



Comhairle Cathrach  
Bhaile Átha Cliath  
Dublin City Council



# Business Plan 2014

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

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# 1 Introduction

This is the first year of implementation of the Dublin Regional Statutory Framework Homeless Action Plan, which was adopted by the elected members of the four Dublin Councils in December 2013.

This business plan sets out a range of actions for the Dublin Joint Homeless Consultative Forum (DJHCF) and Statutory Management Group to implement in 2014.

The plan sets out the agreed vision, mission and strategic aims, which guide or underpin the work of the Forum and Management Group and the proposed funding requirements to deliver key supports and services to people experiencing homelessness, to prevent the experience of homelessness and services that are required to help households maintain their tenancies.

In setting targets for 2014, the Forum and Management Group are also cognisant of and will be required to work within new national structures to deliver the 2016 Target as set down by Government that is, the elimination of long-term homelessness and the need to sleep rough in Dublin by end 2016.<sup>1</sup>

## 2 Vision, Mission and Strategic Aims

The agreed Vision, Mission and Strategic Aims, as adopted in the statutory framework homeless action is as follows.

### 2.1 The Vision as set out in Sustaining the Pathway to Home Statutory Framework Homeless Action Plan.

*‘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.

1 Ref: <http://www.environ.ie/en/DevelopmentHousing/Housing/SpecialNeeds/HomelessPeople/News/MainBody,34866,en.htm>

## 2.2 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 Homeless 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>2</sup>*

## 2.3 Strategic Aims

The strategic aims underpinning the actions in this business plan for 2014 are set out as follows in conformity with the adopted Homeless Statutory Framework Action Plan 2014- 2016.

<b>Aim 1</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. 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 2</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 Pathway to Home Aim 4: 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 six consecutive months in any one episode prior to a departure to independent living.
<b>Aim 3</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.
<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 six 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.

<sup>2</sup> Long-term homelessness is defined as 6 months or more in emergency accommodation and/or sleeping rough.

### 3 Housing Actions

This section details a range of actions which the Forum and Statutory Management Group (SMG) will implement under the core action of housing.

Item	Housing Action Required	Timeline	Stakeholders Responsible
1	<p>The target for tenancy based progressions out of homeless services in 2014 will be a minimum of 1,100. Attention is drawn to Appendix 1 for a breakdown of this target.</p> <p>Positive linkage will remain with NAMA, as part of an agreed programme of the transfer of units under the NARPS process.</p>	Qtr 1,2,3,4	<p>Dublin Local Authorities Homeless Action Teams Approved Housing Bodies NAMA</p>
2	<p>Set up a specialist group with the relevant competencies to advise on the quantity of housing required to meet the target of eliminating long-term homelessness by end 2016.</p> <p>This group will have the required competencies necessary to meet this task and using evidence based decision making.</p> <p>Allied to Action Item 1 above, the specialist group will specify the type and composition of housing provision required will also be specified i.e. local authority social rental, AHB social rental, private rented to meet the 2014 housing target.</p>	Qtr 2	<p>Chaired by the Dublin Local Authorities with nominations from the following stakeholders: Dublin Local Authorities Approved Housing Bodies Homeless Network Irish Council of Social Housing (ICSH)</p> <p><i>Note: The outcome of this action will then be submitted to the National Implementation Team whom in turn will report to the Minister for Housing.</i></p>
3	<p>The DJHCF and SMG will make a submission to the National Homeless Implementation Team and the Minister for Housing and planning and which has regard to the following.</p> <p>a) Undertake a review of the current leasing/supply schemes and CALF funding at national level to see if any adaptations can be made to encourage greater take up of these schemes by property owners and of acquisitions of units by AHBs</p> <p>b) Recommendation that there needs to be a three year housing development programme is recommended where there is an allocation of CALF and CAS earmarked by the DECLG to facilitate a more strategic approach rather than on a scheme by scheme basis.</p> <p>c) Recommendation regarding the requirement to return to building new homes in the Dublin region as a matter of urgency.</p>	Qtr 2	DJHCF and Statutory Management Group

Item	Housing Action Required	Timeline	Stakeholders Responsible
4	<p>A pilot homeless 'Housing Assistance Payment' (HAP) scheme, including the establishment of a rent deposit initiative, will be established targeting the private rental sector in 2014.</p> <p>a) The existing fast track 'rent supplement' initiative should be continued and expanded to maximise opportunities to access private rental accommodation. Consideration needs to be given as to how this initiative can/should be dovetailed with the HAP pilot.</p> <p>b) A regional Social Rental Unit with the prime remit of co-ordinating the sourcing private rental</p> <p>c) Additionally, a 'deposit' retention scheme should be considered as part of the HAP approach.</p>	<p>Qtr 1 – draft pilot proposal (DRHE)</p> <p>Qtr 1 to Qtr 4- implement and review</p>	<p>DRHE to co-ordinate</p> <p>Dublin Local Authorities</p> <p>Department of Social Protection</p> <p>Homeless Action Teams</p>
5	<p>A capital budget submission will be sent to the DECLG in order to support a programme of housing supply specific to homeless households. This submission will take account of the return of voids properties, the use of NAMA properties and acquisition of new housing stock.</p>	<p>Qtr 2 to Qtr 4</p>	<p>Dublin Local Authorities</p> <p>Approved Housing Bodies (AHBs)</p>
6	<p>The Dublin Local Authorities will fully implement the agreed Social Housing Nominations Protocol, with a view to maximising the numbers of allocations afforded to homeless households with priority on the scheme of letting priorities.</p>	<p>Qtr 1 to Qtr 4</p>	<p>Dublin Local Authorities</p> <p>ICSH</p> <p>Approved Housing Bodies</p>
7	<p>The Dublin Local Authorities and AHBs will work closely and collaboratively applying case management principles to overcome concerns where anti-social behaviour and estate management.</p>	<p>Qtr 1 to Qtr 4</p>	<p>Dublin Local Authorities</p> <p>Approved Housing Bodies</p>
8	<p>Provision of on-site and semi-permanent units of accommodation and care/support for clients unable to live independently.</p> <p>Semi-permanent long-term accommodation = 189 beds (Important note: subject to review as per Support Action No. 5)</p> <p>On-site long-term accommodation = 473 beds (Important note: subject to review as per Support Action No. 5)</p>	<p>Qtr 1 to Qtr 4</p>	<p>HSE</p> <p>Dublin Local Authorities</p> <p>Provider Organisations</p>
9	<p>Provide a Tenancy Sustainment Service in each of the four Dublin Local Authorities, that can intervene at the earliest opportunity to prevent the occurrence of homelessness. This service will be available across ALL Housing tenures.</p>	<p>Qtr 1 to Qtr 4</p>	<p>Dublin City Council</p> <p>South Dublin County Council</p> <p>Dún Laoghaire-Rathdown County Council</p> <p>Fingal County Council</p> <p>Tenancy Sustainment Provider Organisations</p>

## 4 Support Actions

This section sets out the quantum of services to be provided in accordance with the agreed sectoral model of provision.

The *Pathway to Home* model of integrated services is Ireland's earliest example of a housing-led approach. 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 six 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 specialised supported housing.

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, free-phone (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 (TEA)
  - Priority need based on assessment
- Supported Temporary Accommodation (STA)
  - Housing and intensive support/care needs
- Day Services
  - Information/advice/day programmes/food and respite



## 4.1 Support Services to be delivered

Item	Housing Action Required	Timeline	Stakeholders Responsible
1	<p>(a) Deliver and keep in ongoing review the following minimum quantum of emergency accommodation provision:</p> <p><b>Supported Temporary Accommodation = (STA) 394 beds</b></p> <p><b>Temporary Emergency Accommodation = (TEA) 65 beds</b></p> <p><b>Private Emergency Accommodation = (PEA) 944 beds</b></p> <p>(b) Form Homeless Action Teams across all Private Emergency Accommodation facilities, including the expansion of existing teams to support families in hotel to progress these households out of homelessness.</p> <p>NOTE re. a and b above: Additional emergency accommodation of circa 140 beds for singles/ couples will need to be provided for owing to a) demand and b) beds withdrawn as part of the Cold Weather Initiative. Additionally, circa 50 supported emergency units will be required to meet the exponential increase of children and families into homeless services, in particular from the private rental sector.</p>	<p><b>Qtr 1 to Qtr 4</b> <b>Qtr 1</b></p>	<p>DRHE to co-ordinate</p> <p>HSE</p> <p>Dublin Local Authorities</p> <p>Homeless Service Providers</p> <p>DRHE</p> <p>HSE</p> <p>Dublin Local Authorities</p> <p>Mainstream Addiction Residential Treatment Providers</p>
	<p>(c) Specific to High Risk Offenders</p> <p>(i) establish a dedicated Homeless Action Team using a housing led approach;</p> <p>(ii) establish dedicated high risk accommodation unit;</p> <p>(iii) Dublin Local Authorities and housing bodies to seek representation on Sorum committee in tandem to pursuing national MAG approach.</p>	<p><b>Qtr 2</b></p>	<p>DRHE,</p> <p>Probation Service,</p> <p>Prison Service</p>
	<p>(d) Establish and operate a minimum provision of 60 units of new temporary accommodation for homeless people existing residential treatment and rehabilitation programmes. This programme will also include linking existing visiting supports to existing residential addiction treatment residential providers</p>	<p><b>Qtr 1 to 4</b></p>	<p>DRHE</p> <p>HSE</p> <p>Dublin Local Authorities</p> <p>Homeless Provider Organisations</p> <p>Mainstream Addiction Residential Treatment Providers</p>
2	<p>Tender for the Introduction of a Housing First Service building on the success of the Demonstration Initiative</p>	<p><b>Qtr 2- Tender</b></p> <p><b>Qtr 3 – Implement Service</b></p>	<p>DRHE</p> <p>HSE</p> <p>Dublin Local Authorities</p>

Item	Housing Action Required	Timeline	Stakeholders Responsible
3	<p>The existing specialist mental health psychiatric services will be developed and configured to ensure adequate resources available to in-reach into all STA/TEA accommodation.</p> <p>GP and nursing services will be configured into one team and will in-reach into all STA/TEA accommodation.</p> <p>a) Allied to the above, homeless accommodation will be mapped against existing Primary Care Teams and linkages will be developed by the specialist GP/Nursing services to ensure a continuum-of-care plan is in place for people settling into their new accommodation.</p>	Qtr 2	HSE Homeless Action Teams/ Provider Organisations
4	<p>Implement the Healthy Ireland Outcomes Framework in accordance with the 'Healthy Ireland Framework'. This approach needs to drive access to Primary Care Teams and mainstream health services in some areas by homeless service users.</p>	Qtr 2 to 4	HSE Homeless Action Teams/ Provider Organisations
5	<p>Undertake a review of the current housing support typology framework to ensure that it is fit for purpose and is meeting the needs of service users. The following key issues will be addressed in this context;</p> <p>a) That all provision in this category can confirm and validate that they have in place tenancy arrangements as opposed to licence arrangements.</p> <p>b) All on-site support or semi-permanent support should be offered in a flexible manner which requires that the 'support' is transitional to suit the needs of tenants as opposed to having too strong a focus on 'places of support'. Funding resources should be attached to the household as opposed to organisations and/or buildings.</p> <p>c) Care /support provided by STAs and Category 1 housing support service providers that have specific treatment and/or stabilisation focus should have closer alignment with HSE Residential Treatment and Rehabilitation Tier 4 services.</p> <p>d) That there is provision for people with exceptionally high needs or care requirements or are at the 'end of life stage', where clients have the choice to die in their home. Holistic assessments tools and frameworks such as the Healthy Ireland Framework should be used to inform other (non-medical) support needs of this category of client.</p>	Qtr 1 and 2	DJHCF SMG DRHE HSE Implementation Advisory Group (IAG)

Item	Housing Action Required	Timeline	Stakeholders Responsible
6	Make a submission to the Children and Families Agency in relation to the need to prioritise having in place a Children and Families Multi-Disciplinary Team to work alongside the existing Homeless Action Team (HAT). This submission will include the need to secure a social work liaison from the Children and Families Agency to work specifically with youth homelessness is crucial.	<b>Qtr 2 submit plan to the CFA</b>	DRHE HSE Children and families Agency (TUSLA) Children and Families HAT
7	Establish a comprehensive programme of supported temporary accommodation, day education and long-term supported accommodation in the Finglas Women's Centre.	<b>Qtr 2</b>	DRHE Dublin Local Authorities Prison Service Probation Service HSE City of Dublin Education and Training Board (CDTEB)
8	Pilot 'safe house' programme for people experiencing domestic violence in the Dún Laoghaire-Rathdown area.	<b>Qtr 2 - pilot and review in qtr 2 of 2015</b>	Dún-Laoghaire-Rathdown County Council DRHE Children and Families Agency
9	Continue to implement the Barka reconnection programme for migrants experiencing destitution.  Make a submission to the Department of Justice and the Department of the Environment on matters relating to the Habitual Residence Conditions and the impact same as on homelessness.	<b>Qtr 2</b>	DJHCF SMG IAG

## 5 Prevention Actions

This section details a range of actions which the Forum and Management Group will implement under the core action of Prevention.

Item	Housing Action Required	Timeline	Stakeholders Responsible
1	<p>Implement a comprehensive public awareness campaign specifically targeting landlords and tenants in the private rental sector. The campaign will centre on the following core themes:</p> <ul style="list-style-type: none"> <li>a) Information and advice</li> <li>b) Tenant Rights</li> <li>c) Access to supports and services</li> <li>d) Co-ordinated approach in particular by advice and info centres and linkage with dispute resolutions/legal mechanisms</li> </ul>	Qtr 2	<p>DRHE</p> <p>Day Services</p> <p>Tenancy Support Services with the support of mainstream agencies such as:</p> <p>Citizen Information Service, Family Resource Centres</p>
2	Ensure that all funded day services provide or have access for the clients to information and advice services.	Qtr 1 as part of the SLA process	<p>DRHE</p> <p>Day Service Providers</p>
3	Undertake a feasibility study in respect of piloting an early warning system where landlords that issue a Notice-To-Quit undertakes to inform the relevant local authority, who in turn will provide services that can deliver information and advice and tenancy sustainment visiting support.	Qtr 2	DRHE
4	Make a submission to the Department of Environment, Community and Local Government (DECLG) for the mandatory enforcement for the provision of information and advice and to use Private Rental Tenancies Board (PRTB) (and/or other) mediation/dispute resolution services prior to any Notice-To-Quit (NTQ) process being commenced.	Qtr 2	<p>DJHCF</p> <p>SMG</p> <p>IAG</p>
5	Tenancy sustainment services will be made available and are to be fully accessible to the private rented sector.	Qtr 1 to Qtr 4	<p>Dublin City Council</p> <p>South Dublin County Council</p> <p>Dún Laoghaire-Rathdown County Council</p> <p>Fingal County Council</p> <p>Tenancy Sustainment Provider Organisations</p>
6	<p>Combined policies and protocols for discharge from residential and health care facilities including acute settings will be developed and implemented across state institutions and homeless service providers.</p> <p>Templates will be developed based on recent policy guidance issued by the HSE to hospitals.</p>	Qtr 3	<p>HSE</p> <p>Prison Service</p> <p>DRHE</p>

## 6 Funding for Homeless Services in 2014 and Governance

The responsibility for funding homeless services falls under the sole remit of the statutory services. 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 1988 Housing Act combined with a contribution 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.

In 2014, the combined expected budget for the delivery of services as outlined in section 2 will be circa €58.8 million. Note: This is subject to final confirmation and negotiation with each provider organisation under a Service Level Agreement (SLA).

The statutory funding agencies, namely the HSE and the Local Authorities, have specific responsibilities to ensure, monitor and keep in review state funding for homeless and support services. It is noted that both agencies are also subject to the following governance requirements.

- i. A Clearer Future and associated guidelines for the expenditure of Section 10 and Section 39 funding
- ii. Comptroller and Auditor General
- iii. Local Government Auditor
- iv. Internal Audit
- v. DECLG devolved Protocol (i.e. Dublin City Council as lead statutory authority is subject to quarterly financial and activity returns to the department that have oversight)

The following actions are detailed as part of the current governance arrangements in place and actions required in respect of further enhancing funding and governance arrangements in the sector.

Item	Governance Actions Required	Timeline	Stakeholders Responsible
1	Service Level Agreements in place for 19 provider organisations with agreed targets - see appendix 1.	Qtr 2	DRHE Dublin Local Authorities HSE
2	Conduct on-site financial and governance audits within each provider organisation (19 in total).	Qtr 2	DRHE Dublin Local Authorities HSE
3	Establish a monitoring and settlement team with the responsibility of monitoring targets set down in the SLA for provider organisations and to assist and support those organisations in relation to settlement programmes as implemented in the region.	Qtr 1 to Qtr 4	DRHE/Dublin City Council on behalf the Dublin Local Authorities and the HSE
4	Quarterly financial and Activity reports to the Department of Environment, Community and Local Government	Qtr 1 to Qtr 4	DRHE

## 7 Appendix 1

### (a) 2014 Tenancy Targets

2014 DECLG Target Allocation of 900 beds (based on 2013 achievements)	% Bed Capacity Monthly	% Bed Capacity Monthly as per SLA	IAG Recommend Allocation of <u>1,100 beds</u> (22% increase)	% Bed Capacity Monthly
PEA - Other	288	5%	10%	352
PEA - Hotel	54	3%	10%	66
TEA	153	20%	10%	187
STA	405	5%	10%	495
<b>TOTAL</b>	900			1,100

### (b) Housing Delivery Channels/Agencies Responsible

Delivery Channels/Agencies Responsible	Target Number of Accommodation Units Delivered with Full Tenancies
Local Authority lettings: number of new lettings, re-lets, leasing, purchase/acquisitions.	200
LAs and AHBs via NAMA NARPS	64
AHB Lettings: number of new lettings and re-lets (via LA nominations), LTS (long-term supported accommodation) leasing, purchase/acquisitions (via CALF and/or private finance), CAS, NAMA and other delivery mechanisms	126
Long-term Supported Accommodation	120
Housing First	40
Private rented/Housing Assistance Payment Pilot	550
<b>TOTAL</b>	<b>1,100</b>



