

To the Lord Mayor and  
Members of Dublin City Council

Report No. 135/2019  
Report of the Director of Dublin  
Region Homeless Executive



Comhairle Cathrach  
Bhaile Átha Cliath  
Dublin City Council

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## **Homeless Action Plan Framework for Dublin, 2019 to 2021.**

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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.

This Homeless Action Plan Framework has been developed by the Dublin Joint Homeless Consultative Forum and Management Group. The content of this action plan framework for the period 2019 to 2021 is based on extensive consultation with stakeholders, including the Housing Strategic Policy Committee, Statutory Agencies, Service User Feedback, Submissions from interested groups/organisations.

This framework sets out the strategic goals/thematic areas for core actions that are required to realise regional objectives. The three main themes of the action plan are *Prevention*, *Protection* and *Progression*, along with Proper Governance and Finance. Content has been presented in draft form to the Housing Strategic Policy Committee of Dublin City Council, Dun Laoghaire Rathdown, South Dublin and Fingal County Councils.

Detailed Annual Business Plans with targets will be developed for 2019, 2020 and 2021. Progress under each annual business plan will be closely monitored and reported on for examination by all stakeholders.

### **Recommendation:**

I recommend the adoption of the Homeless Action Plan Framework for the Dublin region for the three year period 2019 to 2021 as presented. 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.

### **Resolution:**

That Dublin City Council notes the contents of Report No. 135/2019 and assents to the proposals outlined therein”.

**Eileen Gleeson**  
Director, DRHE  
22<sup>nd</sup> March 2019

FINAL DRAFT Version 2 - DATED 21<sup>st</sup> March 2019.

## The Homeless Action Plan Framework for Dublin, 2019 to 2021.

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

**NB: NOTE TO ELECTED MEMBERS OF THE DUBLIN LOCAL AUTHORITIES.**

1. **This is the Framework Plan on homelessness** for the Dublin region, for the period 2019 to 2021.
2. **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.
3. This draft Framework Plan was issued to the Members of the Housing Strategic Policy Committees of the four Dublin Local Authorities pursuant to the Housing (Miscellaneous Provisions) Act 2009, Section 37, Chapter 6.
4. This draft Framework Plan has been developed as a result of a detailed consultative process including submissions from interested groups/organisations, Service Providers, the Dublin Joint Homeless Consultative Forum and Management Group.
5. Please note that this draft Version is subject to final editing and changes as part of the consultation process leading to its adoption.

## **Members of the Dublin Joint Homeless Consultative Forum 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 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 Social Protection, Department of Justice, 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 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 (PASS) and the development of Quality Standards for Homeless Services.

## **Foreword** (DRAFT and subject to amendment & revision)

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 Homeless 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 preventions 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 Homeless Action Plan Framework has been developed by the Dublin Joint Homeless Consultative Forum and Management Group, and sets out our long-term objectives under three distinct themes: - Prevention, Protection and Progression, alongside of which it 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 Homeless Consultative Forum and Management Group. I recommend the adoption of Homeless Action Plan Framework for the Dublin region for the three-year period 2019 - 2021 as presented.

**Mr Brendan Kenny**

Chair of the Dublin Region Homeless Consultative Forum,

Assistant Chief Executive, Dublin City Council.

31<sup>st</sup> January 2019.

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(Homeless Consultative Forum and Management Group)

# The Homeless Action Plan Framework for Dublin 2019-2021

## 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 Social Protection, the Irish Council for Social Housing, Threshold, CDETB 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.

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. The DRHE provides funding to 23 Non-Profit Organisations for providing more than 112 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 Central 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 the 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 Homeless 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) 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.

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 homeless 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 homeless 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 Homeless Action Plan is formulated and presented to each Local Authority and the Minister.

### **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.



## Policy Context

Since the publication of the last Homeless 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. It's 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 €6Bn for social housing, a target of increasing new housing supply to 25,000 per annum by 2020 and a target of delivering social housing units by 2021.

The Action Plan contains 5 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.

### 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. Currently the heads of legislation are being considered by the Joint Oireachtas Committee on Housing in relation to increasing the powers of the Residential Tenancies Board to provide greater security for tenants and to penalise landlords who are in breach of the RPZ rent levels.

### **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 greater 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-nationals and a lack of policy over respective roles across Government Departments regarding non-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 July 2018. The plan has been based upon the success of the Housing First Pilot Project undertaken in the DRHE area from 2014 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 where it is required. 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 support services. The plan sets targets for

each Local Authority area to deliver. Additional funding for the plan is being provided by the Departments of Housing and 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.

### **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 Homeless Action Plan referred to the ending of the EC/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 €1.3billion 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 685,400 people employed in the city and an additional 13,200 new jobs were created in the first quarter of 2018. The current unemployment rate in the city is 5.6% 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 are the serious impediments to economic growth. Private rented accommodation rents continue to increase at a rate of 7.6% from 2017 to 2018. The average rent is €1,527 per month which is similar to rent levels of 2009. There were only 5,600 new units of accommodation completed in the Dublin area in 2017. New social housing construction in the Dublin area has been limited to date due to the significant shortfall in capital funding from 2010 onwards, the reduction in Local Authority personnel to undertake new developments and the absolute diminution of the Part V provision due to the marked reduction in private housing construction. 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. The average house price in Dublin in June, 2018 was €438,935, similar to the 2008 average house price of €444,207. 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 an unprecedented and increased scale of homelessness especially for families, as per the reasons outlined above. This has placed an ongoing demand upon the DRHE especially in terms of securing sufficient emergency accommodation to prevent families and children having to sleep on the streets. In effect, this has been an ongoing crisis management situation. The DRHE and all its partner agencies in the statutory and NGO sectors have all worked together to respond to the immense human challenge of homelessness.

- In March 2016, there were 2,577 adults presenting as being homeless and in need of emergency accommodation - there were 839 homeless families with 1,723 children. There was a total of 4,300 adults and children presenting as homeless.
- In March 2017, 1,873 adults with no children, 1,426 adults with children and 2,214 children presenting as homeless and in need of emergency accommodation, a total of 5,513. There were 1,069 families with 2,214 children.
- In March 2018, there were 2,254 adults with no children, 1,853 adults with children and 1,853 children presenting as homeless, a total of 6,887. There were 1,329 families with 2,780 children.
- In July 2018, there were 2,201 single adults with no children, 1,896 adults with children, 2,894 children presenting as homeless, a total of 6,991. There were 1,367 families with 2,894 children.
- The Dublin area accounts for 68% of the current national homeless population.

In the two-year period, the scale of homelessness from March 2016 to March 2018 has increased from 4,300 adults and children to 6,887 adults and children – an increase of 60%, some 2,587 adults and children. Family homelessness has increased from a total of 839 families with 1,723 children to 1,329 families with 2,894 children. This is an additional 490 families, an increase of 58%. The number of children increased by 1,057, an increase of 61%. The research undertaken by the DRHE on Homeless Families indicates that 48% had lost their private rented accommodation, primarily for notice of terminations being issued by the landlord. This related to unaffordability and the sale of the property. The other significant factor was a change in family circumstances due to overcrowding, a relationship breakdown with a partner or family. Families are presenting as homeless due to economic reasons such as unaffordability and the lack of alternate accommodation. In 2014 there were 34 new family placements each month, in 2017 there were 81 families presenting each month.

In 2018, some 92 new families are presenting as homeless on average for each month. In terms of the new families presenting, some 67% were Irish born, some 12% were EU citizens and some 21% were non-EU citizens. The latter group presents a significant challenge to the DRHE in terms of their entitlement to housing and welfare provisions.

The overall increase in the scale of homelessness over the past 30 months has presented considerable and unprecedented challenges to the DRHE in terms of responding to these needs. This has meant the significant increase in the scale of emergency accommodation via STAs (supported temporary accommodation). Some 22 Family Hubs have been developed in 2017/18 which provides a more supported accommodation provision than the PEA (private emergency accommodation) provision in hotels or B&Bs. The lack of a significant increase in housing supply has been a barrier to persons securing alternate accommodation and moving out of homelessness. Despite the lack of an adequate supply of private rented and social housing, the DRHE has worked strenuously with all its partners to assist families and single persons to exit homelessness. In 2017, some 932 families and 503 single persons have exited homelessness.

From January 2017 to February 2018, some 381 families' exited homelessness via HAP private rented accommodation, some 688 exited via social housing provision of the LA/AHB and 3 secured private rented accommodation. Of note is that families exiting via HAP have an average duration of homelessness of 5 months while there is duration of 14/15 months for families securing social housing via their Local Authority or an AHB (Approved Housing Body).

The DRHE has reorganised its services during the 2016-2018 period and developed its preventive services via the Placement Finder Service and the Homeless HAP funding. This has been a significant service provision as in 2017 some 1,582 households who presented to the DRHE as being homeless or at risk of becoming homeless were prevented from becoming homeless. The Homeless HAP funding prevented 1,395 households becoming homeless, some 184 households were provided with social housing by a Local Authority or AHB and 3 household's secured private rented accommodation. The Central Placement Services has reduced the scale on one night only placements by providing people with a placement for a week which enable more stability and an engagement by the support services with the homeless person.

The scale of funding required for homeless services being provided to the DRHE and the voluntary sector is currently €142 million for 2018. In 2016, the funding required was €66 million. The DRHE is very aware of the need for proper governance and accountability for the services that it provides and funds. The Service Level Agreements with NGOs have been revised in this context. The DRHE also developed the Quality Standards Framework for all homeless service providers which has established quality standards that need to be adhered to by each service provider. The Housing First Programme has continued as 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%.

The DRHE and its agents are being presented with a continuing scale of increased homelessness in 2018 both for families and single persons. The immediate priority has been and is 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 is the absolute priority but that the scale of such new social housing will remain inadequate in terms of its scale and its capacity to provide for existing social housing assessed need and the increased homeless demand. The provision of private rented accommodation remains problematic in terms of its affordability and availability to low income households.

The presenting homeless population can be broadly categorised into three types. The first category are persons and families who become homeless primarily for economic reasons relating to the unaffordability of private rented accommodation and a lack of alternate social housing. The primary need for this category is the provision of affordable and secure long-term accommodation. The second category are individuals and families who are homeless because of the affordability factor but who also have difficulties relating to mental health and addiction needs. The DRHE also recognises that some of the homeless population have significant personal difficulties relating to mental health and addiction needs which requires a range of accommodation to address their housing and health needs. The scale of increased long term supported housing for Level 1 category need is very evident. This requires effective and co-ordinated housing and health supports. The Housing First programme and the SLI Support Service has a significant role here especially in terms of supporting people in their new homes. The third category are EU and Non-EU nationals who are emerging more as a presenting need. It is evident that this category often remains hidden and have not been in contact with support services. Some are resident here illegally or are awaiting residency status and there is a lack of clarity over their status and entitlement to housing and support services. This presents a different challenge to the DRHE in terms of policies and service responses. The evidence is that this category of need is growing; The Brexit resolution may impact here as well in the coming period.

The emerging homeless population is primarily a young population of persons under 40 years of age. Families presenting as homeless have increased in scale significantly and have dominated as being the major need. It needs to be recognised that single persons without children now constitute some 54% of the adult homeless population in the DRHE. This is greater in proportionate terms than the single household composition in the DRHE area, there are some 31,196 approved households of which single persons constitute some 45.5% of this figure – some 14,198 households, this presents a major challenge to the DRHE because of the limited supply of one bed units of accommodation in both the private rented and social housing sectors. 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. In addition, a new increasing trend is emerging of EU and Non-EU migrants presenting as homeless who are affected by the above factors. There are also complications for this group regarding their entitlement to housing and welfare supports.

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 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 Funding** - The DRHE has to ensure 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 Homeless 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.

## Homeless Action Plan 2019 - 2021

### 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.

Action No.	Description of Action	Owner	Measurement
1.1	<p>Establish Prevention Teams in each Local Authority area to enable presenting families, couples, single persons to remain in their homes by different interventions via 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	<p>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.</p> <p>Prevention services are to be reconfigured by December 2019 in order to deliver a coherent, regional service with no overlap.</p>
1.2	<p>Provide services that either negotiate to maintain the tenancy at risk or assist to secure alternate tenancies for persons who are at risk of or are having to leave their private rented accommodation.</p> <p>Improve the protocol and processes with the Department of Social Protection in order that the DRHE can be informed of persons in receipt of rent allowance for private rented accommodation who are in difficulty with rent payment/management and are at risk of losing their home so that an income support arrears management service can be put in place.</p>	<p>DRHE</p> <p>DSP</p>	<p>Measure the presenting need and the scale of alternate tenancies that have been secured.</p> <p>Review the protocol that is in place with DSP so that the Local Authorities are alerted sooner of the potential loss of accommodation.</p> <p>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>
1.3	Promote a Tenancy Protection Service and Information Campaign, which informs tenants of their rights in order to enable them to continue to reside in their home, or tenancy,	DRHE Partnership with	Measure the scale of presenting need to the main partners and the effectiveness of the information campaign and intervention.



	where this is legally possible.	RTB and Threshold.	
1.4	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. Implement the recommendations from the joint research project between DRHE and RTB.	DRHE  Partnership with 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	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: (1) Young People leaving care (2) Prison Discharges (including sex offenders) (3) Former Drug users leaving rehabilitation centres who are homeless or at risk of same (4) Hospital discharge of Homeless Persons.  The purpose of the review for each target group is to establish the scale of need, the presenting problems that increase the risk of homeless and the revision of the protocols where they are required.	DRHE  Partnership with TUSLA, Irish Prison Service, Probation Service, HSE.	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 inter agency processes.
1.6	It is evident that an increasing number of EU and Non-EU Nationals are presenting as being homeless. This is posing new challenges for the DRHE Homeless Services.	DRHE Partnership with the DoJ,DSP, HSE.	The Protocol and 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 – primarily women- experiencing domestic violence are at risk of homelessness. An interagency working group between DRHE, 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 the most appropriate location.	DRHE  Partnership with Tusla, Domestic Violence Support	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.

		Services, COSC (National Office for the Prevention of Domestic, Sexual and Gender-based Violence)	
1.8	Assess the level of health and housing need for people with complex presentations including <ul style="list-style-type: none"> <li>• Aging population</li> <li>• Intellectual disabilities</li> <li>• Challenging behaviours</li> <li>• Comorbid addiction and mental health</li> </ul>	DRHE/HSE	To carry out research to establish needs for people in these groups and plan for appropriate responses.
1.9	Enhance integrated care pathways through 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.

## 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.

Action No.	Description of Action	Owner	Measurement
2.1	Evaluate outcomes of the intermediate Step up /Step down facility in CHO 7 for service users who are homeless and require nursing and related care prior to hospital admission and post discharge from hospital.	HSE/DRHE/NGO's	Complete evaluation of Step Up /Step down facility in CHO 7.
2.2	It is recognised that the current demand on the homeless	DRHE	The continuous monitoring of presenting need and

	emergency accommodation services will continue for the next number of years. The priority is to continue to provide sufficient emergency accommodation beds in an agile and flexible manner in STAs, Family Hubs, and PEAs in order to prevent people experiencing homelessness from having to sleep on the streets throughout the year and at times of emergency type conditions such as adverse weather conditions, lack of access to PEA accommodation.	Partnership with NGO Service providers in the region.	the placement of people in suitable emergency accommodation on an ongoing basis in order to assess the existing capacity of the emergency accommodation provision and the planning of future provision.
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/LA's	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/LA's	The continuous monitoring of presenting family homelessness and the required scale of Family Hub type provision. Monitor the scale of transfer and the reduction in PEA type provision.
2.5	Work with all service providers to reduce the scale of One Night Only (ONO) placement for families and single persons to enable stability. Subject to available resources.	DRHE Partnership with emergency accommodation providers.	The ongoing monitoring of presenting need, the scale of demand for ONO beds, the transfer of ONOs to STAs 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.
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	Ensure that a plan is in place to address the needs of the	DRHE	Quantify what the current scale and needs of the

	older members of the homeless population both in terms of emergency and long term supported accommodation provision. In terms of newly presenting older homeless men and women there is a need to ensure suitable emergency accommodation provision where they can be assessed and moved out of being homeless speedily. There is also a need for enhanced service supports for older homeless persons who have high medical needs and who may require an end of life appropriate care in a long term supported housing setting or a nursing home care facility.		older homeless population are in terms of newly presenting homeless persons. In terms of the current or existing older homeless population establish what the current scale and needs are so that a plan can be made for their future accommodation and care and support needs.
<b>2.9</b>	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.  Design and implement an End of Life protocol for all STAs and long term supported accommodation services.
<b>2.10</b>	It is recognised that a significant proportion of the homeless population have needs relating to drug addiction. All STA service providers are to link persons with drug addiction needs to treatment services. There is a need to enable the provision of stabilisation beds within STAs where possible which could enable access to treatment beds for those wanting to do so. Separately there is a need for drug free hostel beds to be made available to those who have completed their drug treatment and who have to access emergency homeless accommodation again.	DRHE/AHB's/HSE	The feasibility of establishing a number of stabilisation beds within existing STAs needs to be explored and established and then supported via additional funding and service supports. The creation of drug free emergency accommodation beds for those who have successfully completed their drug rehabilitation programme needs to be established.
<b>2.11</b>	There has been an increase in the presentation of EU and Non-EU migrants. It is also evident that some of this group remain hidden and are not linked into existing services. This	Dept. of Justice/DRHE/DSP/HSE	The development of a policy to safeguard varied group so that their presenting homelessness and long terms needs can be addressed. The scale and

	presents new challenges for the DRHE in terms of their entitlement to social protection, homeless services, right to reside here and be eligible for long term housing. Currently the DRHE has to respond to this group on an ad hoc basis. An Inter Agency Policy and Structure needs to be established so that a policy and protocol can be defined so that the needs of this group can be addressed. It is evident that the migrant groups now constitute a significant proportion of rough sleepers, accordingly the street work services should work target this group and work to link into current STA accommodation.	DRHE/STA Service Providers and Street work Services	type of presenting need is to be established.
<b>2.12</b>	Young People Leaving Care are an at risk group who are vulnerable to becoming homeless and remaining homeless. The needs of young people leaving care can vary with some needing a greater degree of aftercare support than others. Tusla need to inform the DRHE of numbers who are leaving care in advance of them becoming adults so that a plan can be made for each individual regarding their accommodation and support needs. The type of aftercare accommodation provision needs to be planned for and developed with the DRHE/Tusla/AHBs. When a young person becomes homeless and requires emergency accommodation it is essential that the Tusla after care services remain in place until they reach 21 years. The policy and protocol in place between the agencies should be reviewed annually.	Tusla  Partnership between Tusla/DRHE/AHBs	The scale of projected needs of this vulnerable group needs to be quantified so that a plan of accommodation and other support services can be put in place. The scale of presenting need should be reviewed every 6 months between the agencies. The Policy and Protocols in place should be reviewed annually.
<b>2.13</b>	A significant section of the homeless population revolve between the prison system and being homeless. Some of this group have complex needs relating to mental health, drug addiction and criminal behaviour. Others enter homelessness on being released from prison because they cannot return to their family home. The Prison and Probation Services should	DoJ Irish Prison Service/Probation Service/HSE  Partnership with DRHE	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.  This is in order to enable more effective planning and

	continue to engage actively with the DRHE regarding the discharge of prisoners who are at risk of homelessness so that appropriate accommodation can be arranged in advance of their discharge. The scale of this presenting population is to be more accurately measured so that the type of accommodation that they may require can be planned for. A working group between the DRHE/Prison and Probation Services is to be established to review current needs and to forward plan.		the range of services required for an identified vulnerable group who may present considerable risk in the community.
<b>2.14</b>	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.	SORAM Partners - HSE, An Garda Siochana, Irish Prison Service, Probation Service/MAG/DRHE/Local Authorities.	A review of presenting need every 6 months and an annual review of the effectiveness of what is being provided and the existing policies and protocols.
<b>2.15</b>	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.
<b>2.16</b>	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 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.

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

This strategic goal is key to the 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.

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 the Re-Building Ireland Policy. This is via series of options- new design and build by LAs/AHBs, Part V acquisitions, Rapid Build, Homeless HAP. Each Local Authority will review the planned delivery programme on a quarterly basis with a realistic assessment of the stages of planning and construction. This plan and delivery programme will inform the DRHE of the long-term accommodation social housing options.	DRHE/LA's	Quarterly review of the planned social housing programme via the different methods of delivery.
3.2	In the current context of a limited supply of new social housing by LAs and AHBs, the provision of new accommodation in the private rented sector via Homeless HAP is critical to enabling people to exit homelessness. The Placefinders Service is vitally important to securing new private rented properties.	DRHE/LA's	The current delivery of new private rented units via Homeless HAP is to be reviewed and monitored every quarter.
3.3	It is imperative each Local Authority works with the 'Sugar Business System' to ensure a smooth transition for persons accessing a Homeless HAP tenancy.	DRHE/LA's	Ensure tenancies are set up in a timely manner to reduce any undue bureaucracy for the client.
3.4	The partnership and work with the Housing Agency and AHBs will be maintained and increased for the acquisition of properties that can be allocated to homeless households. The protocols for such acquisitions will be reviewed in order to refine and deliver more speedily the acquisition of units of	Housing Agency DRHE/HSE/AHB's	The targets and delivery will be reviewed every quarter. The protocols for this option will be reviewed annually. An increase in the scale of Level 1 and Level 2 Long Term Supported Accommodation Provision.

	accommodation. The Housing Agency is to target single person units of accommodation as there is an under supply currently. The scale of this need and the type of accommodation required ranging from Level 1 to Level 4 needs to be planned so that further accommodation can be provided over the next 3 year period.		
<b>3.5</b>	CAS is a designated capital funding scheme for the homeless and identified vulnerable groups. AHBs are key partners in enabling the acquisition of new units via CAS.	DRHE Partnership with AHB's	The number of acquisitions via CAS will be reviewed every 6 months.
<b>3.6</b>	The Choice Based Lettings is now being implemented across the 4 Local Authority areas. The Local Authorities have or are in the process of revising their Housing Allocations Policy. It is acknowledged that there are competing demands upon a limited supply of social housing. The allocation of housing to the homeless is to remain a priority. The homeless allocations made are to be reviewed every 6 months.	DRHE/LA's	The number and percentage of allocations made to the homeless is to be monitored, analysed and reviewed every 6 months.
<b>3.7</b>	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 also consider the medical and care support requirements and the end of life care that may be required for some. This will inform and determine the planned expansion of future long term supported housing provision.	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 proposed provision.
<b>3.8</b>	The SLI, Tenancy Sustainment Service and Housing First will be resourced and expanded to provide the support services to persons who have secured long term accommodation in order to sustain people in their new homes.	DRHE/HSE	The number of household provided with the services and quality of service provided will be reviewed every 6 month period.



#### 4. Proper Governance and Funding

The DRHE is the body responsible for the provision of homeless services. 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	The DRHE has to prepare an Annual Section 10 Homeless Budget for submission to the DHPLG, in line with Dublin City Councils annual estimates of expenditure. A key principle is ensuring a value for money approach for all the services being provided. The Department of Public Expenditure and Reforms Circulars for public expenditure are to be implemented, and the processes for the recoupment to the DHPLG are to be implemented.	DRHE	Timely preparation of annual budget. The timely recoupment of expenditure incurred from DHPLG.
4.2	The DRHE will require all funded organisations to have a Service Level Agreement in place which specifies the services to be provided and the conditions therein and the funding of same. The DRHE will ensure timely payments to all service providers subject to satisfactory reporting arrangements and service delivery as per each SLA. All funded organisations are required to provide annual audited accounts and insurance policies to the DRHE. The DRHE will also monitor financial, governance, and conditions of funding of funded organisations through an audit process while having an ongoing relationship with the grantees.	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.
4.3	The General Data Protection Regulations are now legally binding for the DRHE. 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. Any breach of GDPR policies are to be reviewed by the DHRE.	DRHE	All breaches of GDPR will be monitored and reviewed so that any breaches of the policy can be corrected.

4.4	The DRHE is accountable to the local elected members of the Local Authorities and reports are to be provided to 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.
4.5	The DRHE will provide and publish monthly, quarterly and annual reports on the scale of homelessness in the region. It will also commission and publish research in order to enhance the causes of homelessness and how it can be resolved. Delivery of the new PASS information system (PASS 2) should be rolled out.	DRHE	The continuation of the monthly, quarterly and annual reports on homelessness.  The upgrading of the PASS information should be completed in a 12 month period.
4.6	DRHE will continue to provide accredited and non-accredited training to statutory funded service providers. 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 training relating to any changes in legislation, to assist persons applying for Homeless HAP and other Homeless Services.	DRHE/LA	That the voluntary sector will work alongside the statutory in informing of the level of training going forward and review current training.
4.7	The Quality Standards Framework are now policy. 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.	DRHE	A formal review of the progression of the Quality Standards each year.
4.8	A more robust complaints policy and protocol will be developed by the DRHE for the persons availing of homeless services. All complaints will be formally investigated in an independent and robust manner within defined processes and timelines.	DRHE	The number of complaints and findings of the complaints investigation are to be formally reviewed annually.
4.9	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.	DRHE	Training on cultural diversity will be provided to all front line service staff. Language support services will also be provided.

## Business Plan 2019

### Core Action

#### 1. Prevention - providing early intervention to people at risk of homelessness.

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.

No.	Description of Actions	Owner	Timeline
1.1	Monitor the Prevention Teams in each Dublin Local Authority.	DRHE/LA's	Ongoing – Every Month.
1.2	Ensure smooth transfer of tenants in receipt of Rent Supplement to Local Authority HAP.  Provide services that either negotiate to maintain the tenancy at risk or assist to secure alternative tenancies for persons at risk of having to leave their private rented accommodation.	LA's/DSP  Threshold/DRHE	Ongoing  Ongoing
1.3	Continue the Tenancy Protection Service and Information campaign, which informs tenants of their rights, in order to enable them to continue to reside in their tenancy where this is legally possible.	Threshold/DRHE/ LA's	Ongoing
1.4	Establish and measure the scale of households losing their private rented accommodation because of affordability.	DRHE / RTB	Q3, 2019
1.5	Monitor the protocols and systems in place for identified vulnerable groups  a) Young people leaving care b) Prison Discharge c) Former Drug users leaving rehabilitation centres at risk of homelessness d) Hospital discharge of homeless persons	DRHE  HSE/Tusla/Probation Prison Service	Ongoing

1.6	EU and Non EU Nationals – Protocol and Policy remits of the respective State Bodies to be clarified.	DRHE/DoJ/DSP/HSE/ Department of Housing	Ongoing
1.7	An interagency working group between Statutory agencies and domestic violence groups will be established, for Families and single persons – primarily women experiencing domestic violence who are at risk if homelessness.	DRHE/Tusla/COSC/ Domestic Violence Support groups	Q4, 2019
1.8	Assessment of the complex needs in Emergency Accommodation to be carried out	HSE/DRHE	Q3, 2019
1.9	Implementation of the homeless hospital discharge protocol and project.	HSE	Q4, 2019

Proposed Dublin Region Statutory Homeless Action Plan

## Core Action

### 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.

Action No.	Description of Actions	Owner	Timeline
2.1	Evaluation of the Step up /Step down facility at CHO 7.	HSE/NGO's	Q4, 2019.
2.2	Increase existing capacity of the emergency accommodation provision during the Cold Weather Strategy (October to April) and plan for future provision.	DRHE/NGO Service Providers.	Ongoing
2.3	Assess the scale and type of presenting need through monthly statistics in order to measure the capacity of the existing emergency accommodation demand and to plan for future emergency provision accommodation.	DRHE	Ongoing
2.4	Monitor Family need and provide family hub type provision, in order to provide a better quality service to homeless families and in order to reduce the reliance on Private Emergency Accommodation provision.	DRHE	Ongoing
2.5	Work with Service providers to reduce ONO for Families and Single persons in order to provide more secure accommodation. Subject to available resources.	DRHE/HSE/NGO Service Providers.	Ongoing
2.6	Complete the review of the evening and night time services.	DRHE	Q4, 2019
2.7	Quarterly monitoring of the completion of needs assessment by each service provider.	HSE	Ongoing

2.8	Quantify current scale and need of older persons in terms of current and long term need.	DRHE/AHB's	Ongoing
2.9	The Assertive Street Outreach Service will target rough sleepers with a migrant background to facilitate assessment of their eligibility for ongoing accommodation and other supports. Migrants will be linked with voluntary repatriation services where appropriate.	DRHE/outreach Services	Ongoing
2.10	Continue to monitor and review the existing protocols in relation to young people leaving State Care at risk of becoming homeless.	Tusla Local Authorities/AHBs	Q4, 2019
2.11	Establish a Housing First project for prisoners in custody and those on probation, with high support needs and a history of homelessness, to benefit up to 25 people annually over three years (75 in total) in Dublin and throughout the country.	Department of Justice, Probation Service, Irish Prison Service and DRHE/HSE.	Q3, 2019
2.12	Review the presenting needs of Soram ex-prisoners every 6 months and an annual review of the effectiveness of what is being provided.	SORAM partners – Irish Prison Service/Probation Services/HSE/AGS/MAG	Q4, 2019
2.13	Roll out the Housing First Implementation plan.	DRHE/ HSE and NGO Housing First Service providers	Q4, 2019

## Core Action

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

This strategic goal is key to the 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.

Action No.	Description of Actions	Ownership	Timeline
3.1	Monitor the social housing delivery plan in the region.	DRHE/Local Authorities	Ongoing – Quarterly.
3.2	Measure the delivery of private rented units via Homeless HAP.	DRHE/LA's	Ongoing – Quarterly.
3.3	The Housing Agency to target Single person units of accommodation to meet needs.  Delivery of acquisitions will be monitored and reported back to the Dublin Joint Homeless Consultative Forum.	DRHE/Housing Agency  DRHE, AHBs, Housing Agency and NGO service providers.	Ongoing  Quarterly
3.4	CAS is a designated capital funding scheme for homeless and designated vulnerable groups. Support AHB's to increase the delivery of units over the life time of the Action Plan.	DRHE in partnership with AHB's	Reviewed every 6 months  Q2, 2019 and Q4, 2019
3.5	Monitoring of allocations to Homeless households.	DRHE	Reviewed every 6 months.  Q2, 2019 and Q4, 2019.
3.6	Long term Supported Accommodation: Establish a working group between DRHE and HSE to examine funding and future provision of Long term Accommodation.	DRHE / HSE	Q2, 2019.  Report at end of Q4, 2019.
3.7	Tender being developed to enhance and expand the visiting supports service.	DRHE/HSE	Q3, 2019

## Core Action

**4. Proper Governance and Funding-** The DRHE is the body responsible for the provision of homeless services. 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, both statutory and voluntary, involved in delivering the range of homeless services.

Action	Description of Actions	Ownership	Timeline
4.1	DRHE will prepare a Section 10 Homeless budget for submission to the DHPLG, in line with DCC annual estimates of expenditure.	DRHE	Q 1, 2019
4.2	All Service Level Agreements in place by year-end and continuous monitoring of services via quarterly reports.	DRHE/Voluntary Services	Ongoing – Quarterly
4.3	All requirements of GDPR to be implemented.  All breaches of GDPR to be monitored and reviewed.	DRHE	Ongoing
4.4	The provision of information and reports as required to Local Elected Members, Area Committees and Strategic Policy Committees. The DRHE will also comply with Freedom of information requirements.	DRHE	Ongoing
4.5	Delivery of PASS 2 (Pathway Accommodation Support System).	DRHE	Q4, 2019
4.6	Review the training needs for homeless providers.	DRHE	Q2, 2019
4.7	Review of Quality standards within Service Providers.	DRHE	Q4, 2019
4.8	Implement new complaints system via CRM.	DRHE	Q1, 2019
4.9	Training on cultural diversity will be provided to all frontline service staff. Language support services will be provided.	DRHE	Ongoing



# Appendices

## Appendix 1

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

**37. (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.

**(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

(Homeless 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.

**(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.

**(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.

Proposed Dublin Region Statutory Homeless Action Plan