

REPORT TO: HOUSING COMMITTEE – 16 DECEMBER 2002

REPORT ON: ROUGH SLEEPERS INITIATIVE  
LOCAL OUTCOME AGREEMENT 2003/04 AND  
HOMELESSNESS STRATEGY 2003-2006

REPORT BY: DIRECTOR OF HOUSING

REPORT NO.: 848-2002

**1. PURPOSE OF REPORT**

- 1.1. To report progress on the existing Rough Sleepers Initiative (RSI) Local Outcome Agreement 2002/2003 and the intended outcomes.
- 1.2. To inform members of the content of the RSI Local Outcome Agreement for 2003/2004.
- 1.3. To update members of the Housing Committee on the development of Dundee's Homelessness Strategy 2003-2006.

**2. RECOMMENDATIONS**

It is recommended that the Committee:

- i. That approval is given to the RSI Local Outcome Agreement for 2003/04. (See Appendix 1).
- ii. Note the progress on development of the Homelessness Strategy and agree proposed timescales.

**3. FINANCIAL IMPLICATIONS**

- 3.1. There will be no increase in funding to projects providing accommodation and support to homeless people as costs are contained within the RSI award for 2003/2004.

**4. LOCAL AGENDA 21 IMPLICATIONS**

The objectives of the developing Homelessness Strategy are consistent with a number of Key Dundee 21 Themes, including access to good food, water, shelter and fuel at a reasonable cost; health is protected; access to skills, knowledge and information needed to enable everyone to play a full part in society.

**5. EQUALITY OPPORTUNITY IMPLICATIONS**

Participation in the homelessness activities fulfil the Council's commitment to assist those

in need by ensuring that accommodation and support is available to vulnerable people.

## 6. **BACKGROUND**

- 6.1. The Scottish Executive has set a target that by 2003 no-one should have to sleep rough. It is addressing this target through the Rough Sleepers Initiative (RSI), through changes in the legislation and through the implementation of the recommendations of the Homelessness Task Force Report.
- 6.2. Dundee City Council's commitment is that they will work with all local partners to eradicate the need for any person to sleep rough by 2003 and beyond that date. Since 1998, approximately £2m of additional funding has been awarded to the Authority from Rough Sleepers Initiative (RSI) and DSS to enable our partners to meet strategic objectives and provide local services.
- 6.3. To achieve the RSI target, the provision of accommodation and support will be delivered in a co-ordinated and transparent manner by the new Homelessness Co-ordinating Group, which will continue the work of the Single Homeless Strategy Group (SHSG), and involve health and housing agencies, voluntary organisations with Housing and Social Work Departments, etc.

The RSI Local Outcome Agreement 2003/2004 Appendix 1 will be incorporated into Dundee's Homelessness Strategy 2003-2006, to ensure performance and continuity of the following projects:

- The Outreach and Resettlement Services are crucial to the success of our local framework of services for single homeless people. Identifying and making contact with rough sleepers, this team supports hostel clients to resettle into independent living and sustain tenancies, easing congestion in the local hostels. Introduced in 1998 the Outreach and Resettlement Team has made contact with over 400 rough sleepers and supported 109 hostel clients to resettle into independent living. 85 are sustaining these tenancies.
- The Rent Deposit Guarantee Scheme helps hostel clients access accommodation in the private sector by providing a Rent Deposit Bond. As well as increasing choice for homeless people, this project adds value by linking the Outreach and Resettlement Service with private landlords. The project has given out 9 bonds in the first year, the target being 10. Out of the 9 accommodated since the service was introduced, 4 remain in tenancies, receiving OAR support.
- NCH Scotland Dundee Supported Living Project provides specialist assistance for 16-21 year olds. Accommodation and support are offered to young people who are homeless and are preparing for independent living in tenancies. Outreach support is also offered to young people who have tenancies but who may be experiencing difficulties sustaining them.

## 7. **RSI SERVICE TARGETS 2003/4**

- 7.1. Dundee's Local Outcome Agreement, Appendix 1 attached, describes activities where improved outcomes and outputs will be required. This is based on Scottish Executive guidance and collaborative work with our RSI partners. The document represents Dundee's contract for £239,800 from RSI and work-plan 2003/2004 to achieve change, and will be submitted to meet Scottish Executive's deadline.

## 8. **HOUSING (SCOTLAND) ACT 2001 – HOMELESSNESS STRATEGY 2003-2006**

- 8.1. To meet the Authority's duties under the new legislation, a short life working group, involving representatives from relevant statutory and voluntary agencies and social work and housing department staff, have been meeting since June 2002 to develop Dundee's Homelessness Strategy 2003/2006.

Progress includes agreement on strategic aims and objectives, identification of vulnerable groups, an in-house needs assessment exercise and a draft Action Plan to address gaps in accommodation, resources, assessments and services, including prevention.

- 8.2. Following full consultation in January and February 2003, Committee will be asked to approve the final strategy document in March 2003 prior to submission to Scottish Executive within their timescales.
- 8.3. The Homelessness Co-ordinating Group will monitor implementation of the local strategy, including the RSI Local Outcome Agreement 2003/4, in partnership with local agencies. Accountability will be maintained by annual reports to Committee, and performance will be evaluated by Communities Scotland.

## 9. **CONSULTATION**

Comment has been sought from Social Work Department and Homeless Agencies and these have been incorporated into these documents.

## 10. **CONCLUSION**

- 10.1. The requirements of new legislation, backed by available resources, create an opportunity to simplify the current arrangements and develop a comprehensive Local Homelessness Strategy 2003-2006, in collaboration with appropriate local partners.

## 11. **BACKGROUND PAPERS**

- 11.1. The following were approved by Housing Committee:

A 5-year Strategy for Accommodation and Support of Single Homeless People – June 1992.

Dundee Single Homeless Housing Strategy 1998-2001 – August 1998.

Dundee Single Homeless Housing Strategy Review 1999 – November 1999.

Rough Sleepers Initiative 2000-2002 – November 1999.

Dundee Youth Housing Strategy 2000-2003 – December 1999.

Dundee Single Homeless Housing Strategy and Review 2000 – November 2000.

Rough Sleepers Initiative Update 2000 – November 2000.

Dundee Youth Housing Strategy 2000-2003 – Review 2000 – December 2000

Use of Funding to Implement Homelessness Sections – Housing (Scotland) Act 2001 – December 2001.

Dundee Rough Sleepers Initiative Local Outcome Agreement 2002-2003 – Addendum – December 2001.

Dundee Rough Sleepers Initiative Outcome Agreement 2002-03.

Single Homeless and Youth Housing Strategies 1998-2001; Update and Integration into Homelessness Strategy 2003-2006 – February 2002.

**ELAINE ZWIRLEIN**  
**DIRECTOR OF HOUSING**

4 December 2002

Draft 848 – 2002 RSI Local Outcome Agreement 2003/04 – Update Integration into Homelessness Strategy 2003-2006.

DUNDEE ROUGH SLEEPERS INITIATIVE  
LOCAL OUTCOME AGREEMENT 2003-2004

Dundee's Single Homeless Strategy Group (SHSG) has not met during the period May to December 2002 as staff from relevant agencies, Social Work and Housing Departments have been preparing Dundee's Homelessness Strategy 2003-06. As an alternative, RSI monitoring and co-ordination has been continued at routine meetings of the Hostel Sub-Group, receiving RSI project updates and comparing these to current demand for local services.

## **PROGRESS**

### **Outreach and Resettlement Service (OAR) 2002-2003**

This successful service, based at Dundee Cyrenians, has assisted 79 individuals during 8 months to November 2002, despite high staff turnover.

The Board of the Cyrenians and the Hostel Sub Group received the following monthly information to monitor the performance of the project:

#### **Outreach/Streetwork**

Number of separate contacts made in month, compared to previous month, increase or decrease highlighted.

Number of hours dedicated to Outreach activities in month, compared to previous month, increase or decrease highlighted.

Number of individuals helped to move into accommodation in month, compared to previous month, increase or decrease highlighted.

#### **Resettlement**

Number of separate contacts made in month, compared to previous month, increase or decrease highlighted.

Number of hours dedicated to resettlement activities in month, compared to previous month, increase or decrease highlighted.

Number of placements on resettlement programmes in month, compared to previous month, increase or decrease highlighted.

Number of individuals helped to secure a place in permanent housing or other suitable accommodation in month, compared to previous month, increase or decrease highlighted.

The 6 staff remain committed to assisting those clients with chaotic behaviour to access accommodation and support services from a range of providers. This team will continue to work with Housing Department staff to encourage homeless people to be assessed under new provisions of the Housing (Scotland) Act 2001.

## **OAR SERVICE - PERFORMANCE AGAINST TARGETS 2002/2003**

Monthly information has been scrutinised for the period April to November, to ensure progress towards agreed targets, averages as follows:

Rough Sleepers – numbers assisted into hostel places – 4 per month. **Actual – 5 per month.**

Create vacancies and through-flow in hostels – 8 places per month. **Actual – 6 places per month.** Expect to achieve target over period to end March 2003.

Negotiate secure tenancies for resettlement clients – 6 per month. **Actual – 6 per month.**

Resettlement Database – client status updates – 140 per month. **Actual – 0 per month.**  
Delays due to new staff induction, database design and approval of client consent form.  
Anticipated start date January 2003.

### **Supporting People**

Services have been defined as a pipeline project for Supporting People funding to attract a sustainable source of revenue for this essential service.

### **Rent Deposit Guarantee Scheme (RDGS) 2002-2003**

Experience since April 2002 has resulted in this project assisting clients aged over 25, to overcome difficulties caused by Housing Benefit rules for under 25s, and adopting a flexible approach to standards of accommodation and variations in costs of private rented accommodation.

Also reporting to the Board of Dundee Cyrenians and the Hostel Sub Group, this project continues to be successful, despite staff turnover, in an area of housing surplus, where Council and Housing Associations tenancies can be negotiated in a short space of time. Offering better value in terms of rent and standard, on most occasions Council or Housing Association properties are the best option for homeless clients who are ready to sustain their tenancies.

With funding contribution from Crisis, quantitative, qualitative and financial outcomes were reported quarterly for this “Smartmove” project, including:

Number of applications and tenancies created.

Analysis of applicants and tenants.

Other outcomes, successful or otherwise.

Number of deposit guarantees and claims.

Income and expenditure statement.

Value of the guarantee fund.

Management report including users feedback.

The project has given out 6 bonds in the second year, the target being 20. Of the 6 rehoused, 4 remain in tenancies, with one still receiving support from OAR.

The project has promoted choice and used a total of eight different landlords, the majority of which are larger private factors. The response from landlords has been fairly positive from the outset,

some willing to offer additional properties, whilst some remain wary of dealing with what they perceive to be a higher risk client group and fear losses through damage to property and Housing Benefit drawback.

Of the 6 bonds given, the project has had to pay out on only one bond, amounting to approximately £200.

### **RDGS SERVICE - PERFORMANCE AGAINST TARGETS 2002/2003**

Monthly information has been scrutinised for period April – November to ensure progress towards agreed targets, averages as follows:

Liaise with OAR to identify suitable clients – 2 per month. **Actual – 2 per month.**

Establish tenancies in private sector – 2 per month. **Actual - < 1 per month.**

Work with private sector providers –quarterly meetings. **Actual – 2 meetings.**

### **Supporting People**

Services have been defined as a pipeline project for Supporting People funding to attract a sustainable source of revenue for this valuable service.

### **NCH Dundee Supported Living Project**

NCH Cowan Grove offers a stable and positive environment for 6 NCH residents and 2 tenants aged 16-21 years in separate entry bedsits. The communal facilities include a laundry, a large kitchen, dining/sitting room and computer/quiet room. This accommodation enables NCH to implement the pre tenancy training, available on a voluntary basis for 16-21 year olds on the Housing Department's and Housing Association's Waiting List.

The Project Liaison Group and Hostel Sub Group received the following quarterly information to monitor the performance of the project:

### **Access**

Number of clients referred by age and gender, and reason for vulnerability.

Number of referrals from key local agencies.

### **Supported Living Service Delivery**

Number of NCH clients receiving support, compared to number offered service, and previous quarter's statistics.

Number of clients achieving agreed milestones, e.g., attending health appointments and/or interviews for benefits/carers/training opportunities, and length of tenancy.

## **NCH SUPPORTED LIVING SERVICE - PERFORMANCE AGAINST TARGETS 2002/2003**

Monthly information has been scrutinised for period April – November to ensure progress towards agreed targets, as follows:

Deliver housing support to 16-21 year olds in own tenancies – 3 clients per month. **Actual – 3 per month.**

Introduce floating housing support for young people moving from hostels to own accommodation – 3 clients per month. **Actual – 3 per month.**

Access support for clients from relevant service providers – 3 clients per month. **Actual – 3 clients per month.**

Establish dispersed tenancies to extend choice and options – 6 flats. **Actual - 6 flats.**

Pilot pre tenancy training for those on Waiting Lists, willing to participate – 2 sessions. **Actual – 0 sessions.** This has, however, been incorporated into one-to-one sessions with clients.

Lifeskills training sessions have been combined with client consultation and 2 sessions have been held involving staff from The Corner, Young People's Health and Information Project.

### **Supporting People**

Services have been defined as a pipeline project for Supporting People funding, to attract a sustainable source of revenue for this essential service.

### **Overarching City Wide Outcomes – 2003/4**

To achieve the target that no one has to sleep rough by 2003 and beyond that date, this Agreement will commission services to the value of £239,833 to deliver measurable local outcomes, as follows:

- The extent and nature of rough sleeping will be assessed by routine streetwork.
- Hostel congestion will be eased creating a minimum of 4 places per month for rough sleepers.
- Co-ordination of health and support services for 8 clients per month moving to permanent accommodation.
- Ensure choice of accommodation available in social rented and private sector for 4 clients per month.
- Specialist youth housing support service introduced for 3 clients per month.

The 3 projects which currently receive RSI resources for services will continue to collaborate with all local partners to generate solutions to needs identified in individual project reviews, or from the authority's assessment of homelessness.

Having completed necessary forms to attract Supporting People funding, our 3 RSI projects aim to have sustainable funding sources. Members of the Homelessness Co-ordinating Group, in consultation with partners, will agree on use of any surplus RSI resources available, to achieve the city-wide outcomes.

## **PROJECT OUTCOMES 2003-2004**

The Homelessness Co-ordinating Group, the Board of the Cyrenians and the NCH Liaison Group will continue to receive the monthly information, detailed above, to monitor performance of the 3 RSI projects. Ongoing evaluation will take place to ensure resources are directed to priority activities, to achieve project outcomes and local targets, agreed as follows:

### **OAR Service – Outcomes and Targets 2003/2004**

Use of £168,000 of RSI resources for this service will produce the **outcomes** set out below:

- Information will be available on the extent and nature of rough sleeping in Dundee City Centre.
- Rough sleepers who choose to engage with OAR Team will receive information on local accommodation and support services.
- Hostel clients can move towards independent living through an agreed resettlement programme.
- Clients will receive support to sustain their tenancies following resettlement from local hostels.

Contributing to achievement of these outcomes, operational details will be collected on a monthly basis to ensure progress towards agreed **targets**, as follows:

- Rough Sleepers – 6 per month assisted to access hostel places at earliest opportunity.
- Co-ordinate through-flow in hostels – create 8 vacancies per month.
- Negotiate secure tenancies - 6 resettlement clients per month.
- Maintenance of Resettlement Database – 140 client status updates per month.

### **RDGS – Outcomes and Targets 2003/2004**

Use of £24,800 of RSI resources for this service will produce the **outcomes** set out below:

- Hostel clients will have a choice of accommodation.
- Private sector landlords will have opportunities to accommodate clients receiving relevant support.
- Private sector landlords will benefit from available rent guarantee bonds.

Contributing to achievement of these outcomes, operational details will be collected on a monthly basis, to ensure progress towards agreed **targets**, as follows:

- Liaison with OAR to identify – 2 suitable clients per month.
- Establish – 2 tenancies per month in private sector.
- Participate in any meetings with private sector landlords.

## **NCH Supported Living Project – Outcomes and Targets 2003/2004**

Use of £50,000 of RSI resources for this service will produce the **outcomes** set out below:

- Specialist youth housing support will be available from an experienced local agency.
- First time, and repeat, homelessness will be prevented by delivery of an appropriate support services for young tenants.
- Young tenants will have a choice of accommodation.

Contributing to achievement of these outcomes, operational details will be collected on a monthly basis, to ensure progress towards agreed **targets**, as follows:

- Deliver housing support to – 3 young tenants per month.
- Provide outreach housing support for – 3 young tenants per month moving from hostels.
- Access support for – 3 clients per month, from relevant service providers.
- Establish – 6 dispersed tenancies to extend choice and options.
- Deliver pre-tenancy/lifeskills training – 2 sessions.

## **NIGHTS PEOPLE ARE SPENDING ON THE STREETS**

In collaboration with all local hostels, OAR will minimise the duration of any rough sleeping by agreeing an access to accommodation programme with clients, who participate on a voluntary basis to address challenging behaviour, arrears or addiction issues. It is anticipated that there will be under 10 “programmes” in place at any one time.

To reinforce this, as part of the Homelessness Strategy 2003/6, combined with the Health and Homelessness Action Plan, alternative suitable accommodation is to be identified for long term hostel clients to ease congestion.

The Housing Department, and a number of local partners, are developing various models of accommodation with support, this will produce an increase of approximately 120 new flats, offering move-on opportunities.

OAR will be in a position to monitor hostel occupancy via the Resettlement database and assess any changes in demand through provision of additional temporary accommodation.

## **REPEAT ROUGH SLEEPING**

OAR have established a local track record in resettling clients with complex needs, with RSLs, and assisting former rough sleepers to sustain tenancies. This approach will be continued, and expanded to involve other RSLs, all relevant support services and agencies. The Homelessness Co-ordinating Group will monitor the introduction of pro-active outreach which, combined with increased uptake of Benefit entitlement, as part of the Homelessness Strategy, is designed, to reduce the incidence of repeat rough sleeping.

**SUPPORTING PEOPLE FRAMEWORK**

Close liaison between RSI project staff and the Authority's Supporting People staff will continue, to ensure smooth transition of service delivery where projects are successful in securing long term, Supporting People funding. In addition, links will be made with any new services, eg Youth Housing Support Co-ordinator, introduced through this funding source, to benefit any individual at risk of sleeping rough.

**MEETING THE NEEDS OF THOSE LEAVING INSTITUTIONS**

Hospital discharge protocols will be developed, as a priority, for homeless people through Homelessness Strategy 2003/6, incorporating Dundee's Health and Homelessness Action Plan 2002/5, to build on previous work with Social Work Department staff and health service providers.

Dundee Cyrenians Transitional Care Scheme will offer assistance to those leaving local prisons, with housing, health, employment and any other support needs. OAR will be in a position to advise on resettlement approaches, agree relevant activities with clients and colleagues in Cyrenians staff team, and recommend appropriate housing providers.