Maintain high levels of furnishings and fixtures
- Review current policies and guidance in terms of adaptations within TA
- Disability awareness training for frontline providers (consider repairs team too)
- (Possibly with residents) review in-house policies, balancing risk and 'home'
- Whilst B&B/hotels remain, look at avoiding food poverty – foodbank provisions, working with community-based solutions, and explore additional funds.
- Over a planned timeframe, consider all TA to be trauma informed

Eradicating / reducing stigma

- Brief Teams out with departments (and within) to provide an overview of what TA places look like and what can be expected; with a view to destigmatisation
- Share successful case studies that include personal evaluations / feedback from people who have stayed there

Information provision

- Review face-to face offer no longer available – see Taypar mentioned further on
- As part of a Housing / Homelessness communications plan consider how best to maintain communication throughout a homelessness pathway: rights, what happens, the points system, processes, timeframes, and contacts
- Key to the above, provide regular updates to people in TA – even just to say there's no change. The preferred communication should be agreed to suit
- Consider the best way for people within TA to know about their community, etc.

Travel support

- Where a household is needing to live in TA that is a distance from schools, frequently used health services, frequently used support networks (in particular where these are for children / health needs) there should be a review to look at a bus pass being provided by DCC.

Timings / moving

- Review timeframes to provide people with enough time (within reason) to move
- Where DHP is going to be accessed for a person / household let people know as soon as possible
- Make logistics and transport an automatic part of discussions for the move

Support Recommendations

Maintain and build on knowledge base

- Maintain and build on current Team Member expertise – external visits, especially to newer projects and organisations should be encouraged.
- Share the above in the monthly staff newsletters as well as meetings.

Tenancy Sustainment

- Recommendations are within the prevention section

Prison leavers

- Look at current work taking place and name the model.
- Look at access and uptake in terms of current work; looking to engage with as many people as possible.
- Explore the possibilities the updated SHORE guidance provides in terms of providing support from within the prison, before release.
- Implement or increase use of 'Email a Prisoner' and look at further digital solutions.
- Discuss opportunities with nearby Local Authorities in terms of sharing the workload.
- Explore Critical Time Intervention (9mth support model) and whether it fits with the DCC strategy moving forward.

Mental Health

- Compile an up-to-date helpline and out of hours list for mental health, suicide prevention, depression, and other relevant helplines. These should be checked and not simply added to a list. Again, this information should be shared with teams to ensure people feel confident with out of hour support services.

Women's homelessness

- Dundee should be leading the way in terms of women's homelessness. Look at services and opportunities already in place and gaps needed in terms of supporting women, and women with children.
- Consider developing and delivering a women's homelessness pathway. This could stem from work taking place across DCC, but with a view to being a national pathway, in line with the youth, careleavers, & veterans' pathways already in place.
- The above work is likely to lead to support services specifically for women and women and children.
- Consider Housing First for women
- Explore the Safe Homes fund work

The Dundee Prevention and Retention Model

The Housing Bill - 6 months prevention

It is not just 'Ask & Act' that is expected to change in terms of homelessness prevention. Section 41 of the Bill proposes to amend the Housing (Scotland) Act 1987 Act to provide that a person is threatened with homelessness if it is likely that the person will become homeless within six months. The Policy Memorandum states–

The additional time will allow for considerations of household need and preference in a way that crisis response cannot. The changes to legislation will also 're-balance' the system to put preventative activity on a more even footing with crisis response. The changes are not intended to affect existing housing rights for people assessed as being homeless by local authorities, but to allow earlier opportunities to consider a wider range of options and support to help people avoid becoming homeless in the first place.¹

Dundee City Council has the opportunity to plan for this now, expanding upon the highly commended work already in place.

The prevention work that is in place is very successful with an array of positive outcomes, but there are a few current areas in need of improvement –

- The current work is provided on a small scale
- People do not know it exists
- People don't always see the support available as being applicable to themselves
- The link with other support organisations / local business could increase

Solution

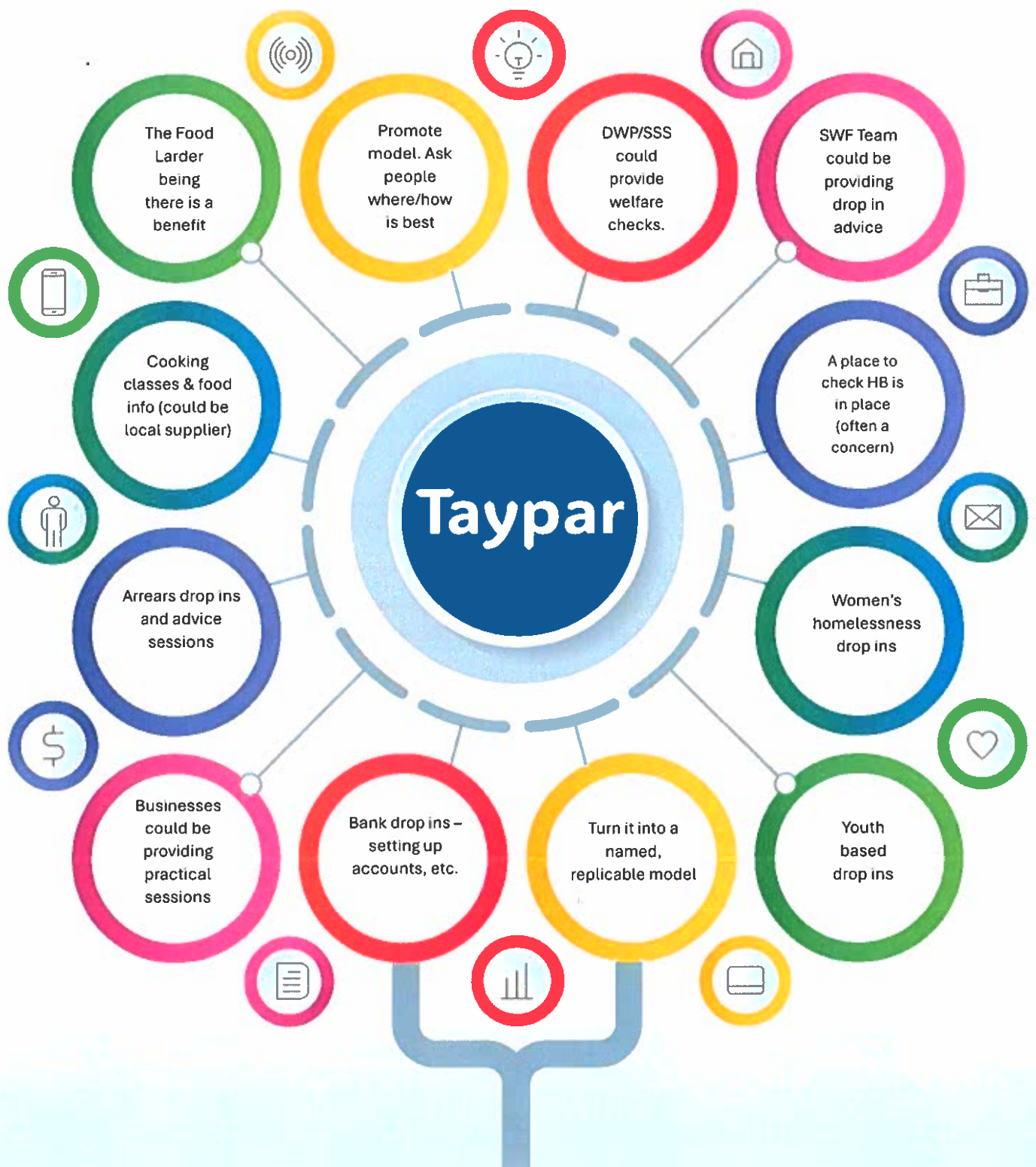
Taypar (name can change!) would be a replicable model that takes the prevention work of Traci in the first instance and is either available through more team members across several community places, or could be based in one place, but on a larger scale.

In addition to this, the same space could have experts providing tenancy sustainment solutions, where practical solutions such as information on how to read an electricity meter, setting up direct debits, as well as a face-to-face advice and drop in would be developed; these being in the same place makes returning after retaining a tenancy or accessing a new tenancy a more comfortable and less intimidating space. In line with the interview feedback, key to the success of this would be a communications plan to ensure ongoing service promotion. This has options to bring in elements that would tie into Ask and Act, whilst also working alongside the 6 months change mentioned above.

¹ <https://digitalpublications.parliament.scot/Committees/Report/SJSS/2024/9/20/7286ef8d-9a54-420d-8b77-33ca9447e4a1#9e0bae02-448e-480c-ac9c-84135a80bd3b.dita>

The Dundee Prevention and Retention Model – starter for 10....

This graphic demonstrates some of the possibilities an all-round prevention 'one stop shop' model could include. The content is not exhaustive and even after implementation, should be reflected upon to see what is working and what requires refining or change:



Prevention Recommendations

Overall, prioritise prevention work

Engaging people earlier - easier accessed services

- Look at replicating the work taking place on a larger scale – see the Taypar model starter for ten.
- Given the points included in the next section, look at how to improve face to face support overall and where Taypar fits in terms of Pitkerro Road or other community settings.
- Look at solutions that provide someone for young people to engage with DCC. These are not necessarily standard office environments.
- Reinstate tenancy visits and in tenancy support.
- Look at other ways to engage with people in terms of support whilst in tenancies – groups, online, communications.
- Tackling finances in terms of making sure people are accessing all they are eligible for.
- Consider back of toilet door campaigns (and similar) with other providers, for example CAS, or a credit union, to highlight what to do when people have arrears.
- Look at ways to raise awareness of prevention work taking place.
- Explore ways to be engaging with other businesses, local and national.

Furnishings and furniture

- Include underlay and hall floorcoverings in the package.
- Consider how window coverings can be provided, in particular where there is an element of risk.
- Cost out the possibility of network flat provisions (such as pots and pans, etc.) be kept for the person household moving into their tenancy.

Other Recommendations

Face to face with the skillset

- There needs to be a face-to-face offer in terms of support and advice. It is unclear at this stage if this is a Taypar type model at Pitkerro Road or elsewhere.
- All teams need to be fully trained in terms of approaching difficult conversations and understanding the picture of homelessness as its broadest.
- Keep teams up to date with internal and external successes in homelessness.
- Include some sort of 6 monthly forum that has an international input, to maintain the feeling of being an exciting part of a bigger picture.
- Utilise the monthly meetings and newsletters to share success stories and working well with people.

Tenant's Participation

- There is a true appetite to give time and ideas to be a part of changes.
- The current reach is not as broad as it could / should be. With frequent interaction and visits to new organisations and groups, this should tie into positive changes in terms of a wider reach too.
- There needs to be a new TP Strategy; developed in tandem with tenants.
- Speak with other LA's who have recently rewritten strategies for input - new ones are available by Moray, North Lanarkshire, PKC, Angus, and North Ayrshire.

Personal Housing Plans

- Keep, or increase momentum for the rollout of PHPs, looking at how other recommendations can be combined within these.

Website Updates

- Short term, pair back all housing and homelessness on the website to as little as is currently relevant.
- Longterm, the website information on housing and homelessness needs to be written from the perspective that not everyone knows they are experiencing or at risk of homelessness.
- Unless legally required, there should always be easy read version of documents.

Communication

- The community need to be hearing of the good work taking place by DCC.
- Internally, departments also need to be working together. Consider any missing protocols. For example, between housing and social work.

Pets

- Explore how to best move forward to allow pets in tenancies.

Good practice from around the Globe

What is clear from this project is that Dundee City Council has some robust building blocks in place to work on in terms of housing and homelessness. It also appears to be in a good place to look further afield for some new answers. Look nationally, and internationally for solutions. For example, a recent invite from Policy Scotland for Transform to attend the European Housing First Hub event, to learn about the new ideas around Housing First. They have since spoken of the new ideas and connections stemming from this.

01



Explore the possibilities of the Upstream model. This originates from Australia, has some good work taking place in Wales and more recently came to Scotland. Links with this has begun.

02



Using the European idea of health and homelessness mapping, explore the next steps for The Dundee Recovery Roadmap but in terms of health links and support.

03



Stickability – working with Transform and other partners look at methods to ensure the model considers long-term working (holidays, support) and growth. Look at Finland Canada, & Dublin.

04



In addition to the SHORE standards and current SHORE pilot, consider partnering with Belfast to learn from their recent prison discharge / homelessness protocols.

05



Are DCC systems working well with the anticipated 'relevant public bodies' for the upcoming Housing Bill changes. Begin the discussions with others in terms of these.

06



Compare Dundee City against the Homeless Bill of Rights. Working with local elected people to ensure they know of the rights and the purpose.

07



Engage with Policy Scotland in terms of some of the new ideas around women's homelessness to increase the best practice in this field in line with work across Europe.

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Conclusion & Main Recommendations

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Conclusion

Dundee has seen approximately 1400 applications on average every year, for the past few years² and so the challenge is not easy, but it would be fair to say that there is an extremely good base to build the recommendations on. Not all have financial implications, and some, in the long-term should save money. A recent report looking at Edinburgh costs³, suggested that the cost of someone experiencing homelessness is over £23k. So, avoiding that cost per new presentation, is not only money well spent in terms of health and well-being, but money well spent in terms of savings.

Many positives

First and foremost, it should be highlighted that this project looked at recommendations moving forward. However, alongside this it is important to acknowledge there was lots of extremely positive feedback provided about the Housing and Homelessness services in Dundee, as well as the connecting third sector support. In particular, the positives highlighted some specific team members as well the final settled accommodation people are now living in. The housing outcomes were very encouraging in terms of matching needs and often far exceeding expectations. This is an excellent outcome to find out through such a project, and something to be built upon.

It should also be noted that this project takes place at a time where the departments involved are up against some truly difficult circumstances in terms of the national housing and homelessness picture. The project was carried out against the backdrop of the Scottish Government having not long declared a National Housing Emergency⁴.

Main Recommendations

During a time where Temporary Accommodation is being used for considerable periods, it is important to provide people not only with what they need to live day-to-day, but information in terms of the community around them, and updates on their move from the accommodation. Planning and timing opportunities are key wherever possible. There are also some easy improvements to be made in terms of rules.

The support being provided at present has been highly praised, with the range of third sector organisations getting incredibly positive feedback. Of course, this is important to be both maintained and built upon. The possibilities for improvements in terms of women's homelessness have been detailed as well as opportunities with the current prison release work taking place. These both demonstrate areas where Dundee should not only be very good but could be leading the way nationally.

² <https://www.gov.scot/publications/homelessness-in-scotland-2023-24/documents/>

³ https://cyrenians.scot/assets/000/001/643/FINAL_Presentation_to_Settled_Cyrenians_2024_original.pdf?1727189481

⁴ <https://www.bbc.co.uk/news/articles/c4n11j180lzo>

Though, overall, prevention is where the biggest changes should be considered. Despite many changes to online and telephone work, since COVID, the ask for face-to-face solutions came loud and clear. People want to be able to meet someone in person, and when that is not possible, their circumstances get worse.

Not only should prevention in the broadest terms be considered, but a focus on tenancy sustainment is key. People have said they are really pleased with their housing, so give them the tools to retain and maintain that tenancy and live healthy lives. Some of this is based around support, drop ins, and information, but also some recommendations are tweaks in terms of what is already in place, for example, providing underlay with the carpets that are provided, and making sure people know who and how to contact someone if they are unsure about a part of their tenancy. Small elements could make big differences; often preventing homelessness recurring and improving the lives of people.

Personal Housing Plans are already on the table for DCC. The momentum for the implementation of these must continue, if not even increase, as these will provide building blocks to bring in a number of the recommendations made.

On a final note, the feedback from everyone who took part was provided with true enthusiasm and people spoke with great passion about hoping to see the recommendations become reality. In addition to this, for many, they also spoke of an interest in being a part of something moving forward, providing the possibility for the project not to be a one off, but in part a springboard for an ongoing dialogue with the tenants of Dundee City Council, ensuring the qualitative picture can be put in place and be built upon.



Appendix

37 people took part in the project.

Gender	Man	Woman	Transgender	Non-binary	Prefer not to say
Number	14	22	0	0	1

Children	0	1	2	3	4+
Number	21	5	7	3	1

The child numbers were just in relation to how people described their family numbers; the household may differ.

Interview type	In person	Online	Telephone	Group setting	Group discussion
Number	8	2	24	3	0

Other information:

- 4 people interviewed spoke of having a physical disability
- 12 people interviewed spoke of having mental health needs themselves, or within their household
- 3 people shared being part of a faith community
- 6 people were LGBTQ+
- 4 people were under 21

The aimed figure of 50 was not fully reached due to a planned group discussion / selection of interviews not taking place (after a number of rearrangements). The timing of the project was mainly in the run up to the festive period where there are competing priorities and often staffing pressures.

If this project was to be repeated in the future, it would be worth avoiding July and December.

This report was commissioned by



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