

Action Plan

The Homelessness Action Plan Framework for Dublin, 2019–2021

Dublin City Council, Dún Laoghaire-Rathdown
County Council, Fingal County Council and
South Dublin County Council

The Homelessness Action Plan Framework for Dublin, 2019–2021

This is the Framework Plan on homelessness for the Dublin region, for the period 2019 to 2021.

A dedicated annual Business Plan will be produced yearly for 2019, 2020 and 2021. Each annual Business Plan will be reviewed prior to the determination and adoption of the follow-on plan.

This Framework Plan was developed as a result of a detailed consultative process, including submissions from interested groups/organisations, Service Providers, Members of the Housing Strategic Policy Committees of the four Dublin Local Authorities, the Dublin Joint Homelessness Consultative Forum and Statutory Management Group. It was adopted by the elected members of the four Local Authorities in April 2019.

Members of the Dublin Joint Homelessness Consultative Forum and Statutory Management Group

Critical to successfully implementing this Homelessness Action Plan is the continuing need for leadership and partnership working at Local and Central Government level and through working in partnership with our Statutory Agencies, Service Providers and Local Communities.

The following lists the membership of the Consultative Forum and Management Group who continue to commit themselves to keeping the service user central to all decision making:

Dublin City Council, South Dublin County Council, Fingal County Council, Dún Laoghaire-Rathdown County Council, Health Service Executive, Tusla, Department of Employment Affairs and Social Protection, Department of Justice and Equality, the Homeless Network, the Irish Council for Social Housing, the Irish Prison and Probation Service, CDETB, Threshold, An Garda Síochána.

The Dublin Region Homeless Executive (DRHE)

The DRHE is a shared service operation, 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 Homelessness Consultative Forum and Management Group. It has specific responsibilities for the operational co-ordination of this Homelessness 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 Government Departments via the implementation of a National Shared Client Database (PASS) and the development of Quality Standards for Homeless Services.

Foreword

The Dublin Region Homeless Executive, on behalf of the four Dublin Local Authorities, is the lead agency with responsibility for responding to homelessness across the Dublin Region. We have come a long way since the publication of the first Homeless Action Plan in 2011 and developed our understanding of the complex issues influencing homelessness. Homelessness is about more than bricks and mortar and cannot be addressed in isolation by one agency. With our partners, we continue to deliver on the five Pillars of the Rebuilding Ireland Action Plan (2016) and continually strive to tackle homelessness and bring forward innovative solutions to help the more vulnerable members of the community.

We are operating in a challenging landscape and the constant strain on social housing supply places additional pressure on homeless services. Loss or inability to secure private rented accommodation is consistently highlighted in the data as the primary reason for new family presentations to homeless services. Many vulnerable people such as those released from hospital, state care, treatment facilities and prison often have no other option than to present as homeless. We are deeply aware of the devastating impact that homelessness can have on a household.

Against this backdrop, we are working closely with the four Local Authorities and all relevant stakeholders to respond to homelessness, utilising their support and strong working relationships to address the challenges that exist. This Homelessness Action Plan sets out a strategic approach for implementation across the Region and identifies real actions required to prevent, protect and progress those at risk of or experiencing homelessness in the Dublin Region.

Homeless prevention remains at the core of what we do. Preventing homelessness in the first place is just as important as how we collectively respond if and when it does happen. Our Prevention teams working across the four Dublin Local Authorities prevented 1,752 households from entering homeless services in 2018. We are reliant on the Homeless Housing Assistance Payment (HAP) to provide a steady stream of prevention options in order to sustain these numbers; we have enhanced Place-finder arrangements in place across the Region to support households who are at risk of becoming homeless.

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 2018 to meet rising demand but at the same time, we continued to work hard on advancing ‘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.

Our shared goal of ending rough sleeping and long-term homelessness in Dublin is dependent on the expansion of the Housing First Programme over the next few years. A steady supply of single person units with the necessary wraparound supports will be critical to accelerate this goal.

I wish to express my sincere gratitude to all the organisations who submitted consultation responses and took the time to work with us on the development of this Action Plan. The necessity to work collaboratively is recognised by all stakeholders and we will continue to work together to provide sustainable solutions to homelessness, driving a housing led approach but also providing the ancillary supports required to help people to exit homelessness and sustain a pathway to recovery.

This Homelessness Action Plan Framework has been developed by the Dublin Joint Homelessness Consultative Forum and Statutory Management Group. It sets out our long-term objectives under three distinct themes - Prevention, Protection and Progression and outlines the actions required to realise Regional and National objectives. Detailed annual Business plans with key milestones, measures and outcomes will be developed for the three years of the plan. Progress on the work programme will be closely monitored and reported to the Dublin Joint Homelessness Consultative Forum and Statutory Management Group.

Mr Brendan Kenny

Chair of the Dublin Region Homelessness Consultative Forum,
Assistant Chief Executive, Dublin City Council
31st January 2019

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Introduction

The Local Authorities of Dublin City, Fingal, Dun Laoghaire Rathdown and South Dublin, together with the HSE, Tusla, the Irish Prison and Probation Service, Department of Employment Affairs and Social Protection, Department of Justice and Equality, the Irish Council for Social Housing, Threshold, CDET and the Homeless Network constitute the membership of the Consultative Forum and the Management Group, who are committed to working together to provide a range of services to address the scale of presenting homelessness in the Dublin Region.

Introduction (continued)

The DRHE provides a range of supports and services to the Dublin Joint Homelessness Consultative Forum and Management Group. It has specific responsibilities for the operational co-ordination of this Homelessness Action Plan, regional service provision and the disbursement of Section 10 funding for homeless services and in commissioning new service provision. The DRHE provides funding to 23 Non-Governmental Organisations that deliver 124 services across the Dublin Region. In addition, the DRHE co-ordinates and funds the provision of private emergency accommodation for people experiencing homelessness. It also provides a range of shared services to the sector as well as Government Departments via the implementation of the National Shared Client Database, namely Pathway Accommodation Support System (PASS), and the development of a Quality Standards Framework for Homeless Service Providers.

In accordance with Section 37 of the Housing (Miscellaneous Provisions) Act 2009, each Housing Authority must prepare an Action Plan to address homelessness in the administrative areas concerned by the Housing Authorities, the Health Service Executive and other bodies providing services to address homelessness.

A Homelessness Action Plan shall specify the measures proposed to be undertaken to address homelessness in the administrative area or administrative areas concerned by the housing authorities as the case may be, the Health Service Executive, specified bodies, or approved housing bodies or other bodies providing service to address homelessness or the performance of whose functions may affect or relate to the provision of such services, including but not necessarily limited to measures to achieve the following objectives:

- (a) Prevention of homelessness
- (b) Reduction of homelessness in its extent or duration
- (c) Provision of services, including accommodation, to address the needs of homeless households
- (d) Provision of assistance under section 10(b)(I), as necessary to persons who were formerly homeless, and
- (e) Promotion of effective co-ordination of activities proposed to be undertaken by the bodies referred to in this subsection for the purposes of addressing homelessness in the administrative area or areas concerned.

The Act also sets out the scope and content of the three-year action plan and states that it should include:

- (a) Any available information regarding the extent of the need for services to address homelessness, including, in the case of housing supports, any summary of social housing assessments prepared under section 21 in respect of homeless households
- (b) The costs of the proposed measures referred in subsection (2) and the financial resources that are available or are likely to be available for the period of the homelessness action plan to the housing authority or housing authorities concerned, the Health Service Executive or any specified body, as the case may be, for the purposes of undertaking these measures and the need to ensure the most beneficial, effective and efficient use of such resources
- (c) Such policies and objectives for the time being of the Government or the Minister in so far as they may affect or relate to the provision of services to homeless persons, and
- (d) Such other matters as the Minister may specify in a direction given to the housing authority under subsection (4), including (except in the case of the first homelessness action plan) a review of the progress made in the implementation of the homeless action plan during the period of the previous action plan.

The above is the legislative basis upon which the Homelessness Action Plan is formulated and presented to each Local Authority and the Minister.

Introduction (continued)

Legislative Context

The relevant statutory provisions regarding homelessness are provided under Section 2 and Section 10 of the Housing Act 1988, as outlined below:

Section 2 of the Housing Act 1988 provides:

A person shall be regarded by a housing authority as being homeless for the purposes of this Act if

- (a) There is no accommodation available, which in the opinion of the authority, he together with any other person who normally resides with him or who might reasonably be expected to reside with him, can reasonably occupy or remain in occupation of or,
- (b) He is living in a hospital, county home, night shelter or other such institution, and is so living because he has no accommodation of the kind referred to in paragraph (a) and he is, in the opinion of the authority, unable to provide accommodation from his own resources.

Section 10 of the Housing Act provides:

(1) A housing authority may, subject to such regulations as may be made by the Minister under this section:

- (a) make arrangements, including financial arrangements, with a body approved by the Minister for the purposes of Section 5 for the provision by that body of accommodation for a homeless person,
- (b) provide a homeless person with such assistance, including financial assistance, as the authority considers appropriate, or
- (c) rent accommodation, arrange lodgings or contribute to the cost of such accommodation or lodging for the homeless person

(10) A housing authority may, while making enquiries to enable them to determine if a person is homeless, exercise the powers provided for in subsection (1).

The Housing Authority must form the requisite opinion, following an assessment of need, on whether the criterion as set out in Section 2 is fulfilled. The decision to provide emergency accommodation supports rests within the competence and expertise of the Housing Authority and is made in the context of available resources and competing demands upon resources.

Joint Statutory Responsibility

The need for an Integrated Statutory response from the two sets of agencies with responsibility for the homeless has been recognised since 2000. (Housing Act, 1988 and Health Act, 1953)

“Local authorities will have responsibility for the provision of emergency hostel and temporary accommodation for homeless persons as part of their overall housing responsibility. Health boards [subsequently replaced by the HSE] will be responsible for the health and in-house care needs of homeless persons.”

Homelessness - An Integrated Strategy, 2000, p.30

Policy Context

Since the publication of the last Homelessness Action Plan 2014-2016, a number of significant policies have been adopted by the Government in relation to housing and homelessness.

Rebuilding Ireland: Action Plan for Housing and Homelessness [July 2016]

This is the current policy framework for the delivery of housing and the addressing of homelessness. Its overarching aim is to increase the scale of housing supply from its undersupply across all tenures to help individuals and families meet their housing needs, to help those who are currently housed to remain in their homes or be provided with appropriate options of alternative accommodation, especially those families in emergency accommodation. The Action Plan has a commitment of €6 billion for social housing, a target of increasing new housing supply to 25,000 per annum by 2020 and a target of delivering 50,000 social housing units by 2021.

The Action Plan contains five pillars as follows

Pillar 1: Address Homelessness

Pillar 2: Accelerate Social Housing

Pillar 3: Build More Homes

Pillar 4: Improve the Rental Sector

Pillar 5: Utilise Existing Stock

Under Pillar 1: Address Homelessness, the key objective is,

To provide early solutions to address the unacceptable level of families in emergency accommodation; deliver interagency supports for people who are currently homeless, with an emphasis on minimising the incidence of rough sleeping; and enhance the State supports to keep people in their homes.

Introduction (continued)

Homelessness Policy Statement [February 2013]

This policy statement places the rapid provision of appropriate accommodation, with support as needed to ensure sustainable tenancies, as a key solution to ending homelessness. It aimed to explicitly set out a housing led approach to ending homelessness as the core policy in tackling homelessness, encompassing the following:

- Supply – availability and supply of secure, affordable and adequate housing
- Prevention – action to prevent, as fast as possible, the occurrence or reoccurrence of homelessness
- Support – promoting independent living with supports as appropriate

Action Plan to Address Homelessness [December 2014]

In December 2014, a special summit was hosted by the then Minister on homelessness, to reaffirm the Government's commitment to ending involuntary homelessness by the end of 2016. The Plan focused on actions, which constituted an immediate response to the issue of rough sleeping in Dublin, and secondly actions to tackle the more systematic issues, classified under the three categories of the housing led approach, namely Prevention, Accommodation and Supports.

Successive Ministers of Housing since then have had summits with the Local Authorities and NGO sector to review the current scale of homelessness and the actions required to address current presenting needs.

Residential Tenancies Board Legislation [January 2017]

The Residential Tenancies Act 2004 was revised to establish Rent Pressure Zones in the Dublin area and elsewhere as a means of controlling the evident increases in private rented accommodation and capping them to a maximum of 4% per annum. The Residential Tenancies (Amendment) Act 2019 was signed into law on May 31st, 2019. The new Act provides the RTB with more effective powers to directly regulate the rental sector, particularly in relation to Rent Pressure Zones and associated Rent Exemptions, and in relation to Notice of Terminations. The legislation sets out a complaints, investigations and sanctions process that will allow the RTB to proactively monitor and enforce the legislation, in relation to these three key areas.

Policy and Procedural Guidance for Housing Authorities in relation to Assisting Victims of Domestic Violence with Emergency and Long-Term Accommodation Needs

Circular Housing 2/17 dated January 2017 outlined guidance for Housing Authorities to ensure effectiveness and consistency in responses to assist victims of domestic violence. These guidelines provide a summary of best practice in this area and the procedural pathways within which Local Authorities operate. Organisational responsibility is outlined between the key stakeholders in terms of crisis response to domestic violence, emergency accommodation and long-term accommodation needs. Partnership working between statutory agencies and organisations involved locally in the delivery of domestic violence services is emphasised.

Homeless Inter-Agency Group Report [June 2018]

This inter-agency working group was established by the Minister of Housing to provide a more coherent and co-ordinated approach to the delivery of homeless services. The group consists of relevant Government Departments and Local Authorities. The objective is to improve coherence and co-ordination in the provision of services by Government Departments and their agencies to the delivery of homeless services, to consider respective roles and responsibilities of State Agencies and consider alternate policies and organisational approaches to the delivery services and supports to homeless persons. The report has identified inadequate resources for the health services available to homeless persons, unsuitable policies regarding inter Local Authority transfers, the need for a National Hospital Discharge Protocol, inadequate provision for non-Irish nationals and a lack of clarity on policy over respective roles across Government Departments regarding non-Irish nationals. The Homeless Inter-Agency Group is to meet on an ongoing basis.

Housing First National Implementation Plan 2018–2021

This implementation plan was launched by the Minister of Housing and the Minister of Health in September 2018. The plan has been based upon the success of the Housing First Service in the Dublin Region from 2011 onwards and the appointment of a National Director. The Housing First model of housing and support is to be extended in the Dublin Region and to be developed in Cork, Galway, Limerick and Waterford before being extended across all Local Authority areas. The key principles of the Housing First approach are stated whereby housing will be provided to rough sleepers and the long-term homeless alongside a range of supports. The plan sets targets for each Local Authority area to deliver. Additional funding for the plan is being provided by the Department of Housing and Department of Health alongside the Service Reform Fund.

National Drugs Strategy: Reducing Harm, Supporting Recovery- a health led response to drug and alcohol use in Ireland 2017–2025

Reducing Harm, Supporting Recovery sets out the Government’s strategy to address the harm caused by substance misuse in Ireland up to 2025. It identifies a set of key actions to be delivered between 2017 and 2020 and provides an opportunity for the development of further actions from 2021 to 2025 to address needs that may emerge later in the lifetime of the strategy. The following goals are detailed in the document:

Goal 1 – Promote and protect health and well-being

Goal 2 – Minimise the harms caused by the use and misuse of substances and promote rehabilitation and recovery

Goal 3 – Address the harms of drug markets and reduce access to drugs for harmful use

Goal 4 – Support participation of individuals, families and communities

Goal 5 – Develop sound and comprehensive evidence informed policies and actions

With regard to homelessness, the importance of homelessness services and substance misuse services working together in a collaborative way is highlighted under Goal 2, as is the need to improve the range of problem substance use services and rehabilitation supports for people with high support needs who are homeless, together with the availability of drug and alcohol, mental health and community integration services.

Introduction (continued)

A Vision for Change [Report on the Expert Group on Mental Health]

A Vision for Change is a strategy document, which sets out the direction for Mental Health Services in Ireland. It describes a framework for building and fostering positive mental health across the entire community and for providing accessible, community-based specialist services for people with mental illness. Homelessness is referenced extensively in the report, along with the risks associated with mental health, which can result in or contribute to homelessness.

Socio Economic Context

The 2014–2016 Homelessness Action Plan referred to the ending of the EU/ECB/IMF bailout and the improvement in economic growth in the Dublin area with a reduction in the unemployment levels. It noted the austerity budgets and the severe reductions in the capital expenditure for social housing provision from 2008 to 2012 – from €1.3 billion in 2008 to €275 million in 2012. Since then the rate of economic growth has increased from 5.1% in 2016 to 7.3% in 2017 and a current growth rate of 4.4%. Unemployment rates have reduced from 16% in 2012 to 10.1% in 2015 to 5.6% in August 2018. The Dublin area has benefitted the most from this significantly improved economic growth. There are over 700,000 people employed in the city and an additional 25,000 people added to the workforce between quarter 4, 2017 and quarter 4, 2018. The current unemployment rate in the city is just under 5%, which is the lowest level it has been at in 10 years.

While these economic performance indicators are very positive for the city, housing supply and affordability have become a serious constraint. Private rented accommodation rents continue to increase at a rate of 8.8% from 2017 to end of 2018. The average rent in Dublin at quarter four, 2018 was €1,650 per month, exceeding pre crisis peak rent levels. There were only 5,600 new units of accommodation completed in the Dublin area in 2017. Social Housing supply is gradually increasing but it is estimated that it will take at least another two years to impact on demand levels in the capital. While the evidence suggests that private house prices have now stabilised, new housing construction in the greater Dublin area has been targeted to higher income earners rather than households on average incomes. According to the www.daft.ie House price report for quarter one, 2019 the average house price in South Dublin City is €420,000 and in North Dublin City is €350,000.

The current criterion for mortgage lending has made it more difficult for persons on average incomes to secure loans for a home purchase. These combinations of factors of affordability, increasing rent levels, increased demand for private rented housing, inadequate supply of new social housing and lack of supply of new private housing have all been significant factors in driving the increased scale of family and single adult homelessness in the Dublin area since 2016.

Homeless Context

Over the past three years, the Dublin Region has experienced unprecedented growth in the scale of homelessness. In March 2016 there were 4,488 adults and children using emergency accommodation, in March 2019 there were 7,121 adults and children – an increase of over 60% in the number of people using emergency accommodation. There were 842 families with 1,731 children using emergency accommodation in March 2016, this had increased to 1,297 families with 2,806 children in March 2019, an increase of 455 families with 1,057 children.

While strategies are in place to prevent families from requiring emergency accommodation, and to support families to exit emergency accommodation, the number of families presenting has continued to increase, leading to an increase in the overall number of families experiencing homelessness. In 2014, an average of 34 new families presented each month, by 2018, an average of 92 new families presented each month. In the first quarter of 2019, 276 families presented as homeless and entered emergency accommodation. Research indicates that approximately half of all families presenting to homeless services have issues with maintaining their tenancy in the private rented sector, while the other half experience family circumstances such as overcrowding or relationship breakdown.

This has created an increasing challenge to the DRHE in terms of securing sufficient emergency accommodation for families with children and for single adults experiencing homelessness. The DRHE and its partner agencies in the Statutory and NGO sectors are working together to respond to the immense human challenge of homelessness. This has meant a significant increase in the scale of emergency accommodation being provided via STAs (supported temporary accommodation). In addition 22 Family Hubs were developed in 2017/18, providing improved supports and facilities for families than would otherwise be available in the PEA (private emergency accommodation) provision in hotels or B&Bs.

Despite the lack of an adequate supply of private rented and social housing, the DRHE continues to work with all partners to assist families and single persons to exit homelessness. In 2018, some 780 families and 395 single persons exited emergency accommodation to tenancies. A total of 656 tenancies were created through Homeless HAP, with 492 households exiting to social housing tenancies and 27 households exiting to private rented accommodation. The DRHE has developed its preventive services via the Placement Finder Service and the Homeless HAP funding. In 2018, a total of 1,752 households presented to the DRHE as homeless and were prevented from entering emergency accommodation through the creation of new tenancies. Of these 1,610 tenancies were created through Homeless HAP, 140 tenancies were created through social housing and the remaining tenancies were created through private rented accommodation. The Central Placement Service has reduced the scale of one night only placements by providing people without an assessed housing need with weekly rolling placements, to enable more stability and an engagement by the support services with the homeless person until a full assessment is completed.

Introduction (continued)

Measures to prevent families entering homelessness, and support families to exit emergency accommodation have proven effective, this has led to a slowing in the rate of increase in the number of families accessing emergency accommodation as outlined above. However single adults without children now constitute some 58% of the adult homeless population in the Dublin region. This presents a major challenge to the DRHE because of the limited supply of one bed units in both the private rented and social housing sectors. The immediate priority is to prevent people entering emergency accommodation, and where this is not possible to provide emergency accommodation with professional assistance and supports to all presenting homeless households. The DRHE recognises the supply of new social housing over the next 3-year period and stability in the private rented market are vital to the success of this strategy.

In addition to Prevention and Protection measures for newly presenting homeless families and single adults, the DRHE manages the Housing First Programme, a targeted service for rough sleepers and the long-term homeless. By the end of 2018, 290 Housing First tenancies were created and managed, for 243 unique individuals of which 210 have successfully retained Housing, reflecting a retention rate of 86%.

In 2016, the funding required for homeless services being provided by the DRHE and service providers was €66 million. By 2018 this budget had increased to €142 million, reflecting the growth in the need for emergency accommodation and support services. The DRHE is acutely aware of the need for proper governance of the services that it provides and funding it administers. The DRHE has developed a Quality Standards Framework for use by service providers, and Service Level Agreements are in place to ensure efficiency and accountability.

The factors causing homelessness remain – the lack of affordable private rented housing, the insecurity of private rented tenure, the lack of new social housing, families and individuals with complex needs relating to mental health, alcohol and drug addiction, the lack of community based services that might enable families and individuals to remain in their existing home. All these factors adversely affect people and cause them to become homeless.

All four Dublin Local Authorities have ambitious plans for the construction of new social housing both in large and small-scale developments. That stated, this new provision will not begin to become available until 2020. It is evident that the scale of homelessness in the Dublin Region will continue to grow over the next period and that it will only reduce when the supply of social and affordable private rented accommodation has increased significantly. The DRHE will continue to be faced with the ongoing priority of providing emergency accommodation to the presenting homeless.

The DRHE drives a housing led approach to homelessness on a regional basis in conjunction with service providers throughout the sector. The DRHE works to move people through emergency accommodation with health and support services towards a sustained exit from homelessness. This work is carried out through four main areas of operation, which form the basis of this Action Plan. The four strategic goals or themes are:

Prevention	providing early intervention to people at risk of homelessness
Protection	protecting people experiencing homelessness through emergency accommodation provision and targeted support
Progression	identifying and enabling pathways to long term housing solutions
Proper Governance and Finance Oversight	ensuring that appropriate governance and accountable structures are in place for all service providers

The attached action plan specifies the specific actions required to enable the achievement of the strategic goals, specifying the lead agency and key partners and measurement for the achievement of the action. The plan is based upon consultation with all Statutory and NGO partners and their input into the actions that are specified. The DRHE recognises that the homeless crisis is an immense challenge and that it will not be quickly resolved. The DRHE also wishes to acknowledge the contribution of all its partners both Statutory and Voluntary in their work towards addressing the scale of the current homeless crisis to date and in the progression of this new Homelessness Statutory Action Plan.

Vision and Mission for Homelessness in Dublin

Vision

People experiencing homelessness, or at risk of experiencing homelessness, including families with children, will be provided with quality services to meet their specific needs and to support them to move to appropriate housing options, within the shortest possible timeframe.

Mission

Working in partnership to prevent long-term homelessness and rough sleeping and provide a coordinated response to the needs of both families with children and individuals experiencing homelessness.

Prevention Theme

Strategic Goal Theme

1. Prevention – providing early intervention to people at risk of homelessness. This goal has two main components, the direct intervention to prevent presenting families and single persons becoming homeless and enhanced statutory interventions and community infrastructures to reduce the risk of people becoming homeless particularly the known vulnerable groups.

Prevention Theme (continued)

Action No.	Description of Action	Owner	Measurement
1.1	<p>Establish Prevention Teams in each Local Authority area to enable presenting families, couples and single persons to remain in their homes using different interventions including Homeless HAP and Tenancy Sustainment Support.</p> <p>Ensure that any service gaps are identified, and that there is an improved and coordinated delivery of preventative services to those presenting as being at risk of homelessness.</p>	DRHE/Local Authorities	Precise measurement of presenting need, the reasons for becoming homeless and the effectiveness of the interventions that have enabled the person remaining in their home and/or not becoming homeless. Prevention services to be tailored to reflect presenting need. Prevention services are to be reconfigured by December 2019 in order to deliver a coherent regional service with no overlap.
1.2	<p>Provide services that either negotiate to maintain the tenancy at risk or assist to secure alternative tenancies for persons who are at risk of homelessness or need to leave their private rented accommodation.</p> <p>Review the Tenancy Protection Protocol in place with DEASP to ensure its effective use in preventing homelessness and provide effective income support arrears management to families and individuals at risk.</p>	DRHE DEASP	<p>Measure the presenting need and the scale of alternative tenancies that have been secured. Ensure that each Local Authority has the necessary range of services in place, that there are clear role assignments of services both within and between each Local Authority area.</p> <p>The number of tenancies where TPP has been used by DEASP to prevent homelessness. The number of families/individuals prevented from entering homelessness through income support/arrears management.</p>
1.3	Promote a Tenancy Protection Service and Information Campaign, which informs tenants of their rights in order to enable them to remain in their home where this is legally possible.	DRHE/ RTB and Threshold.	Measure the scale of presenting need to each of the responsible agencies and the effectiveness of the information campaign and intervention.

Action No.	Description of Action	Owner	Measurement
1.4	<p>Engage with the Residential Tenancies Board regarding the factors causing households to lose their rented accommodation, particularly the evident unaffordability of the accommodation and the effectiveness of the rent pressure zones (RPZ) policy.</p> <p>Implement the recommendations from the joint research project between DRHE and RTB.</p>	DRHE/RTB	Establish and measure the scale of households losing their private rented accommodation because of affordability factors and the effectiveness of the RPZ policy.
1.5	<p>Review the current protocols and systems in place for identified vulnerable groups and their effectiveness in terms of preventing homelessness. In particular, the following target groups:</p> <p>(1) Young People leaving care</p> <p>(2) Prison Discharges (including sex offenders)</p> <p>(3) Former Drug users leaving rehabilitation centres who are homeless or at risk of same</p> <p>(4) Hospital discharge of Homeless Persons</p> <p>The purpose of the review for each target group is to establish the scale of need, the presenting problems that increase the risk of homelessness, and any revisions to protocols that may be required.</p>	<p>DRHE Partnership with:</p> <p>(1) Tusla</p> <p>(2) IPS, PS</p> <p>(3) HSE</p> <p>(4) HSE</p>	The measurement will establish the scale of presenting need for each target group and the issues emerging regarding the existing policies and protocols and the need for additional resources, policy definitions and improved interagency processes.

Prevention Theme (continued)

Action No.	Description of Action	Owner	Measurement
1.6	In the context of increasing inward migration to the region there are new challenges for the DRHE, where people experiencing homelessness and accessing emergency accommodation are found to have no eligibility for social housing and/or social protection supports.	DRHE Partnership with the DoHPLG/ DJE/DEASP/ HSE	The policy remits of the respective State Bodies needs to be clarified so that effective interventions and supports can be established and put in place.
1.7	Families and single persons, predominantly women, experiencing domestic violence are at risk of homelessness. An interagency working group between Local Authorities, Tusla and domestic violence support groups will be established, so that such a vulnerable group are enabled to remain in their home, where this is appropriate.	Tusla COSC/LAs	The scale of presenting need should be established and reviewed by an inter-agency working group. Existing protocols should be reviewed and revised where necessary.
1.8	Assess the level of health and housing need for people with complex presentations including; <ul style="list-style-type: none"> • Ageing population • Intellectual disabilities • Challenging behaviours • Comorbid addiction and mental health needs. 	HSE with support of DRHE	Research conducted to establish needs of people in these groups and to plan for appropriate responses.
1.9	Enhance integrated care pathways by overseeing the implementation of the homeless hospital discharge protocol and project.	HSE Partnership with HSE Social Inclusion and Disability Services/ DRHE	The Hospital Discharge Protocol is to be agreed between the statutory bodies and then implemented.

Protection Theme

Strategic Goal Theme

2. Protection – protecting people experiencing homelessness through emergency accommodation provision and targeted support

This goal has two main objectives- the provision of adequate numbers of safe secure emergency accommodation beds to prevent people having to sleep rough and a targeted approach and provision of such accommodation and support services to the identified vulnerable groups.

Protection Theme (continued)

Action No.	Description of Action	Owner	Measurement
2.1	Evaluate outcomes of the intermediate Step up /Step down facilities for service users who are homeless and require nursing and related care prior to hospital admission and post discharge from hospital.	HSE/DRHE/ NGOs	Complete evaluation of Step Up /Step down facilities.
2.2	Provide sufficient emergency accommodation in STAs, Family Hubs and PEAs, in order to prevent and reduce the risk of rough sleeping.	DRHE/NGOs	The continuous monitoring of presenting need and the placement of people in suitable emergency accommodation.
2.3	Assess the scale and type of presenting need in order to measure the capacity of the existing emergency accommodation demand and in order to plan future emergency accommodation provision.	DRHE/LAs/ in partnership where appropriate with HSE/ Tusla	The continuous monitoring of need and the assessment of current capacity and future provision of emergency accommodation.
2.4	Continue to expand the scale of the Family Hub type provision in order to provide a better quality service to homeless families and in order to reduce the reliance on PEA provision.	DRHE/LAs	The continuous monitoring of family homelessness and the required scale of Family Hub type accommodation. Monitor the scale of transfer and the reduction in PEA type provision.
2.5	Work with all service providers to reduce the use of One Night Only (ONO) placements for families and single persons to enable stability, subject to available resources.	DRHE/LAs	Monitor presenting need, the use of ONO beds and the transfer of ONOs to STA beds.
2.6	Review and enhance integrated and person centred tools for assessment of housing and support needs.	HSE Partnership with all service providers.	Quarterly monitoring of the completion of the needs assessment by each service provider.

Action No.	Description of Action	Owner	Measurement
2.7	Assess the provision of evening and night-time support services in terms of purpose, need, adequacy, placement capacity and funding requirements. This review would inform any required changes to current services being provided.	DRHE	Establish a time frame for the review. Consider the recommendations and any changes required in the services being provided.
2.8	<p>Ensure that a plan is in place to address the needs of the older members of the homeless population.</p> <ul style="list-style-type: none"> In terms of newly presenting older homeless men and women ensure suitable emergency provision with rapid assessment Enhanced service supports for older persons who have high medical needs Design and implement an End of Life protocol for all STAs and long term supported accommodation services 	DRHE/HSE	<p>Quantify and plan for current scale and needs of the older homeless population in terms of newly presenting and existing homeless persons.</p> <p>Design and implement an End of Life protocol for all STAs and long-term supported accommodation services.</p>
2.9	A review of the adequacy of the current medical, mental health and addiction services from the perspective of the HSE, service providers and users is required.	DRHE/HSE	Establish the current scale of medical and mental health services, its adequacy and the requirements for additional services within a 6-month period.

Protection Theme (continued)

Action No.	Description of Action	Owner	Measurement
2.10	<p>STA service providers to support referrals of persons with drug addiction needs to treatment services.</p> <ul style="list-style-type: none"> • Enable the provision of stabilisation beds • Drug free emergency beds to be made available to those who have completed their drug rehabilitation programme 	DRHE/NGOs/ HSE	The provision of stabilisation beds within existing STAs to be established and then supported via additional funding and service supports.
2.11	<p>The DRHE responds to all people experiencing homelessness, including migrants, who are not in a position to establish eligibility for social housing and/or social protection supports on a case by case basis.</p> <p>There is a need to assess the scale of this type of presenting need in order to ensure adequate supports are in place and that families and adults are directed to the appropriate services.</p>	<p>(1) DoHPLG/ DJE/DRHE/ Service Providers</p> <p>(2) Outreach service/ DEASP/ HSE</p>	The scale and type of presenting need is to be established.
2.12	<p>Young People Leaving Care can be at risk of entering homelessness. It is essential that Tusla inform the DRHE in advance of young people exiting care settings to allow for adequate planning around accommodation and support needs. When a young person does become homeless and requires emergency accommodation it is essential that the Tusla aftercare services remain in place until they reach 21 years. The policy and protocol in place between the agencies should be reviewed annually.</p>	Tusla DRHE/LAs/ AHBs	The scale and type of presenting need is to be established to facilitate planning of accommodation and other support services. The scale of presenting need should be reviewed every 6 months between the agencies. The policy and protocols in place should be reviewed annually.

Action No.	Description of Action	Owner	Measurement
2.13	<p>The Irish Prison Service and the Probation Services to continue to engage actively with the DRHE regarding the discharge of prisoners who are at risk of homelessness, to ensure:</p> <ul style="list-style-type: none"> • That appropriate accommodation can be arranged in advance of their discharge • A working group between the DRHE/Prison and Probation Services is to be established to review current needs and to forward plan 	<p>DJE/Irish Prison Service /Probation Service/HSE</p> <p>Partnership with DRHE</p>	<p>A more accurate measurement of the current scale and type of needs for accommodation and supports required for this group should be completed in a 6 month period.</p> <p>This is in order to enable more effective planning and the range of services required for an identified vulnerable group who may present considerable risk in the community.</p>
2.14	<p>The Irish Prison Service and Probation Service to work in partnership with other agencies engaged in the SORAM process, focused on housing needs for Sex Offenders on the release from prison back into the community. Those prisoners not subject to SORAM but who have historical sex offences should be dealt with in accordance with the existing discharge protocols set out in 1.5.</p>	<p>SORAM HSE, An Garda Siochana/Irish Prison Service/ Probation Service/MAG/ DRHE/Local Authorities.</p>	<p>An update of presenting need every 6 months and an annual update of the effectiveness of what is being provided and the existing policies and protocols.</p>

Protection Theme (continued)

Action No.	Description of Action	Owner	Measurement
2.15	The Housing First Service is to be resourced and the policies and protocols are to be implemented in order to enable the provision of the service to the identified rough sleepers and long-term homeless when homeless and when they have been provided with a home.	DRHE/HSE/ NGO Housing First Service Providers	The number of tenancies allocated is to be reviewed every 6 months. The effectiveness of the designated service and community based services provision should be reviewed annually alongside the retention of the accommodation provided.
2.16	Given the continuous presenting scale of family homelessness, the DRHE will work to place such families in STAs and Family Hubs and only in a PEA when no other accommodation is available. When families are placed in emergency accommodation the assessment of their needs and that of their children is a priority. Health care services to be provided through HSE and early intervention supports can be provided by Tusla through PPFS (Primary, Prevention, Family Support) on referral.	DRHE/Tusla/ HSE/ Service Providers	The assessment of need and links to primary health care and education services are to be actively monitored.

Progression Theme

Strategic Goal Theme

3. Progression – Identifying and enabling pathways to long-term housing solutions

This strategic goal is key to reducing the current scale of homelessness. The critical issue is the supply of affordable and secure housing that can meet the housing needs of the homeless and the current social housing waiting list. It is accepted that the supply of new housing will be from both the private rented and the social housing sectors. A targeted approach and provision of long-term supported housing will be needed for the identified vulnerable groups.

Progression Theme (continued)

Action No.	Description	Ownership	Measurement
3.1	Each Local Authority has a social housing development programme in place to deliver new social housing as prescribed in Rebuilding Ireland. Each Local Authority to review the planned delivery programme on a quarterly basis.	DRHE/LAs	Quarterly review of the progress of the social housing programme.
3.2	The provision of new accommodation in the private rented sector via Homeless HAP is critical to enabling people to exit homelessness and the Placefinder service will continue to source tenancies.	DRHE/LAs	The delivery of new private rented units via Homeless HAP is to be reviewed and monitored every quarter.
3.3	Each Local Authority to work to ensure a fast and smooth transition for persons accessing a HAP tenancy.	DRHE/LAs	Each Local Authority to have systems in place to ensure tenancies are set up in a timely manner.
3.4	<p>The partnership and work with the Housing Agency and AHBs will be maintained and increased;</p> <ul style="list-style-type: none"> • For the acquisition of properties that can be allocated to homeless households • The Housing Agency is to target single person units of accommodation as there is an undersupply currently • The scale of the need and type of long term supported accommodation provision required needs to be planned for over the next three year period 	Housing Agency DRHE/HSE/ AHBs	<p>The targets and delivery will be reviewed every quarter.</p> <p>The increase in the scale of delivery of Long Term Supported Accommodation provision over the next three year period.</p>

Action No.	Description	Ownership	Measurement
3.5	Support the delivery of new units through CAS, a designated capital funding scheme for the homeless and identified vulnerable groups	DRHE Partnership with AHBs	The number of acquisitions via CAS will be reviewed every 6 months.
3.6	The Choice Based Lettings is now being implemented in the 4 Local Authority areas. The Local Authorities have or are in the process of revising their Housing Allocations Policies.	DRHE/LAs	The number and percentage of all homeless allocations to be monitored and reviewed every six months.
3.7	Examination of the funding requirements for the provision of long term supported accommodation needs is to be undertaken between the DRHE and HSE as per current adequacy and future funding requirements. The review will consider the medical and care support requirements and the End of Life Care that may be required for some.	DRHE/HSE	This review of funding should be undertaken in a 6 month period. The review undertaken of long term supported housing will inform the new required provision.
3.8	The SLI, Tenancy Sustainment Service and Housing First will be resourced and expanded to provide support services to persons who have secured long term accommodation.	DRHE/HSE	The number of households provided with the services and the quality of service provided reviewed bi-annually, with enhanced reporting on outcomes.

Proper Governance and Finance Oversight

Strategic Goal Theme

4. Proper Governance and Finance Oversight – The DRHE is the body responsible for the provision of homeless services and the disbursement of Section 10 funding. The statutory budget and expenditure continue to increase each year. Accordingly, it is essential that appropriate governance and accountable structures are in place for all the agencies, statutory and voluntary, involved in delivering the range of homeless services.

Action	Description	Ownership	Measurement
4.1	<p>The DRHE to prepare an Annual Section 10 Homeless Budget for submission to the DHPLG, in line with Dublin City Council's annual estimates of expenditure. A key principle is ensuring a value for money approach for all the services being provided. All expenditure and recoupments to be made in line with Department of Public Expenditure and Reform Circulars and DHPLG's protocols.</p>	DRHE	Timely preparation of annual budget and the timely recoupment of expenditure incurred from the DHPLG.
4.2	<p>The DRHE will require all funded organisations to have a Service Level Agreement in place which specifies the services, conditions and funding of same.</p> <ul style="list-style-type: none"> • The DRHE will ensure timely payments to all service providers, subject to the availability of Section 10 funding. • The DRHE will continue to audit funded organisations by way of an external audit process. • As set out in the SLA's, funded organisations will submit quarterly and annual financial returns. 	DRHE	The provision of quarterly reports by each service provider to the DRHE. The formal annual review of the SLA and performance by the service provider by the DRHE.

Proper Governance and Finance Oversight (continued)

Action	Description	Ownership	Measurement
4.3	<p>Section 42 of the Irish Human Rights and Equality Commission Act 2014 imposes a statutory obligation on public bodies in performing their functions to have regard to the need to:</p> <ul style="list-style-type: none">• Eliminate discrimination;• Promote equality of opportunity and treatment for staff and persons to whom it provides services; and• Protect the human rights of staff and service users. <p>In this regard, the DRHE will undertake the following actions in the Homelessness Action Plan Framework for Dublin, 2019-2021;</p> <ol style="list-style-type: none">1. Undertake a participative assessment of equality and human rights issues relevant to the provision of homeless service, covering the nine grounds under the equality legislation and the socio-economic status ground.2. Identify additional actions on foot of this assessment to address the issues identified and incorporate these into the framework for implementation.	DRHE/LAs	The actions identified will be monitored and reported as part of the annual reporting and business planning process over the life time of the Homelessness Action Plan Framework plan.

Action	Description	Ownership	Measurement
4.4	The General Data Protection Regulations are now legally binding. The DRHE is responsible for ensuring that these regulations are being complied with by both the DRHE and all funded service providers. The policies and procedures are to be developed and implemented.	DRHE	Any breaches of GDPR will be monitored, reviewed and corrected.
4.5	The DRHE is accountable to members of the Local Authorities and reports are to be provided for Area Committees and Strategic Policy Committees as required. The DRHE will also comply with Freedom of Information requirements.	DRHE	The provision of information and reports as required.
4.6	<p>(1) The DRHE will provide and publish monthly, quarterly and annual reports on the scale of homelessness in the region.</p> <p>(2) The DRHE will also commission and publish research in order to highlight the causes of homelessness and how it can be resolved.</p> <p>(3) Delivery of the new PASS information system.</p>	DRHE	<p>The continuation of the monthly, quarterly and annual reports on homelessness and research on emerging needs for emergency accommodation.</p> <p>The upgrading of the PASS information system should be completed in a 12 month period.</p>

Proper Governance and Finance Oversight (continued)

Action	Description	Ownership	Measurement
4.7	<p>DRHE will continue to provide accredited and non accredited training to statutory funded service providers.</p> <p>The training needs of service providers will be reviewed annually so that the training provided is appropriate to the service organisation staff. Staff in Local Authorities will be provided with appropriate training particularly relating to any changes in legislation.</p>	DRHE/LA	Continue to provide training (accredited/non accredited) with annual reviews to meet training needs across the sector.
4.8	<p>Under the Quality Standards Framework, it is the role of the DRHE to ensure that the specified quality standards of all service providers are monitored and a plan of improvement is put in place by each service organisation.</p>	DRHE	A formal review of the progression of the Quality Standards will be carried out each year.
4.9	<p>A more robust complaints policy and protocol will be developed by the DRHE for persons availing of homeless services. All complaints will be formally investigated in an independent and robust manner within defined processes and timelines.</p>	DRHE	The number of complaints and findings of the complaints investigation are to be formally reviewed annually.
4.10	<p>In recognition of the increased scale of EU and Non-EU migrants presenting as homeless, the DRHE recognises the need to improve the language and diversity policy and supports available to the presenting migrant groups.</p>	DRHE	Training on cultural diversity will be provided to all front line service staff. Language support services will also be provided, where appropriate.

Appendices

Appendix 1

Housing (Miscellaneous Provisions) Act 2009 and Chapter 6 provisions as the basis for this Framework Homelessness Action Plan Framework for Dublin – 2019 to 2021.

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- (1) A housing authority shall, in respect of its administrative area, not later than 8 months after the coming into operation of this Chapter, adopt a plan (in this Act referred to as a “homelessness action plan”) to address homelessness.
- (2) A homelessness action plan shall specify the measures proposed to be undertaken to address homelessness in the administrative area or administrative areas concerned by the housing authority or housing authorities, as the case may be, the Health Service Executive, specified bodies, or approved bodies or other bodies providing services to address homelessness or the performance of whose functions may affect or relate to the provision of such services, including but not necessarily limited to measures to achieve the following objectives –
 - (a) the prevention of homelessness,
 - (b) the reduction of homelessness in its extent or duration,
 - (c) the provision of services, including accommodation, to address the needs of homeless households,
 - (d) the provision of assistance under *section 10 (b) (i)*, as necessary, to persons who were formerly homeless, and
 - (e) the promotion of effective co-ordination of activities proposed to be undertaken by the bodies referred to in this subsection for the purposes of addressing homelessness in the administrative area or areas concerned.

Appendices (continued)

- (3)** A homelessness action plan shall be in writing and shall take account of –
- (a) any available information regarding the extent of the need for services to address homelessness, including, in the case of housing supports, any summary of social housing assessments prepared under section 21 in respect of homeless households,
 - (b) the costs of the proposed measures referred to in *subsection (2)* and the financial resources that are available or are likely to be available for the period of the homelessness action plan to the housing authority or housing authorities concerned, the Health Service Executive or any specified body, as the case may be, for the purposes of undertaking those measures and the need to ensure the most beneficial, effective and efficient use of such resources,
 - (c) such policies and objectives for the time being of the Government or the Minister in so far as they may affect or relate to the provision of services to homeless persons, and
 - (d) such other matters as the Minister may specify in a direction given to the housing authority under *subsection (4)*, including (except in the case of the first homelessness action plan) a review of progress made in the implementation of the homelessness action plan during the period of the previous plan.
- (4)** (a) The Minister may, from time to time, give directions in writing to a housing authority for the purpose of either or both of the following –
- (i) providing guidance as to the form and content of a homelessness action plan, and
 - (ii) specifying the period for which such a plan is to remain in force, which period shall not in any case be less than 3 years.
- (b) The housing authority shall comply with any directions given under paragraph (a)

Appendix 2

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

38.

- (1) Subject to subsections (3) and (4), as soon as practicable after the coming into operation of this Chapter and having regard to *section 37 (1)*, a housing authority shall establish a body to be known as the homelessness consultative forum and shall appoint its members.
- (2) The functions of a homelessness consultative forum are to provide information, views, advice or reports, as appropriate, to the management group in relation to
- (a) homelessness and the operation and implementation of the homelessness action plan in the administrative area concerned,
 - (b) the provisions of the draft homelessness action plan, and
 - (c) any proposed modification of the draft homelessness action plan pursuant to *section 40 (6)*.
- (3) Where either or both of the conditions specified in *subsection (4) (a)* are met or where the Minister so directs pursuant to *subsection (4) (b)*, a housing authority shall enter into an arrangement with any other housing authority whose administrative area adjoins the administrative area of the housing authority concerned or with any other housing authority, as appropriate, to establish a joint homelessness consultative forum which shall perform the functions specified in *subsection (2)* in relation to the administrative areas of the housing authorities which are parties to the arrangement.
- (4) (a) The conditions referred to in *subsection (3)* are that the housing authority considers that –
- (i) a joint homelessness consultative forum would further the objectives of a homelessness action plan because of the extent or nature of homelessness in its administrative area, or
 - (ii) a joint homelessness consultative forum and the sharing of administrative services relating thereto would ensure the most beneficial, effective and efficient use of resources.
- (b) The Minister may, where he or she considers it appropriate, direct housing authorities to enter into an arrangement pursuant to *subsection (3)* and the housing authorities shall comply with any such direction.

Appendices (continued)

- (5) In the case of an arrangement pursuant to *subsection (3)* for the establishment of a joint homelessness consultative forum, the housing authorities concerned shall, by agreement in writing, appoint one housing authority (in this Chapter referred to as the “responsible housing authority”) for the purposes of the performance, on behalf of the housing authorities concerned, of their functions under this Chapter.
- (6) A housing authority or, in the case of a joint homelessness consultative forum, the responsible housing authority, in accordance with such directions as the Minister may give under *section 41*, shall appoint a chairperson of the homelessness consultative forum or joint homelessness consultative forum, as the case may be, from the membership thereof.
- (7) The chairperson appointed under *subsection (6)* shall also be the chairperson of the management group.
- (8) The membership of the homelessness consultative forum shall comprise the following persons:
- (a) one or more than one employee of the housing authority or, in the case of a joint homelessness consultative forum, one or more than one employee of each of the housing authorities concerned nominated by the housing authority or housing authorities concerned, as the case may be;
 - (b) one or more than one employee of the Health Service Executive nominated by the Health Service Executive
 - (c) subject to such directions as the Minister may give under *section 41 (1) (a)*, persons nominated by specified bodies
 - (d) subject to *subsection (9)*, persons nominated by –
 - (i) approved bodies, and
 - (ii) any other bodies providing services to homeless persons in the administrative area or, in the case of a joint homelessness consultative forum, administrative areas concerned or the performance of whose functions may affect or relate to the provision of such services, as the housing authority or responsible authority, as the case may be, consider appropriate in accordance with such directions as the Minister may give under *section 41*.
- (9) The number of persons referred to in *subsection (8) (d)* shall not exceed one half of the membership of the homelessness consultative forum or joint homelessness consultative forum, as the case may be.

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- (10)** A homelessness consultative forum or joint homelessness consultative forum, as the case may be, shall regulate, by standing orders or otherwise, the meetings and proceedings of the forum.
- (11)** The housing authority or, in the case of a joint homelessness consultative forum, the housing authorities concerned, may provide such services and support relating to the operation of the homelessness consultative forum or joint homelessness consultative forum, as the case may be, as is considered necessary by the housing authority or housing authorities, in accordance with such directions as the Minister may give under *section 41*.
- (12)** The proceedings of a homelessness consultative forum or joint homelessness consultative forum, as the case may be, shall not be invalidated by any vacancies among the membership.

