



Comhairle Cathrach  
Bhaile Átha Cliath  
Dublin City Council



# Sustaining Dublin's Pathway to Home

The Homeless Action Plan Framework  
for Dublin, 2014 to 2016





# The Members of the Dublin Joint Homeless Consultative Forum (DJHCF) and Management Group

Critical to successfully implementing this homeless action plan is the continuing need for leadership and partnership working at Local and Central Government level and through working in partnership with local communities.

The following lists the membership of the Dublin Joint Homeless Consultative Forum and Management Group, who continue to commit themselves to keeping the service user central to all decision making.

- o Dublin City Council
- o Health Service Executive
- o South Dublin County Council
- o Fingal County Council
- o South Dublin County Council
- o Dún Laoghaire-Rathdown County Council
- o Department of Social Protection
- o The Homeless Network
- o The Irish Council for Social Housing (ICSH)
- o The Irish Prison Service
- o The Irish Probation Service
- o The City of Dublin Vocational Educational Committee (CDVEC)

## The Dublin Region Homeless Executive (DRHE)

The DRHE is a shared service operating under the aegis of Dublin City Council, as the lead statutory authority in the Dublin region, in respect of the co-ordination of responses to homelessness. The DRHE provides a range of supports and services to the Dublin Joint Homeless Consultative Forum and Management Group. It has specific responsibilities for the operational co-ordination of this homeless action plan, regional service provision and the disbursement of Section 10 funding for homeless services and in commissioning new service provision. It also provides a range of shared services to the sector as well as to Central Government departments via the implementation of a National Shared Client Database, namely Pathway Accommodation Support System (PASS) and the development of a National Quality Standards Framework for Homeless.

# Foreword

These are very challenging times for us all. While Ireland's economy is no longer in decline in 2014, we are not as yet in a period of sustained recovery and job creation.

With this harsh reality comes income inadequacy, an erosion of the economic resilience of households and a reduction in their ability to withstand the challenges of rising costs of living. Weakened resilience creates the climatic conditions necessary for increased risk of homelessness. This is especially so for over-indebted households. The reality of homelessness and its prospect, is more acute for households who experience it today. Anxiety and stress can also be accompanied by mental ill health, substance misuse and increased morbidity across a range of illnesses that reduce wellbeing.

Homeless services in Dublin remain under severe strain. In 2012, we had 4,837 individuals who used our emergency accommodation services for at least one night. Of these, 2,486 individuals were new to our services. In 2013, we had 4,613 individuals who used our emergency accommodation services, of whom 1,958 were new presentation to services. Our 2013 winter rough sleeper count found a minimum of 139 persons engaged in rough sleeping in Dublin. This is an increase of nearly 50 percent from the previous count in spring 2013. In addition, a significant affordability crisis occurred among lower sector private rentals where substantial rent increases over 2013 priced out low-income and welfare dependent households. Many such households downsize and accept lesser, and often worsened, housing conditions. Some have no option other than recourse to homeless services. Consequently, we experienced an increase in the number of homeless families with children entering homeless services in late 2013.

Nonetheless, against this challenging backdrop, Dublin continues to deliver on the national policy objectives of ending long-term homelessness and the need to sleep rough. Certainly, many households at risk of homelessness are able to resolve their accommodation crisis with assistance, information and advice from our services. For some households who are experiencing crisis, their homelessness is enduring and they continue to use our temporary accommodation and the wrap-around assessment and support services.

Our temporary accommodation capacity increased in 2013 to meet rising demand, whilst at the same time continuing to work hard to advance 'housing-led' solutions that effectively end the experience of homelessness. However, in the face of increased demand for access to available emergency accommodation, the rate of provision of affordable housing options to persons experiencing homelessness in Dublin, remains insufficient.

Access to housing declined in 2013 and the number of households exiting homelessness to live independently reduced from 879 in 2012 to 793 in 2013 (a reduction of 86 households or 10 percent of the previous year). This trend must be substantially reversed, as we go forward under this new action plan framework. It will remain our absolute priority as we proceed to implement this action plan.

It is important to stress that the *Pathway to Home* model, our housing-led model of service provision, is working. It is achieving person-centred outcomes and helping attain greater autonomy and independence for households who we support into independent living. *Pathway to Home* needs further refinement and development together with consolidation of the suite of services it delivers across the different emergency accommodation types. We must be continuously vigilant and questioning with regard to its operation in order to ensure its relevance and fitness to support and sustain vulnerable households out of homelessness.

Our shared goal of ending rough sleeping and long-term homelessness in Dublin requires that we recalibrate our collective performance to achieve better outcomes for our service users. In the current economic climate, this requires us to do more with less but also to work in smart, effective and sustainable ways. Progress will therefore be closely monitored and reported on for examination by all stakeholders. In addition a new model of programme evaluation focussed on the experience of our service users will support our monitoring and review of the merit, worth and value of our services.

Lastly, while maintaining the overall statutory funding from central government remains a significant challenge, this homeless action plan framework will ensure the principle that funding follows the service user as we move from place-centred to person-centred support within the context of the housing-led approach. It will also continue the principle of evidence-based decision making and strong collaborative and partnership working between the voluntary and statutory sector.

Dublin's homeless action plan framework was developed throughout 2013, by the Dublin Joint Homeless Consultative Forum and Statutory Management Group. It is informed by submissions from members of the public, from community and voluntary agencies alongside elected Dublin City and County representatives, and importantly, homeless service users themselves. It sets out the strategic aims and the thematic areas for core actions that are required to realise regional and national objectives. Detailed annual Business Plans with targets will be developed for 2014, 2015 and 2016. This plan will build on the considerable progress that has been made to date in responding to long-term homelessness and the need to sleep rough in the Dublin Region.

**Mr Richard Brady**

Chair of the Dublin Region Homeless Consultative Forum,  
Assistant City Manager,  
Dublin City Council,

January 2014.



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# 1 Setting the scene for Dublin

## 1.1 Housing, health and homelessness in the context of austerity and increased risks of housing exclusion.

2013 marked the end of the EC/ECB/IMF 'bailout' and programme for Ireland. Since entering the programme in November 2010, Ireland's public services have undergone an unprecedented change and adjustment over consecutive austerity budgets that culminated with another €2.5 billion fiscal adjustment in Budget 2014<sup>1</sup>. In terms of social housing provision, capital expenditure was reduced from €1.3 billion in 2008 to €275 million in 2012. Consequently, social housing output by local authorities and approved housing bodies (i.e. voluntary sector housing associations and housing cooperatives) reduced from just-under 8,000 units in 2008 to just-less than 1,500 in 2012. Accompanying this was a policy shift under the Social Housing Investment Programme (SHIP) to revenue-funded programmes to acquire the use of vacant dwellings for social housing purposes through leasing arrangements.

It remains the case that the supply of social housing is not keeping pace with the growth of local authority housing waiting lists. The findings of the national assessment of housing need for 2013 show that there was an overall decrease in the number of households qualifying for social housing support nationally from 98,318 in 2011 to 89,872 in 2013. However, despite this, there was a significant increase in the Dublin region of households qualifying for social housing support from 25,025 in 2011 to 31,814 in 2013. Dublin now accounts for one in three of households in housing need in 2013<sup>2</sup> rather than one in four in 2011<sup>3</sup>. Mid-2013 data from the CSO<sup>4</sup> confirms a welcome increase in employment across most sectors and occupations, both in full-time and in part-time employments. In summary, the number of jobs is up by 34,000 in the year to June 2013 and the numbers unemployed<sup>5</sup> is down 22,000. Digging down into the data we find that in Dublin the unemployment rate is moving in the right direction, as unemployment has fallen by 5 percent in the year to June 2013.

This is being reflected in Dublin's increasingly segmented housing market, where an increased transfer of demand to private rental housing is underway and is resulting

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1 The adjustment is split between €0.9 billion in tax rises and €1.6 billion in cuts to public expenditure.

2 31,814 households or 35 per cent of the national 89,872 households. See <http://www.environ.ie/en/PublicationsDocuments/FileDownload,34857,en.pdf>

3 25,025 households or 25 per cent of the national total of 98,318 households. See <http://www.environ.ie/en/Publications/StatisticsandRegularPublications/HousingStatistics/FileDownload,27864,en.pdf>

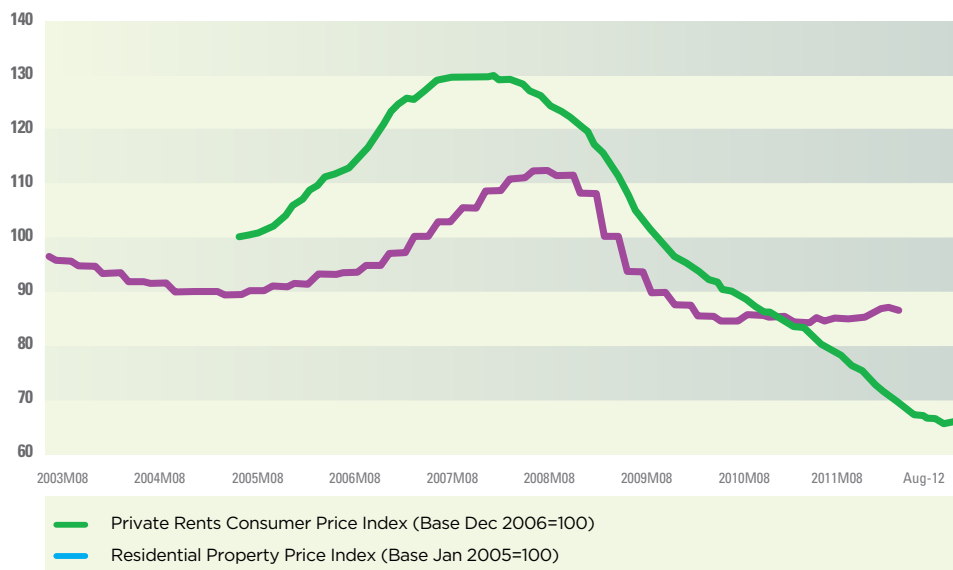
4 Quarterly National Household Survey, Quarter 2, 2013 (published August 29th, 2013 see [http://www.cso.ie/en/media/csoie/releasespublications/documents/labourmarket/2013/qnhs\\_q22013.pdf](http://www.cso.ie/en/media/csoie/releasespublications/documents/labourmarket/2013/qnhs_q22013.pdf)).

5 As measured by the ILO definitions



in significant rent inflation, as the supply response remains relatively stable. The instability of the owner-occupied housing market, combined with credit constraints and changes in consumer behaviour and choice will ensure increased competition for private rental accommodation continues and this is likely to be reflected in high rents over the period of this action plan. Data from the Private Rented Tenancies Board confirms that rents in Dublin grew by 2.5 percent in quarter 3, 2013 when compared with quarter 2, 2013 and by 6.4 percent on an annual basis. Dublin rents for housing increased by 5.7 percent and by 6 percent for apartments on an annual basis to quarter 3, 2013. Figure 1 below confirms how the reduction in the value of private rent stabilised in 2009 while residential property prices continued to decline.

**Figure 1: Changes in Irish Residential Property Prices and Private Rents, 2003-2012**



**Source: Central Statistics Office (2012) Residential Property Price Index. Link to online database:**  
<http://www.cso.ie/px/pxeirestat/Statire/SelectVarVal/Define.asp?maintable=HPM01>

Dublin's private rented sector is also residentially segmented into distinctive corporate and professional enclaves where rent, and accordingly, accommodation size and quality is highest. Elsewhere, other rental locales can be highly variable in terms of quality. It will remain a challenge to ensure access for low-income households, with an experience of homelessness to affordable and quality rental options. Our work towards the implementation of government policy through the adoption of the local authority Housing Assistance Payment (HAP) and the delivery of a pilot HAP programme for homeless households will be critical in this regard.

## 1.2 Partnership working and joined up approaches

Partnership and collaborative working between the voluntary and statutory sectors is vital to delivering the strategic aims set out in this Framework Work Action Plan. Examples include our partnership working with Department of Social Protection (DSP) at strategic policy levels and in terms of joint-up working practices that will continue to be relied upon to support exits from emergency accommodation into private rented housing. This includes working with the Department of Social Protection's local INTREO centres in Dublin to ensure access to guidance and

employment supports, including Back to Education courses for persons exiting homelessness. Our joined-up working at local level with the Irish Prison Service and the Irish Probation Service, will also continue in order to prevent discharges from custodial centres into homelessness particularly in the context of the care and case management of high risk offenders are concerned. So too, will our work with the Health Service Executive, to implement guidance on discharge planning from acute hospital settings to prevent entry into homelessness. Of equal importance is our partnership working with community and voluntary agencies, including Approved Housing Bodies to deliver access to emergency accommodation in Dublin, that combines with an effective service response to generate and deliver exits from homelessness to independent living with support, as required.

A critical issue for homelessness in Dublin, is the need to address health and social care needs of the population concerned. This will be achieved in the context of aligning this homeless action plan framework with the national framework for action to improve the health and well being of our country, that is, 'Healthy Ireland – A Framework for Improved Health and Wellbeing (2013)<sup>6</sup>. Together with the Health Service Executive we will remain focussed on integrating specialist homeless services within the HSE's Integrated Service Areas and through alignment of homeless policy with other crucial strategies such as: 'A Vision for Change' (mental health policy, 2006-2016); 'Ireland's National Drug Strategy (interim, 2009-2016); the National Drugs Rehabilitation Framework and the HSE's 'Intercultural Health Strategy'. The provision of primary care services as part of an integrated and multi-agency provision that maintains access to, and take up of, the spectrum of health and care services required to meet the complex demands of cohorts within the homeless population is a key requirement for more effective public service delivery. This is especially relevant to the delivery of services to address mental ill health and addiction and to ensure and support recovery. Of significant relevance to meeting the needs of people with disabilities and affected by substance and alcohol misuse is the full implementation of government's National Housing Strategy for People with a Disability (2011 – 2016). In addition, for households fleeing domestic violence and who experience homelessness the implementation of the National Strategy on Domestic, Sexual and Gender-based Violence, 2010-2014 remains an imperative.

The key concern of young people entering adult homeless services is also important to highlight here. In this context, it is important to note that the configuration of Dublin's adult homeless services is critically relevant to the work required under the National Service Delivery Framework of the newly designated Children and Families Agency and its 2013 Joint Protocol for Interagency working with the HSE, to further develop appropriate aftercare services for young adults aged 18-26 years old. This includes step-down, residential rehabilitation services, mental health services and other health and related services that are required to prevent youth homelessness progressing into adult homelessness and to respond effectively where this happens. The original objectives of the National Youth Homeless Strategy (Department of Health and Children, 2001) on preventative measures and responsive services and their attainment remain a further imperative in this regard. Of immediate relevance here, are the key findings of the recent Review of the Implementation of the Youth Homeless Strategy (Department of Children and Youth Affairs, 2013) and its recommendations relating to improving services for vulnerable children in relation to welfare, protection and the risk of homelessness.

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6 See [http://www.dohc.ie/issues/healthy\\_ireland/](http://www.dohc.ie/issues/healthy_ireland/) for more information on the Department of Health 'Healthy Ireland Framework'.

While facing the challenges of an unstable housing market since at least 2008, the impact of debt, unemployment and falling incomes have reduced the economic resilience of many households and increased the risks of housing insecurity and exclusion arising from evictions and foreclosure on people's homes. This route into homelessness must be targeted for the earliest possible interventions that can prevent a deterioration of a household's housing insecurity unravelling further into rooflessness and an experience of homelessness. In order to ensure adequate, timely, accurate and helpful interventions are in place to prevent homelessness in Dublin we need better interagency working across public services such as local authority housing services, Department of Social Protection, Citizen's Information Services, Money Advice and Budgeting Services as well as among funded NGO housing, information and advice services and others including the Free Legal Advice Centres. We are committed to working across all available platforms to reduce the risk of homelessness and prevent its occurrence.

Overall, the social and economic context in Dublin for this homeless action plan framework is increasingly challenging. Doing more with less is the requirement and this will necessitate further emphasis on decision-making that is cost-effective and can ensure we continue to invest in what works to end homelessness, namely independent living in secure and affordable housing with support.

### **1.3 The revised national Homeless Policy Statement, 2013**

As of February 2013, Ireland's national homeless policy emphasis is reoriented towards the provision of housing with support, as the cornerstone of the service response required to deliver an effective resolution of homelessness. This turn towards a housing-led approach, and its adoption into homeless policy, is based on the recognition that we require a better use of scarce resources and a move away from reliance on emergency and shelter type accommodation that remains ineffective in ending long-term homelessness. In short, it is designed to offer homeless people suitable long-term accommodation in the first place and radically reduce the use of hostel accommodation and its associated costs (Programme for Government, 2011). The housing-led policy turn has been accompanied by improved regional arrangements for policy implementation and the agreement of protocols between central government (DECLG) and local authorities that delegate Section 10 budget funding to the lead local authority in each region. The protocol also requires monthly reporting of expenditure and quarterly reporting of service delivery and performance (see Appendix 3 for the Dublin protocol).

For persons who endure long-term homelessness, the revised policy signals a move away from the established staircase model of service provision whereby people are made 'housing ready' and towards the evolution of what is called a 'housing first' model whereby speedy access to housing with support is crucial to ensuring stability is returned to the person's life. Thereafter, the person's engagement with mainstream health, social welfare, employment, education, training, justice and other services becomes regularised, comprehensive and secure and the risks of repeat incidences of street homelessness and reliance on emergency accommodation are significantly diminished.

**Figure 2** The revised Homeless Policy Statement, 2013



*A key commitment in the national Homeless Policy Statement of January 2013 is to **end long-term homelessness by 2016.***

*Long-term homelessness is understood as the experience of homelessness for a duration greater than six months either consecutively or in a calendar year.*

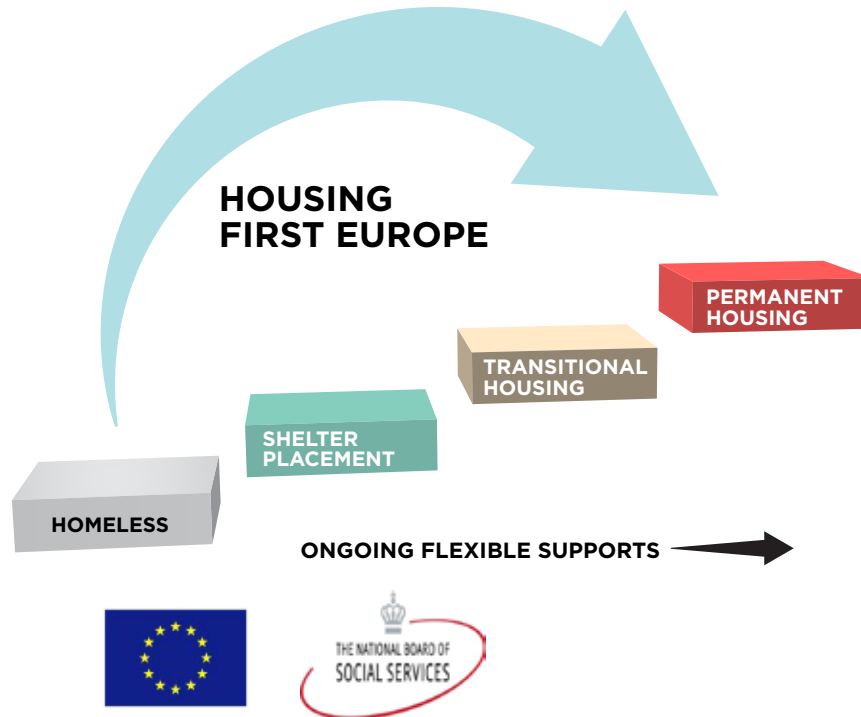
The international evidence on the success of housing first approaches for homeless households with complex needs who endure long-term homelessness is increasingly compelling<sup>7</sup>. Dublin is one of ten EU cities that in 2013 concluded an EU PROGRESS funded three year exchange and evaluation programme on how to develop and implement the housing first model for homeless persons with complex needs<sup>8</sup>.

Dublin is, therefore, at the vanguard of adopting the Housing First approach in Ireland and we have adapted the principles of Housing First into the delivery of a specific Demonstration Project to end the trauma of homelessness for persons whose habitual and long-standing rough sleeping has significantly distanced them from emergency accommodation services and rendered them hard to reach and indeed service resistant.

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7 See the findings of the international research conference on Housing First hosted by FEANTSA in September 2013 here <http://www.feantsaresearch.org/spip.php?article181&lang=en>

8 Among the 10 EU cities were five test cities where Housing First programmes were well established (Amsterdam, Budapest, Copenhagen, Glasgow and Lisbon) and five peer cities where Housing First programmes were getting underway (Dublin, Ghent, Gothenburg, Helsinki and Vienna). The full details of each city programme evaluation and the final synthesis report can be found here – insert web page ref.

**Figure 3** Dublin's Housing First Demonstration Project

*The Dublin Housing First Demonstration Project has benefited from participation in the Housing First Europe evaluation and exchange programme.*

*In 2013, a new legal entity and governance structure was established between the DRHE and NGO providers that includes an Advisory Group, a DRHE Project Manager, a Housing Team, a Support Team and an Independent Evaluation Programme.*

*Thus far, there have been 23 participants in the project and 26 tenancies created. While there have been some tenancies that have failed, the majority continue to succeed to end homelessness for persons who were previously rough sleeping?*

Notwithstanding our initial success with the Dublin Housing First Demonstration Project, we have not yet succeeded in making the approach mainstream and Housing First is not yet clearly articulated as an integral element of the housing-led approach adopted by national policy. The challenge of building greater policy coherence across and within national and local levels remains. However, a newly revised infrastructure for policy development, consultation and information exchange between stakeholders at national and local levels augers well for the future. The DRHE and members of the Dublin Joint Homeless Consultative Forum and Management Group will work to ensure a clear understanding of what long-term homelessness and rough sleeping is, and also what works to prevent and effectively resolve it, are communicated at national and local levels.

This means Dublin's Joint Homelessness Consultative Forum, Regional Implementation Advisory Group (IAG) and Statutory Management Group (SMG) will continue to take a leadership approach across the region in implementing government policy based on innovative and problem-solving approaches. Benefits arising from greater policy coherence between national and local actors will support work to attain overall national policy objectives. As we proceed, we will ensure our decision-making is evidence-informed and coherent with the aims of this statutory homeless action plan framework.

9 Tenancies have been secured in social housing within local authority housing, among approved housing bodies and in private rental housing in Dublin.

# 2 The *Pathway to Home* model of service provision in Dublin

The *Pathway to Home* model of integrated services is Ireland's earliest example of a housing-led approach<sup>10</sup>.

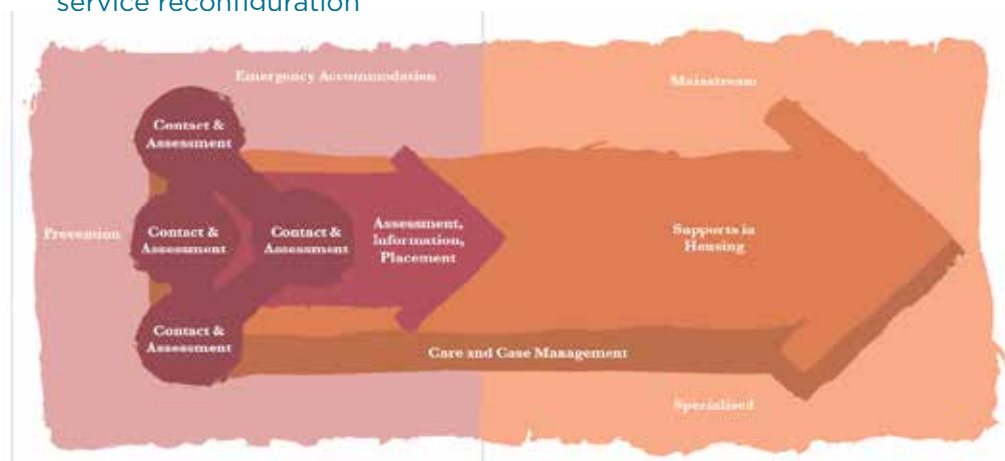
Since its adoption in Dublin in 2009, the implementation of the model has required an emphasis on the provision of timely exits from the experience of homelessness by reducing the duration of residence in temporary emergency accommodation and prioritising move-on to independent living with support as required and within a time-limited period (of up to 6 months).

Importantly, the *Pathway to Home* model places a key emphasis on:

- Preventing homelessness in the first instance
- Responding effectively to the experience of homelessness through a holistic assessment of need following contact with services and placement into emergency accommodation
- Ensuring a care and case management approach accompanies a person's move on to independent living with supports as required in either mainstream rental housing or to specialized supported housing.

Figure 4 below provides a schema that illustrates the model of provision.

**Figure 4** *Pathway to Home* model of service provision: blueprint for service reconfiguration



10 In April 2013, the HABITACT network of fourteen partner EU cities undertook a peer review of the *Pathway to Home* model. See [http://www.habitact.eu/files/activity/peerreview/\\_meetingreport\\_dublin2013\\_final.pdf](http://www.habitact.eu/files/activity/peerreview/_meetingreport_dublin2013_final.pdf)

Since its adoption consultation, participation and negotiation on the implementation of the *Pathway to Home* model has resulted in a significant reconfiguration of service provision in the Dublin region. This has produced the following spectrum of services and ensured their distribution across the Dublin region so that each local authority has a complement of services as required under the model.

- Local Authority Housing Service
  - Assessment, placement, allocation, freephone (helpline)
- Housing Support Services
  - Onsite and visiting; specialist and generic
- Community Welfare Service
  - Enhanced role: in-reach and preventative
- Regional Contact and Outreach Service
  - Assertive outreach model
- Temporary Emergency Accommodation
  - Priority need based on assessment
- Supported Temporary Accommodation
  - Housing and intensive support/care needs
- Day Services
  - Information/advice/day programmes/food and respite

Within this configuration of services, a key emphasis is placed on maintaining a diversity of approaches to meeting the spectrum of housing, care and support needs that present among the known homeless population of Dublin so that no 'one size fits all' approach dominates. The coherence of the *Pathway to Home* model also ensures we avoid the situation where 'many sizes fit few' and we have continued to innovate to meet the diversity of presenting needs. Importantly, our ability to ensure abstinence-based recovery models can persist alongside harm reduction approaches within temporary accommodation settings remains critical to further improving the interagency relationships between *Pathway to Home* services and drugs, addiction and mental health services in the region.

In terms of the provision of homeless services in Dublin, it is important to note that emergency accommodation services are not classified or described as being 'dry hostels' or 'wet hostels'. Indeed, the persistent use of these terms is not only unfortunate, but is deeply misleading and distracts from the nature of the services provided within Dublin's emergency accommodation where services are configured and provided on the basis of on the level of presenting need, and include the following types:

- 1.** Temporary Emergency Accommodation (TEA): providing accommodation for persons with low support needs. Temporary emergency accommodation services operate as high threshold services as a matter of course. That is they are operated as drug and alcohol free..
- 2.** Supported Temporary Accommodation (STA): providing a form of accommodation with specialist on-site and in-reach support services that ensures consistent key-working takes place to stabilise a person's residency and to bring residents to a point where they are ready to live independently in their own home (with visiting support if required).

When required, an STA facility will provide a dedicated programme for residents that takes an interventionist approach to stabilise a person's lifestyle with a view to ameliorating any behaviour associated with mental ill-health and addiction, including harm reduction approaches to the misuse of alcohol and drugs (prescribed and illicit).

## **2.1 Funding the configuration of services under the *Pathway to Home* model**

Significant funding resources are made available to respond to homelessness by the state through a range of delivery programmes and strategies. Additionally, the voluntary sector contributes significant added value through services it funds via its own fundraising activity.

Specifically, in terms of statutory funding, resources for homeless services are derived from two sources. Firstly, Section 10 funding from Central Government (DECLG) to local authorities under the 1998 Housing Act combined with a contribution (at 10 percent) of funding directly from each local authorities revenue streams. Secondly, the Health Service Executive is a central funder of homeless services provision in addition to its own direct service provision of care and support programmes. In addition fundraising by voluntary sector service providers and donations received by them are expended on services.

Despite reductions in expenditure generally across all public services, expenditure on homeless services has, relatively, remained a priority for the statutory funding authorities and Central Government. However, it is noted that the full implementation of this action plan and transitioning more effectively to a housing led approach, hinges absolutely on a commitment by Government and statutory agencies to protect resources during the lifetime of this action plan. In this context, the range of current services as outlined in Table 1 sets out the anticipated expenditure for 2013 across all service categories in the *Pathway to Home* and underscores a required commitment needed by funding agencies in order to protect this resource into the future if we are to be successful in meeting the vision of ending long-term homelessness and the need to sleep rough by end 2016.



**Table 1** Local Authority and HSE funding for *Pathway to Home* services in 2013<sup>11</sup>

Pathway Model Service Category		2013 LA Funding	2013 HSE Funding	Total Funding Allocation
<b>Housing Support Services</b>	Visiting Housing Support – Generic	€443,111	€99,613	€542,724
	Visiting Housing Support – Specialist	€337,354	€170,852	€508,206
	Permanent Onsite	€6,585,562	€4,336,053	€10,921,615
	Semi-Permanent Onsite	€398,500	€428,469	€826,969
<b>Prevention Sustainment</b>	Prevention TSS	€760,540	€95,081	€855,621
	Community Welfare Service	€212,000	€0	€212,000
<b>Outreach</b>	RCOS	€852,615	€99,613	€952,228
<b>Day Services</b>	Day Services	€3,103,927	€993,199	€4,097,126
<b>Emergency Accommodation</b>	STA	€7,910,778	€7,501,221	€15,411,999
	TEA	€1,364,744	€287,523	€1,652,267
	PEA	€10,223,657	€0	€10,223,657
	Section 10 Beds	€768,764	€130,122	€898,886
	Additional EA Capacity	€3,365,330	€191,233	€3,556,563
<b>Homeless Action Teams</b>	Families New Presenting Team (Note. Excl. Focus Family HAT)	€54,000	€0	€54,000
	Migrants & Reconnection Program	€194,002	€0	€194,002
<b>Domestic Violence</b>	Refuges	€753,305	€1,555,294	€2,308,599
<b>Shared Services</b>	Centralised Placement Service, Helpline	€2,473,255	€0	€2,473,255
	Regional and National Shared Services	€1,000,019	€424,758	€1,424,777
	Building leases facilities management and monitoring services	€1,760,879	€0	€1,760,879
<b>Total LA/HSE Funding</b>		<b>€42,562,342</b>	<b>€16,313,031</b>	<b>€58,875,373</b>

11 Note certain HSE expenditure remains provisional

Table 2 below gives an indication of what this funding actually provides in terms of accommodation units and service caseloads for housing support, tenancy sustainment and the prevention of homelessness<sup>12</sup>.

**Table 2 Pathway to Home 2013 Funding and Service Characteristics**

Pathway Model Service Category		Total Funding Allocation	Unit/Caseloads and Further Information
<b>Housing Support Services</b>	Visiting Housing Support – Generic	€542,724	100 cases on rolling basis
	Visiting Housing Support – Specialist	€508,206	85 cases per quarter
	Permanent Onsite	€10,921,615	16 facilities providing 512 beds
	Semi-Permanent Onsite	€826,969	Caseload varies Working across 189 units
<b>Prevention Sustainment</b>	Prevention TSS	€855,621	15-20 cases per key worker
	Community Welfare Service	€212,000	
<b>Outreach</b>	RCOS	€952,228	
<b>Day Services</b>	Day Services	€4,097,126	This section will include high level detail re activity levels in Day Services
<b>Emergency Accommodation</b> (NB includes additional emergency beds)	STA	€15,411,999	16 facilities providing 394 beds
	TEA	€1,652,267	5 facilities providing 61 beds
	PEA	€10,223,657	36 facilities providing 944 beds (inc non nationals)
	Section 10 Beds	€898,886	
	Additional EA capacity	€3,556,563	5 facilities providing 176 beds
<b>Homeless Action Teams</b>	Families	€54,000	
	Migrants & Reconnection Program	€194,002	45 reconnected (145 worked with)
<b>Domestic Violence</b>	Refuges	€2,308,599	
<b>Shared Services</b>	Centralised Placement Service, Helpline	€2,473,255	
	Regional and National Shared Services	€1,424,777	
	Building leases, facilities management and monitoring services	€1,760,879	
<b>Total LA/HSE Funding</b>		<b>€58,875,373</b>	

<sup>12</sup> Details on the caseloads of HSE services are not given here, neither are social welfare or other relevant public services as these are not collated by the DRHE.

Attaining and maintaining cost-effectiveness in expenditure is core to the delivery of *Pathway to Home* services. Currently, the DRHE are developing methodologies that allow cross-service comparisons on a unit-cost basis. While recognising the extent of cost variation that occurs due to the specification of services required to meet low, through moderate to high support and care needs among person's experiencing homelessness, it is also important to maintain efficiency and economy in expenditure.

Notwithstanding the fact that our 2013 expenditure remains intact since 2012, reductions in expenditure are envisaged in the near future as we move away from reliance on expensive temporary emergency accommodation under the state's housing-led approach to homelessness. The Statutory Management Group (SMG) of the Dublin Joint Homeless Consultative Forum have ensured good progress towards this aim and are working to continue to reduce reliance on expenditure on private emergency accommodation, including reliance on hotels, to meet the shelter needs of persons experiencing homelessness. Table 3 below confirms the reduction of over €5m in expenditure on private emergency accommodation (PEA) in Dublin that has been obtained since 2008.

**Table 3** Expenditure on Private Emergency Accommodation (PEA) in Dublin, 2008 – 2013.

	2008	2009	2010	2011	2012	2013 (estimated)
PEA			€12,359,509	€12,179,143	€10,346,408	€7,540,958
Hotels			€13,815	€176,721.40	€455,736.25	€2,537,014
Sub-total	n/a	n/a	€12,373,322	€12,355,864	€10,802,144	€10,077,972
Rents*			n/a	n/a	€1,295,583	€776,129
<b>Total</b>	<b>€15,995,604</b>	<b>€14,464,770</b>	<b>€12,373,322</b>	<b>€12,355,864</b>	<b>€12,097,726</b>	<b>€10,854,099</b>
Reduction Year on Year (YoY) (actual and percentage)		-€1,530,834 -9.57%	-€2,091,448 -14%	-€17,458 -0.1%	-€258,138 -2.0%	<b>-€1,243,627</b> <b>-10.2%</b>
Cumulative Reduction (actual and percentage)	-	-€1,530,834 -9.57%	-€3,622,282 23.57%	-€3,639,740 -23.58%	-€3,897,878 -25.58%	<b>-€5,141,505</b> <b>-35.78%</b>

\* This refers to rent payments on premises previously included under PEA heading until separated out under DECLG Protocol reporting arrangements.

While our Homeless Action Teams continues to work into PEA premises to support household's move onto independent living, critically our ability to maintain a controlled reduction in reliance on PEA pivots on attaining a significant scaling up of access to adequate and affordable housing options and the rapid provision of these housing options to households otherwise dependent on PEA for their shelter needs.

The need to advance our reduction in expenditure on PEA is heightened by the stark reality of an increased rate of receiverships among property owners being notified to DCC and the implications of the rapid withdrawal of the use of these premises in the near future. Since Q3 2013 the rate of receiverships being notified to DCC has increased noticeably as banks introduce foreclosure on non-performing and impaired mortgage debts.

The Statutory Management Group for Dublin working with the Consultative Forum will continue to work assiduously towards the attainment of these national policy objectives and remains committed to exploring all options to increase the cost-effectiveness of expenditure. Nonetheless, the demand for access to emergency accommodation and related homeless service in Dublin is broadening, strengthening and deepening in 2013 (see Section 3 below) while the challenges of procuring and delivering access to affordable and adequate housing continue unfettered. In this context, decision making on the distribution of expenditure across *Pathway to Home* service types will require close attention to the evidence on outcomes being attained for households experiencing homelessness in Dublin. The SMG for Dublin will continue to prioritise expenditure towards what works to prevent homelessness and effectively respond to its experience.

# 3 Homelessness in Dublin

Homelessness is a dynamic social phenomenon that manifests in different ways and is experienced across a range of different living situations.

These include the visible aspects of homelessness, such as rough sleeping and reliance on emergency accommodation for shelter, through to more hidden experiences of homelessness where people rely on family and friends for accommodation and support. The need to understand the extent of homelessness in Dublin requires a frame of reference for living situations that constitute the experience of homelessness and assists the production of data that provides a detailed account of the extent, nature and experience of homelessness in Dublin. The EU's ETHOS typology of Homelessness and Housing Exclusion provides such a framework of reference and its use in helping to determine the known population of active homeless service users in Dublin will continue under this Homeless Action Plan Framework. The primary source of data on homelessness in Dublin is from the PASS system<sup>13</sup>.

A full report on PASS data and trends for 2013 will be available in early 2014. However certain headline data from PASS confirms that in the period January to December 2013, 4,613 unique individuals were using homeless services in Dublin. Of these, 1,958 unique individuals were using services for the first time in 2013. In other words, four out of ten persons (42 percent) using homeless services in Dublin in 2013 were new service users.

In 2013, a total of 793 unique individuals exited homelessness to live independently (a reduction of 86 persons or 10 percent on the outturn of 879 persons in 2012). Table 4 illustrates the distribution of exits between different living situations and rental tenures. Departures from emergency accommodation are also recorded for other reasons, such as a person was remanded in prison or admitted to hospital or moved to residential treatment for addiction. This accounted for 344 departures in 2013. Other departure reasons are recorded for person who returned to living with family or friends and for persons who departed the country. These accounted for 649 departures in 2013.

<sup>13</sup> PASS is a shared emergency bed management and client support tool for people experiencing homelessness. PASS is shared between all statutory and voluntary homeless services on a regional basis and it is being rolled-out throughout Ireland by the DRHE under national policy on homelessness. As a client based system, PASS follows the service user's interaction with homeless services to enable interagency support towards an exit from homelessness, whilst allowing funders to report on the level of presentation, support, and exit from homelessness.

**Table 4** Exiting Homelessness in 2013: Departures from Emergency Accommodation to Independent Living

Target 2013	Type of Accommodation	Total (tenancies)
470	Private Rented	426
430	Approved Housing Body	96
	Long Term Supported Accommodation	122
	Local Authority	149
900	<b>TOTAL</b>	<b>793</b>

Importantly, the triennial assessment of housing need was conducted by local authorities in 2013 on behalf of the DECLG and its findings published on 18th December 2013, by Minister for Housing and Planning, Jan O’Sullivan, TD. A total of 89,872 households were assessed as qualified for housing support as of 7th May 2013. Of these, the Dublin Housing Authorities accounted for 31,814 households (36 percent) of the national total. Among these households, a total of 1,834 were assessed as being homeless at 7th May 2013. Dublin City Council accounts for the largest proportion of these households (1,552 or 85 percent) with remaining distribution for Dún Laoghaire Rathdown County Council of 84 households (4.5 percent of total), for Fingal County Council of 30 households (1.5 percent of total) and South Dublin County Council of 168 households (9 percent of total). Work is ongoing at present to produce a full reconciliation of PASS data for 2013 with the local authority records of completed AHNs. This work aims to confirm the extent of the known population confirmed and verified as active homeless services users in Dublin in 2013 and to begin to set housing targets for cohorts within that population for 2014.

PASS data also allows us illustrate the extent of the experience of rough sleeping in Dublin as PASS collects data that reveals how many people over a period of time (e.g. quarter 4, namely the final three months of 2013) were in contact with the Regional Contact and Outreach Service (RCOS). Therefore in addition to the minimum number of 139 persons discovered sleeping rough via the winter 2013 Rough Sleeping Count<sup>14</sup>, PASS records confirm that 443 persons were in contact with the RCOS during quarter 4, 2013. While the number of contacts made by RCOS with unique individuals varies considerably, further analysis of PASS data confirms how a relatively small number of individuals accounted for large portion of all contacts. These are the individuals who endure habitual rough sleeping in preference to accessing emergency accommodation and are the target intake group for Dublin’s Housing First Demonstration Project.

14 Dublin’s understanding of the extent of rough sleeping on any one given night is provided by the findings of the twice yearly rough sleeping count that relies on a discovery method whereby teams traverse the city on an out-of-hours basis when access to all available services is closed for the night and record all persons discovered as sleeping rough. The winter 2013 rough sleeping count was conducted on November 12th 2013.

# 4 The role of monitoring, evaluation and research

The *Pathway to Home* model of service provision has consistently relied on evidence-based approaches to the reconfiguration of services into a housing-led approach and their continued improvement.

To this end the DRHE has developed and implemented a data and research strategy that ensures the production of verifiable and reliable data and research findings useful to service planning and operational decision-making. This work will continue under this homeless action plan framework and a successor research and data strategy will be developed as an integral element of the annual business plans that will be adopted under this framework plan. In parallel, the ongoing national rollout of PASS, which concluded in 2013, will bolster this capacity. The DRHE will continue to deliver research and engage in research management and support to the sector and to wider interests in public policy making. The DRHE's Research and Data Advisory Committee (RDAC), chaired by the Housing Agency, will play an important role in developing and advancing this work.

Additionally, the DRHE will continue to work towards improvements in monitoring the performance of services and the development of smart key performance indicators that can be relied upon to measure the effectiveness and efficiency of decision-making. This will be an integral element of work now underway to develop a National Quality Standards Framework for homeless services that is being led by DRHE. Also of importance here will be the introduction of new methodologies and procedures for evaluating the experiences of service users and the outcomes attained by services under the *Pathway to Home* model. This work will input to the public awareness and information work of the DRHE that is an important communication function for the Dublin region on homelessness.

# 5 Vision and mission for homelessness in Dublin

## 5.1 Vision

The vision of the Homeless Agency Partnership set out in its 2007 – 2010 action plan, *A Key to the Door*, was as follows:

*Long-term homelessness and the need for people to sleep rough will be eliminated in Dublin. The risk of a person or family becoming homeless will be minimal due to effective preventative policies and services. Where it does occur, homelessness will be short term and all people who are homeless will be assisted into appropriate housing and the realisation of their full potential and rights.*

This vision has been virtually unchanged since its first appearance in the Homeless Agency Partnership's first action plan covering the period 2001 – 2003, *Shaping the Future* and is aligned with the vision and strategic aims of Ireland's national adult homeless strategy, *The Way Home (2008 – 2013)*.

Over the period since its adoption, this vision has become the organising principle for both the development and delivery of homeless services in the Dublin region under consecutive action plans.

On this basis, it is proposed that this vision is maintained throughout the course of this homeless action plan 2013 to 2016 and furthermore that the following mission is adopted for the period to 2016.

## 5.2 Mission

In accordance with the aims and objectives of national policy on homelessness as revised in 2013, it is the mission of the Dublin Joint Homelessness Consultative Forum and its Statutory Management Group to achieve the following:

*'An end to long-term homelessness and the need to sleep rough in Dublin by 2016'<sup>15</sup>*

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15 Long-term homelessness is defined as 6 months or more in emergency accommodation and/or sleeping rough.



# 6 Strategic aims on homelessness for Dublin, 2014 to 2016

The vision and mission of this homeless action plan framework is underpinned by the following five strategic aims.

These strategic aims are informed by the experience of Dublin Joint Homeless Consultative Forum service providers and service users and also seek to reflect submissions made to the Statutory Management Group/DRHE on the content and orientation of this homeless action plan framework.

These strategic aims are congruent with national policy objectives and remain consistent with both Dublin's *Pathway to Home* model of service provision and with the strategic direction and aims of the original statutory homeless action plan for Dublin, 2010 to 2013.

These aims maintain our overall focus on the need to prevent people from becoming homeless, to provide supports to people when they are homeless and to provide exits from homelessness to independent living via housing provision with support as required. This ensures continuity with previous action plans is maintained.

<b>AIM 1:</b>	<b>Address the unmet housing need of people experiencing homelessness through a substantial increase in the provision of housing units alongside improved access to a wider range of affordable and secure housing options with support and care as required.</b>
<b>AIM 2:</b>	Stop the occurrence of an episode of homelessness by delivering comprehensive preventative support services in housing, health and welfare alongside relevant, accurate and timely housing information and advice.
<b>AIM 3:</b>	Ensure the delivery of effective services for homeless people that meet their identified housing, health and welfare needs and produce the sought-after, person-centred outcomes set out in <i>Pathway to Home</i> .
<b>AIM 4:</b>	Simplify and speed up an appropriate exit from emergency accommodation and rough sleeping in order to reduce the length of time people experience homeless to less than 6 consecutive months in any one episode prior to a departure to independent living.
<b>AIM 5:</b>	Eliminate the need for people to sleep rough through an expansion of the Housing First approach to address all aspects of habitual and long-standing rough sleeping and homelessness, including episodic and prolonged use of temporary emergency accommodation.

# 7 Action areas on homelessness for Dublin, 2014 to 2016

A number of areas for action on homelessness in Dublin have been identified and are set out below. The specific details of each action area will be agreed, reviewed and reported on under the annual business plan on homelessness.

## 7.1 Annual Business Plan

In order to advance the delivery of the five strategic aims over the period to 2016, the Dublin Joint Homeless Consultative Forum and its Statutory Management Group will develop and publish an annual business plan for 2014, 2015 and 2016 respectively.

The annual business plan will specify key tasks to be undertaken, their timelines and the stakeholder responsible for their delivery. Tasks will be identified and set out under core actions agreed against the core integrated actions areas of prevention, housing and support.

## Action areas: high level details

## STRATEGIC AIM 1

## Housing 1

Increase the provision of adequate, affordable and secure housing units from the social and private rental sectors sufficient to meet the housing need of all homeless households. This will require the following:

(A) To meet immediate demand in the short-term, investigate the development of a dedicated and region-wide lettings service capable of securing access to rental housing options via the established social housing schemes including, inter alia, RAS, SHIP, social housing regeneration, SWA rent supplement and the forthcoming Local Authority Housing Assistance Payment, and;

(B) The setting of actual numeric targets for housing provision for homeless households at the regional and local levels and their annual revision and alteration based on an annual assessment of housing need for homeless household conducted using PASS.

In the short to medium-term, the active pursuit of housing procurement options within the open market, of stock transfer options to boost social housing regeneration and of priority work to secure the NAMA social dividend are also required.

## Housing 2

(A) Continue the Rent Supplement Pilot delivered in 2013 and work to improve the outcomes obtained for households exiting homelessness as well as ensuring the mainstreaming of the Pilot over the period to 2016.

This will also require that the enhanced role established for Officers of the Department of Social Protection is maintained and that their discretion and flexibility in accordance with SWA Circular 04/08 in assisting with emergency payments for rent deposits and the payment of rent supplement above the rent caps and limits is also maintained in order to speed up and smooth the path from homelessness into private rented sector housing. Adequate monitoring and reporting of discretionary payments made under Circular 04/08 is required to ensure the cost effectiveness of the Rent Supplement Pilot can be demonstrated.

(B) Develop, implement and monitor a pilot Housing Assistance Payment scheme for a target group of homeless households and ensure its outcomes are evaluated at the level of the household and are reported to relevant policy decision-makers.

## STRATEGIC AIM 2

(A) Further develop current protocols on institutional discharge from both acute hospital and prison settings that ensure the adoption of the homeless sectors care and case management approach to discharge planning and that seek to eliminate discharges into homelessness. Ensure the effectiveness of protocols through an agreed monitoring mechanism.

(B) Ensure integration and integrated working between homeless and mainstream health and social care provision within HSEs Integrated Service Areas.

**STRATEGIC AIM 1 AND 2**

**Prevention and Support 1**

(A) Develop a region-wide, integrated model of housing support that is pro-active in delivering early intervention to identify and resolve known risks of homelessness and that is reactive and capable of delivering housing and related support for households exiting homelessness to independent living.

This will require a review of the extent of current housing support against the original model set out in *Pathway to Home* and consideration of how to work towards integrating SLI and related housing supports with other local authority tenancy sustainment and housing welfare supports targeted at all tenant households (whether formerly homeless or not) whose tenancy is considered at risk of failure.

Measures to ensure flexibility and effectiveness in the development of an integrated model of housing support will also be required. This also requires that supports and services can demonstrate responsiveness to presenting need and to specific groups requiring innovative interventions, for example the needs of migrant and ethnic minorities.

In addition, the development and delivery of relevant, accurate and timely housing information and advice on all aspects of housing will be required, including information and advice on the following:

- Good estate management practices
- Good neighbour practices
- Reducing allegations and/or incidences of anti-social behaviour
- Rent payments, housing allowances and arrears management
- Mortgage arrears forbearance and foreclosure;
- Housing welfare and tenancy sustainment

Work initiatives and partnerships with existing agencies will also be required and especially in relation to debt advice (utilities/consumer debt/hire purchase/store cards/legal moneylenders).

(B) Ensure close collaborative working between strategic forums to align work programmes, namely Local and Regional Drug Task Forums and Youth Homeless Forums.

**STRATEGIC AIM 1 AND 2**

**Prevention and Support 2**

In collaboration with the relevant state agencies, maintain an aftercare service for young adults aged 18 to 26 years of age who are departing both institutional state care and substitute care (fostering) and are at risk of entering into adult homelessness.

This will require the development of more fluid models of service provision between the Children and Families Agency and the local authorities and should take into account the recommendations arising from the 2013 Review of the Implementation of the Youth Homelessness Strategy.

## STRATEGIC AIM 4 AND 5

**Housing and Support 1**

Build on the success of the Dublin Housing First Demonstration project and invest in developing a more comprehensive service with greater capacity to address all aspects of habitual and long-standing rough sleeping and homelessness, including episodic and prolonged use of temporary emergency accommodation.

This will require the formal adoption of the following eight principles of Housing First under Dublin's *Pathway to Home* model. Notably, many of these principles are already apparent in *Pathway to Home*.

- Housing as a basic human right
- Respect, warmth and compassion for all clients
- A commitment to working with clients for as long as they need
- Scattered-site housing complexes with independent apartments
- Separation of housing and services
- Consumer choice and self-determination
- A recovery orientation
- Harm reduction
- Interagency working based on the agreed care and case management approach of the Dublin region

Under the principle of recognising the distinction between the provision of housing and services, work on a partnership basis to develop and install:

- (A) A unitary, region-wide social lettings, allocations and housing options mechanism among the four Dublin local authorities for households departing temporary emergency accommodation to independent living.
- (B) A unitary, region-wide outreach service that works in conjunction with drug, addiction and mental health outreach services and that is better integrated with portfolio of emergency accommodation services established and in place under *Pathway to Home*.

## STRATEGIC AIM 3

**Prevention, Housing and Support 1**

While recognising the need to continue to provide adequate day services in Dublin city and county that deliver a range of services including respite, food, association, information and advice, continue to invest in the localisation and distribution of the full portfolio of *Pathway to Home* services across the Dublin region in order to maintain the on-going decentralisation of services out of Dublin city centre.

This will require:

- (A) The development of a network of regional service hubs of varying scale and scope modelled on the establishment in 2013 of the Dublin City homeless service hub in Parkgate Hall.
- (B) The support of all state agencies that are central to delivering the following suite of services: Welfare, Housing, Health and Social Services, Education and Labour Market programmes.
- (C) A continued focus on the integration of services through multi-agency and inter-disciplinary team working under the overall case management approach established as a constituent element of service delivery and as an accredited competence for staff working in *Pathway to Home* services.

STRATEGIC AIM 3

**Prevention,  
Housing and  
Support 2**

Subject to the forthcoming National Quality Standards Framework for Homeless Services, the development and adoption of a revised quality standards framework for the portfolio of services established under *Pathway to Home* remains an imperative.

This will require particular cognisance is taken to other relevant standards frameworks such as that developed in the health area (e.g. QUADS, Rehabilitation Framework, etc).

The range of service provision areas where standards are required includes all current and envisioned aspects of *Pathway to Home* services and includes organisational standards in relation to governance and accountability.

- In addition the development and adoption of a dedicated evaluation model is required that reports on the achievement of person-centred outcomes for *Pathway to Home* service users.
- A commitment to continue to operate and further refine Dublin's Care and Case Management model as developed in previous strategies and align with the roll out of the National Drugs Rehabilitation Framework
- Alongside this is the need to maintain good understanding and public awareness of the issue of homelessness and what works to prevent it and effectively resolve it. This requires ongoing data collation, analysis and research is undertaken to develop knowledge and understanding and that supports information dissemination.

# Appendices

## Appendix 1

### Housing (Miscellaneous Provisions) Act 2009 and Chapter 6 provisions as the basis for this *Framework Homeless Action Plan Framework for Dublin – 2014 to 2016*

The provisions in Chapter 6 of the Housing (Miscellaneous Provisions) Act 2009 relating to statutory homelessness consultative forums and homelessness action plans formally commenced on 1 February 2010, while Ministerial directions in relation to Dublin (set out in Appendix 2) were issued on March 4th 2010. They augment provisions of the Act in relation to the composition and establishment of the statutory Homelessness Consultative Forum and Management Group in Dublin and initiate of action to develop a statutory homeless action plan for Dublin to 2013.

The role of the Forum is to provide a consultative mechanism in relation to homelessness, particularly in the context of the statutory Homelessness Action Plan. The Management Group comprises statutory officials with the primary responsibility for drawing up the Homeless Action Plan and for making recommendations to relevant statutory bodies on homeless services, including funding.

The Minister has made separate directions for Dublin and other regions. Dublin's Directions for Dublin provide for the establishment and membership of a Joint Homelessness Consultative Forum consisting of the four Dublin local authorities, with Dublin City Council being the lead Local Authority.

The Dublin directions applied only up to 31 December 2010, so as to avoid any affect on the operation of the then Homeless Agency Partnership structure, both in relation to its coordination and promotion of homeless services and the important re-configuration of homeless services in the Dublin area subsequent to the adoption of the *Pathway to Home* model.

In effect, the Board of the Homeless Agency Partnership, for the purposes of the new statutory provisions, filled the position of the Homelessness Consultative Forum for Dublin until 31 December 2010. Similarly, the new statutory requirement for a Management Group was discharged by officials on the Homeless Agency Implementation Advisory Group, subject to addition of the current chair of the Homeless Agency Board who will be chair of the Forum and as such must, in accordance with the Act, also be chair of the Management Group. This role was delegated under Board approval in March 2010 to the Director of the Homeless Agency who chaired the Advisory Group.

Post 2010, the role of the Homeless Agency in relation to homeless services in the Dublin Area has been carried on by the Statutory Forum and Management Group. In Dublin the "lead" local authority is Dublin City Council. It is emphasised that the statutory responsibilities of housing authorities in relation to homelessness under the 1988 Housing Act are not changed. The role of the lead authority will be a largely co-ordinating one and will not affect the responsibilities of the individual authorities in the region in relation to homelessness.

The arrangements relating to the statutory regional forum in Dublin are not intended to preclude effective working arrangements, consultation mechanisms, etc, at local authority level, subject to administrative efficiency and avoidance of duplication. The statutory composition of the forums will not impact on attendance, from time to time, of bodies or individuals, with particular knowledge or insight into aspects of homelessness, who can be, for example, invited to attend meetings, as appropriate. In any event, section 38(10) of the Act enables the Joint Forum to regulate by standing orders or otherwise its meetings and proceedings.

## Appendix 2

### Housing (Miscellaneous Provisions) Act 2009 Sections 38 and 39 (Homelessness Consultative Forum and Management Group) Dublin Directions 2010

In accordance with the provisions of sections 38, 39 and 41 of the Housing (Miscellaneous Provisions) Act 2009 (No. 22 of 2009) and the Environment, Heritage and Local Government (Delegation of Ministerial Functions) (No. 2) Order 2009 (S.I. No. 407 of 2009), I direct as follows:

#### 1. Interpretation

In these directions –

“the Act” means the Housing (Miscellaneous Provisions) Act 2009 (No. 22 of 2009);

“responsible housing authority” has the meaning given to it by section 38 of the Act.

#### 2. Establishment of Dublin Joint Homelessness Consultative Forum

Dublin City Council, Fingal County Council, Dún Laoghaire-Rathdown County Council and South Dublin County Council shall enter into an arrangement in accordance with section 38(3) of the Act to establish the Dublin Joint Homelessness Consultative Forum.

#### 3. Membership of Dublin Joint Homelessness Consultative Forum

Subject to article 6, the membership of the Dublin Joint Homelessness Consultative Forum shall consist of –

(a) persons who, on the date of these directions, are members of the Board of the Homeless Agency Partnership; and

(b) one employee of a vocational education committee and the Director of the Homeless Agency.

#### 4. Membership of Management Group of Dublin Joint Homelessness Consultative Forum

Subject to article 6, the membership of a Management Group (referred to in section 39 of the Act) of the Dublin Joint Homelessness Consultative Forum shall consist of the chairperson of the Dublin Joint Homelessness Consultative Forum and the following persons who, on the date of these directions, are members of the Implementation Advisory Group of the Homeless Agency –

(a) the Director of the Homeless Agency;

(b) the representative of the housing authorities referred to in article 2; and

(c) the representative of the Health Services Executive.

#### 5. Chairperson of Dublin Joint Homelessness Consultative Forum

The chairperson of the Dublin Joint Homelessness Consultative Forum shall be the person who, on the date of these directions, is the chairperson of the Board of the Homeless Agency Partnership.

#### 6. Period of appointment of members of Dublin Joint Homelessness Consultative Forum and Management Group

A member of the Dublin Joint Homelessness Consultative Forum or of its Management Group shall be appointed for the period, up to and including 31 December 2010, unless sooner resigning from membership or ceasing to be an employee, official or member of a body to which section 38(8) of the Act relates, in which case the manager of the responsible housing authority may appoint a person nominated by the same body to fill the resulting vacancy up to and including 31 December 2010.

#### Michael Finneran

*Minister of State at the Department of the Environment,  
Heritage and Local Government*

*4th March 2010*



## Appendix 3

### 2013 Protocol Governing Delegation of Section 10 Funding for Homeless Services to Dublin City Council on behalf of the Dublin Joint Homeless Consultative Forum and Statutory Management Group.

#### 1. Background

The National Implementation Plan for the Homeless Strategy provides for the development of a more devolved allocation-based system for the provision of accommodation-related funding to housing authorities with emphasis on increased decision making at local level, in lieu of the existing individual project based arrangements, to improve overall efficiency, value for money and greater local decision making in homeless services. Responsibility for rigorous assessment, appraisal and decision making in relation to proposals and funding of particular services within the available allocations will rest with the Dublin Homeless Management Group (DHMG) led by Dublin City Council as the lead local authority.

This Protocol sets out arrangements and responsibilities for delegation of Section 10, Housing Act 1988 funding between the Department of the Environment, Community and Local Government and Dublin City Council in relation to the provision of ongoing revenue funding for homeless accommodation and related service costs<sup>16</sup> inclusive of the 10% contribution of the Dublin region local authorities.

Delegation of Section 10 funding will be contingent on the following key principles and, the allocation of such funding to Dublin City Council, within the individual headings of expenditure, being on the basis that all such decisions are in accordance with Government policy and in particular the Homelessness Policy Statement, future Government decisions and the attainment of key performance targets and objectives including the target for ending long-term homelessness by the end of 2016:

- A housing-led approach;
- An emphasis on resettlement and prevention with a significant reallocation of resources, both human and financial, to same;
- The establishment of 'Homeless Action Teams' across the region;
- Ensuring that all clients of homeless services with income supports make an appropriate contribution towards the cost of the provision of such services;
- Ensuring that there is sufficient bed capacity on a nightly basis to accommodate all those in need of emergency accommodation;
- All new services to be tendered for and the potential for shared services to be fully explored unless exceptional, urgent circumstances require an immediate response; and
- Under the direction of the Statutory Management Group (SMG).

The SMG, to comprise of the Director of DRHE, Dublin City Council (Chair) and the Directors of Service for Housing of the 3 other local authorities which constitute the Dublin region, will have full operational responsibility for:

- Driving a 'Housing-led' approach to ending homelessness;
- Overseeing the sourcing and provision of accommodation to deliver service users out of homelessness;

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16 Related Service Costs Payable under Section 10 having regard to Strategic Aim 6 of The Way Home – A Strategy to Address Adult Homelessness in Ireland 2008 - 2013

- Ensuring resettlement as the underlying imperative in service delivery;
- Operational matters and staffing;
- Ensuring the availability and deployment of appropriate skill sets within local authority homeless and housing services personnel; and
- In tandem with the delivery of accommodation ensuring that clients of homeless services have a personal care and support plan in place to enable them to move to independent living, including with the provision of support if appropriate.

For the purposes of this protocol, it is recognised that in order to successfully address the needs of homeless persons that the provision of appropriate emergency and ultimately permanent accommodation will need to be accompanied by the provision of relevant health and personal social services, as appropriate, in accordance with individual care/support plans. Statutory provision of revenue funding for ongoing health and care service related support costs is a matter for the HSE.

## 2. Public Financial Procedures

All funding arrangements delegated under this protocol must be in accordance with statutory requirements and public financial procedures.

## 3. Roles and Responsibilities

### **Department of the Environment, Community and Local Government (Budget Holder)**

The Department of the Environment, Community and Local Government on behalf of the Minister for the Environment, Community and Local Government is the budget holder and the setting of the Section 10 homeless budget allocation to Dublin City Council, is a power reserved for the Department.

### **Dublin City Council (Delegated Budget Holder) and Shared Service Arrangements**

Each local authority in the Dublin region has a legal responsibility for social housing provision and management within its functional area. Under a shared service arrangement,

Dún Laoghaire/Rathdown, Fingal and South Dublin County Councils have agreed Dublin City Council, as the lead local authority on homelessness and related service provision. Accordingly, Dublin City Council will provide for overall decision making in the Dublin region from an operational perspective and will do so in concert with the other three local authorities.

The Director of DRHE, Dublin City Council, has overall responsibility for the delegated Dublin region homeless service budget and is responsible for ensuring in year management of the budget as determined by the Department of the Environment, Community and Local Government and in accordance with sections 4, 5 and 6 to follow.

The delegated budget holder does not have the power or authority to extend the approved Section 10 funding allocation for the region.

Dublin City Council, from within its authorised staff complement, will ensure that its specialist operational unit is configured and resourced with the appropriate skill sets and proven decision making ability and capability to deliver its statutory obligations and the requirements of this protocol <sup>17</sup>.

#### 4. 2013 Budget Allocation and Issue

The Section 10 funding allocation for homeless services for Dublin City Council is €31,322,223.

As noted in paragraphs 1 and 5, funding should be prioritised having regard to the housing-led approach advocated in the Homelessness Policy Statement and the target of ending long-term homelessness by the end of 2016. Where the estimated outturn for 2013, as indicated by Dublin City Council, exceeds this Section 10 funding allocation by more than 10%, it is imperative that the SMG revisits the proposed homeless service budget to ensure that it has sufficient funding to meet its needs and that funding is prioritised appropriately.

Funding will be paid at the start of each quarter with the exception of the final quarter, during which two payments will be made. The amount to be paid in each quarter will represent a quarter of the Section 10 approved funding allocation for the region. The two instalments for the final quarter will represent 15% and 10% of the allocation, respectively.

In light of the delay in finalising the 2013 funding allocations, the payments to Dublin City Council for the first and second quarters have been delayed. While some payments have been made to date, any amounts outstanding will be reconciled when the second quarter payment is being made.

Payments for the second, third and fourth quarters will only be made on receipt of the financial report and the performance report detailed in paragraphs 7 and 8 below, and the deadlines for the submission of these reports are set out below. These deadlines are set so as to facilitate payments at the start of the respective quarter.

Payments for the third and fourth quarters may be further delayed if the Department considers that the actions being taken to implement the housing-led approach and to address the 2016 target for ending long-term homelessness are less than satisfactory. In such circumstances, the Department may meet with Dublin City Council to discuss these issues before any further payment is considered.

#### 5. Headings of Expenditure

The overall funding allocation will be aligned to specific categories of expenditure to reflect a housing-led approach and will build upon the approach in the National Homeless Strategy 2008-2013.

In this context, the key priorities will transition on an accelerated basis from expenditure on emergency and temporary accommodation with active settlement support towards housing provision, settlement and housing support services.

##### **1. Resettlement, Prevention and Sustainment**

This category of expenditure relates to resettlement, prevention and sustainment. Settlement services encourage and support people to move on from hostels and other emergency accommodation to appropriate accommodation, whether sheltered, transitional or independent; tenancy sustainment provides ongoing support to individuals in long term independent accommodation for a period of time after they have been housed; and prevention measures seek to prevent homelessness. Expenditure likely to arise under this category includes expenditure undertaken by local authorities to secure tenancies, tenancy support and sustainment services, resettlement of homeless persons to area/country of origin and the dedesignation of suitable long term accommodation in the Private

Emergency and Permanent & Semi-Permanent Onsite Supported Accommodation sectors into tenancies and the declassification of such accommodation and those resident there as 'homeless'. Information and day services are not included under this category as a separate category has been provided for this purpose.

**2. Emergency Accommodation**

This category of expenditure relates to Private Emergency Accommodation, approved B&Bs, and Supported Temporary Accommodation, where homeless individuals are being accommodated on short, emergency basis. It should not include any long-term accommodation. It is considered that funding for this category should be decreasing over time as individuals are moved into more suitable accommodation with or without support.

**3. Housing Support Service – Permanent & Semi-Permanent On-site Supported**

This category of expenditure relates to long-term supported accommodation provided by service providers where support is provided onsite on a permanent or semi-permanent basis.

**4. Day Services**

This category of expenditure relates to information and day services such as food centres, including coffee shops and soup kitchens.

**5. Domestic Violence/Refuges**

This category of expenditure relates to accommodation provided in response to cases of domestic violence.

**6. Administration including salaries/wages and other administration expenses**

This category of expenditure relates to general administration costs including salaries of homeless service officers and other expenses.

Decisions on appropriate allocations within the individual headings of expenditure will be a matter for the Statutory Management Group of the Dublin Homeless Consultative Forum, with the determination of priorities as part of the development of the yearly business plan being on the basis that all such decisions are in accordance with existing and developing national policy on homelessness in particular the Homelessness Policy Statement and the delivery of key performance targets and objectives including the target for ending long-term homelessness by the end of 2016.

**6. Overspend, Underspend and Transfer within Headings of Expenditure**

Any overspend on the overall budget allocation cannot be recovered from any other resources available to the Department of the Environment, Community and Local Government.

Transfer of funding between the different headings of expenditure will require the written authorisation of the Department of the Environment, Community and Local Government following a written submission to the Department, from Dublin City Council.

Overspend positions and resources considered necessary to manage any budget overruns will be entirely the responsibility of Dublin City Council, as lead authority and the other three local authorities which constitute the Dublin region.

Underspends within any particular heading of expenditure cannot be used to introduce new projects with potential future year's resource implications within that, or any other, heading of expenditure.

Where an underspend cannot be applied in full by Dublin City Council, the underspend position will be referred immediately to the Department by the Director of DRHE on behalf of the Dublin Homeless Management Group (DHMG) for review/reallocation/contingency within the region or otherwise by the Department, without prejudice to future Dublin region funding requirements.

#### **7. Financial Reporting for 2013**

As referred to earlier, a Financial Report will be submitted to the Department on a quarterly basis. This should provide details of the expenditure for the previous quarter and will trigger the payment of the Section 10 funding allocation for the following quarter. The format of the Financial Report is outlined in Appendix 2. The accuracy of the report will be certified by the Head of Finance, Dublin City Council, and the Director of DRHE for the Dublin region.

It should be noted that this Financial Report seeks details of the service provider, local authority in which the particular service is being provided, and a description of the service. This information is being sought so as to facilitate reporting by the Department on a local authority and service provider basis; and the description of the services is required so as to assist in obtaining a greater understanding of the services being provided in the various regions.

As noted above, payments for the relevant quarter will be delayed without the submission of the Financial Report, and payments may be further delayed for the third and fourth quarters if the Department considers that actions are less than satisfactory.

The Financial Report covering the first quarter should be submitted as soon as possible and this will facilitate the payment of the Section 10 funding allocation for the second quarter.

The Financial Report for the second quarter should be submitted no later than Friday 5 July and this will facilitate payment of the Section 10 funding allocation for the third quarter.

The Financial Report for the third quarter should be submitted no later than Friday 4 October and this will facilitate payment of the first instalment (i.e. 15%) of the Section 10 funding allocation for the fourth quarter.

The Financial Report for the fourth quarter (i.e. outturn for October and November and estimated outturn for December) should be submitted no later than Friday 6 December 2013 and this will facilitate payment of the second instalment (i.e. 10%) of the Section 10 funding allocation for the fourth quarter. In addition, a Financial Report reflecting the end of year activity should be provided by Friday 10 January 2014; this report should simply provide an update of the report provided in early December and reflect activity for December. This report is not a claim for payment.

#### **8. Performance Reporting for 2013**

As referred to earlier, a performance report will be submitted to the Department on a quarterly basis. This report will accompany the Financial Report and set out the performance for the previous quarter and will trigger the payment of the Section 10 funding allocation for the following quarter. The format of the Performance Report is outlined in Appendix 3. The accuracy of the reports will be certified by the Director of DRHE for the Dublin region, and Homeless Services Officer, Dublin City Council.

As previously noted, payments for the relevant quarter will be delayed without the submission of the Performance Report, and payments may be further delayed for the third and fourth quarters if the Department considers that actions are less than satisfactory.

As in the case of the Financial Report, the Performance Report covering the first quarter should be submitted as soon as possible and this will facilitate the payment of the Section 10 funding allocation for the second quarter. The Performance Report for the remaining quarters should be submitted no later than Friday 5 July, Friday 4 October and Friday 6 December 2013 as in the case of the Financial Report above.

In addition, a Performance Report reflecting the end of year activity should be provided by Friday 10 January 2014; this report should simply provide an update of the report provided in early December and reflect activity for December. A key performance target is being set for 2013. Details of this target are outlined in the Performance Report.

**9. Accounting Policies, Statutory Audit and Provision of Information**

Accounting Policies will be fully compliant with the regulatory accounting framework as determined by the Department of the Environment, Community and Local Government. Dublin City Council undertakes to afford every facility and co-operation to a local government auditor or the Department of Environment, Community and Local Government including the giving of information which may be reasonably requested in respect of all funding delegated under this protocol.

**10. Periodic Review**

This protocol may be subject to periodic review, and may be amended in the light of experience, at a time to be agreed between the Department of the Environment, Community and Local Government and Dublin City Council.

**11. Implementation Date**

This protocol has been adopted for implementation for 2013.

**June 2013**

## **Appendix A: Functions**

In accordance with directions by the Minister for the Environment, Community and Local Government, each of the four City and County Councils which comprise the Dublin region will ensure that its specialist operational unit is properly configured and resourced with the appropriate skill sets, decision making ability and capacity, and, under the direction of the Strategic Management Group, deliver on the key principles identified in paragraph 1 of this protocol. The functions of each local Authority will span the following key areas:

- 1. Assessment and Placement function, including the following:**
  - a. Placement service into all emergency homeless accommodation
  - b. Lead role in developing, establishing, coordinating and locating integrated homelessness services to facilitate the effective operation of HATs.
  
- 2. Sourcing of properties including**
  - a. Acquisitions/leasing/NAMA
  - b. Accessing private rented accommodation.
  
- 3. Sourcing and allocations function into all housing tenures**
  - a. Setting targets for allocation of AHB tenancies
  - b. Setting targets for allocation of LA tenancies.
  
- 4. Regional shared service arrangements may include the following areas:**
  - a. Finance
  - b. ICT and data analysis
  - c. Learning and Performance (training, best practice and up-skilling of sector staff)
  - d. Quality Standards and Compliance (for all NGOs for performance/contract/SLA purposes).
  
- 5. National Shared Service Arrangements for Dublin City Council**
  - a. National roll out of PASS and ongoing management of the system from a National perspective and in accordance with the agreed memorandum of understanding
  - b. Lead on the development of National Quality Standards for Homeless Services in consultation with the nine regional forums and other such appropriate bodies such as the HSE.











