

Draft Homelessness Action Plan Framework for Dublin, 2022 - 24

This is the Framework Plan on homelessness for the Dublin region, for the period 2022 to 2024 and is the first plan to be put into operation since Ireland signed the Lisbon declaration on combatting homelessness in June 2021, which aims to end homelessness by 2030.

This plan follows on from the previous plan for 2019-21 and continues the three key themes from that plan of **Prevention, Protection and Progression**. A dedicated annual Business Plan will be produced yearly for 2022, 2023 and 2024 with annual targets and named responsibility. Each annual Business Plan will be reviewed by the Statutory Management Group, prior to the determination and adoption of the follow-on plan.

This Framework Plan was developed as a result of a detailed consultative process, including submissions from interested groups/organisations, Service Providers, Members of the Housing Strategic Policy Committees of the four Dublin Local Authorities, the Dublin Joint Homelessness Consultative Forum and Statutory Management Group. It was adopted by the elected members of the four Local Authorities in [month, 2022].

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

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 Children, Equality, Disability, Integration and Youth, the Homeless Network, the Irish Council for Social Housing, the Irish Prison and Probation Services, CDETB, Threshold, An Garda Síochána.

The Dublin Region Homeless Executive (DRHE)

The DRHE is a shared service operation, operating under the aegis of Dublin City Council as the lead Statutory Authority in the Dublin Region in respect of the co-ordination of responses to homelessness. The DRHE provides a range of supports and services to the Dublin Joint Homelessness Consultative Forum and Management Group. It has specific responsibilities for the operational coordination of this Homelessness Action Plan, regional service provision and the disbursement of Section 10 funding for homeless services and in commissioning new service provision.

It also provides a range of shared services to the sector as well as to Government Departments via the implementation of a National Shared Client Database (PASS) and the development of Quality Standards for Homeless Services.

Foreword

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Glossary of Acronyms

AHB	Approved Housing Body
CAS	Capital Assistance Scheme
CDETB	City of Dublin Education and Training Board
DCEDIY	Department of Children, Equality, Disability, Integration and Youth
DHLGH	Department of Housing, Local Government and Heritage
DOJ	Department of Justice
DJHCF	Dublin Joint Homelessness Consultative Forum
DRHE	Dublin Region Homeless Executive
DSP	Department of Social Protection
EA	Emergency Accommodation
FOI	Freedom of Information
GDPR	General Data Protection Regulation
HAP	Housing Assistance Payment
HAP SSC	Housing Assistance Payment Shared Services Centre
HHAP	Homeless Housing Assistance Payment
HSE	Health Service Executive
ICSH	Irish Council for Social Housing
IPAS	International Protection Accommodation Services
IPS	Irish Prison Service
KPI	Key Performance Indicators
LA	Local Authority
NGO	Non-Governmental Organisation
PASS	Pathway Accommodation and Support System
PEA	Private Emergency Accommodation
PRS	Private Rental Sector
PS	Probation Service
RAS	Rental Accommodation Scheme
RTB	Residential Tenancies Board
SLA	Service Level Agreement
SMG	Statutory Management Group
SORAM	Sex Offender Risk Assessment & Management
STA	Supported Temporary Accommodation

Introduction

The Local Authorities of Dublin City, Fingal, Dún Laoghaire-Rathdown and South Dublin, together with the HSE, Tusla, the Irish Prison and Probation Services, Department of Social Protection, Department of Children, Equality, Disability, Integration and Youth, the Irish Council for Social Housing, Threshold, CDETB and the Homeless Network together 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 Homelessness Consultative Forum and Management Group. It has specific responsibilities for the operational co-ordination of this Homelessness Action Plan, regional service provision and the disbursement of Section 10 funding for homeless services and in commissioning new service provision. The DRHE provides funding to 23 Non-Governmental Organisations that deliver 113 services across the Dublin Region. In addition, the DRHE co-ordinates and funds the provision of private emergency accommodation for people experiencing homelessness. It also provides a range of shared services to the sector as well as Government Departments via the implementation of the National Shared Client Database, namely Pathway Accommodation Support System (PASS), and the development of a Quality Standards Framework for Homeless Service Providers.

Legislative basis for the plan

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

A Homelessness Action Plan shall specify the measures proposed to be undertaken to address homelessness in the administrative area or administrative areas concerned by the housing authorities as the case may be, the Health Service Executive, specified bodies, or approved housing bodies or other bodies providing service to address homelessness, or the performance of whose functions may affect or relate to the provision of such services. The relevant legislation is set out in the appendices to this document.

The relevant statutory provisions regarding the definition of homelessness and funding are provided under Section 2 and Section 10 of the Housing Act 1988, which are also outlined in the appendices.

Joint Statutory Responsibility

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

“Local authorities will have responsibility for the provision of emergency hostel and temporary accommodation for homeless persons as part of their overall housing responsibility. Health boards [subsequently replaced by the HSE] will be responsible for the health and in-house care needs of homeless persons.” Homelessness - An Integrated Strategy, 2000, p.30

Context

This is the latest in a series of Homelessness Action Plans and continues the themes of the 2019 to 2021 plan of Prevention, Protection and Progression to group the actions against strategic goals.

In addition, the 2022 to 2024 action plan sets a number of overarching targets to be achieved over the lifetime of the plan through the combination of actions set out under the prevention, protection and progression themes.

This is in recognition of the national commitment to end homelessness in Ireland and that this is the first of three plans, which cover the period up to 2030.

The ambition to end homelessness depends on there being a sufficient supply of housing accessible to people on low and moderate incomes, effective measures in place to prevent homelessness, and appropriate support available to meet the health and care needs of people experiencing homelessness, including where necessary specialist accommodation and accommodation with wraparound support provided through Housing First.

The need for additional housing to prevent and alleviate homelessness is also specific in terms of property size. The lack of smaller property sizes is the most acute with the increased level of single homelessness being partly due to the lack of 1-bed properties. The short supply of 4 and 5 bedroom properties contributes to long-term homelessness of large families.

Lisbon Declaration

The 2021 Lisbon declaration on the European Platform on Combatting Homelessness¹ commits Ireland and other signatory countries to work towards the ending of homelessness by 2030 so that:

- No one sleeps rough for lack of accessible, safe and appropriate emergency accommodation
- No one lives in emergency accommodation longer than is required for successful progress to a permanent housing solution.
- No one is discharged from any institution (e.g. prison, hospital, care facility) without an offer of appropriate housing.
- Evictions should be prevented whenever possible and no one is evicted without assistance for an appropriate housing solution, when needed.
- No one is discriminated against due to their homelessness status

Housing for All

Housing for All – A New Housing Plan for Ireland, published in September 2021, is the government's 10-year housing plan with 5-year targets and a funding commitment of €4 Billion per annum.

The scale of the plan reflects the nature of the housing crisis and deals with social housing, cost rental, affordable purchase and private housing. *Housing for All* includes commitments to end homelessness by 2030 and to implement specific policies to assist with special needs housing provision.

The *Housing for All* plan aims to increase new housing supply nationally to an average of at least 33,000 new units per year over the next decade. This will include over 10,000 social homes each year over the next five years, with 9,500 of these being new-builds, and an average of 6,000 affordable homes for purchase or rent. The build targets for the Dublin Region under *Housing for All*, as set out by the DHLGH, are included below. Each local Authority has a Housing Delivery Plan that takes into account the demand and need for housing in its functional area.

¹ <https://www.2021portugal.eu/en/news/lisbon-declaration-on-the-european-platform-on-combatting-homelessness/>

Build Targets for (New) Social Housing Delivery in the Dublin Region 2022-2026						
Year	2022	2023	2024	2025	2026	Total
DCC	1,375	2,406	2384	2222	2165	9087
FCC	404	850	825	788	773	3640
SDCC	440	793	838	812	788	3671
DLRCC	450	364	372	400	408	1994
All	2,669	4,413	4,419	4,222	4,134	19,857

Source: DHLGH

The *Housing for All* pathway on 'Eradicating Homelessness, Increasing Social Housing Delivery and Supporting Social Inclusion' commits to:

- Through an updated 'Housing First National Implementation Plan', provide 1,200 tenancies over the next five years for people with a history of rough sleeping, or long-term use of emergency accommodation and who have complex needs. (DHLGH, HSE, LAs)
- Strengthen the Mortgage to Rent scheme to ensure it meets the needs of those in long-term mortgage arrears. (DHLGH)
- Make improvements in the quality and quantity of Traveller-specific accommodation. (DHLGH, LAs, AHBs)
- Provide continued capital funding for housing for specific vulnerable cohorts, such as housing for older people and people with a disability, through the Capital Assistance Scheme and other social housing schemes. (DHLGH)
- Provide capital funding to develop further supported emergency accommodation for households experiencing homelessness, and publish guidelines with standards for the development and refurbishment of emergency accommodation. (DHLGH)
- Support the DRHE to pilot a scheme to convert Local Authority and AHB owned emergency accommodation facilities to own-door permanent social housing tenancies. (DHLGH)
- Continue to increase access to health supports and protections for homeless individuals, with an individual health care plan to be provided for all homeless individuals that need one and improved access to mental health services. (HSE)
- Finalise a model of health care for people experiencing homelessness, including health and support needs assessment tool to assist in determining suitability for *Housing First* and level of support needed. (HSE)
- Strengthen integrated care pathways for people who are homeless with chronic health needs based on an inclusion health model, to achieve better health outcomes and to reduce the incidence of premature death, and expand the case management approach for homeless people living with drug or alcohol addiction and enhance treatment options. (HSE)
- Enhance family support and prevention and early intervention services for children and their families through a multiagency and coordinated response, and disseminate innovative practice. (DCEDIY, Tusla, DHLGH, LAs)

- Identify and provide enhanced tenancy sustainment supports to families experiencing long-term homelessness to help them exit from homelessness and maintain their homes. (DHLGH, LAs, DCEDIY, Tusla)
- Continue to support households through the HAP and RAS Schemes while levels of social housing stock are increased, and examine whether an increase in the level of discretion available to Local Authorities under HAP is required in order to maintain adequate levels of HAP support. (DHLGH)
- Build upon the existing Dublin based pilot Housing First scheme aimed at those from the criminal justice system by expanding the scheme nationally, recognising that prisoners and other persons convicted before the courts frequently present as homeless with high and complex support needs and that homelessness poses a significant risk for many post release. (DRHE, LAs, HSE, DJ)

Action Plan Aims

The 2022 to 2024 homelessness action plan has been designed to help deliver, support and complement the *Housing for All* objectives within the Dublin Region.

It is recognised, however, that homelessness will not be ended by 2024. In fact coming out of the Covid-19 pandemic there are some upward pressures on homelessness, specifically as a result of the lack of sufficient social and affordable homes and decreasing availability of private rented accommodation in the current housing market. While it is important to recognise that the immediate imbalance between the supply and demand for homes means that homelessness may not significantly reduce by 2024, this plan plays a crucial role in laying the foundations, which will ensure that the post-2024 plan can rapidly turn the new housing stock which will be coming on into lasting reductions in homelessness towards 2030.'

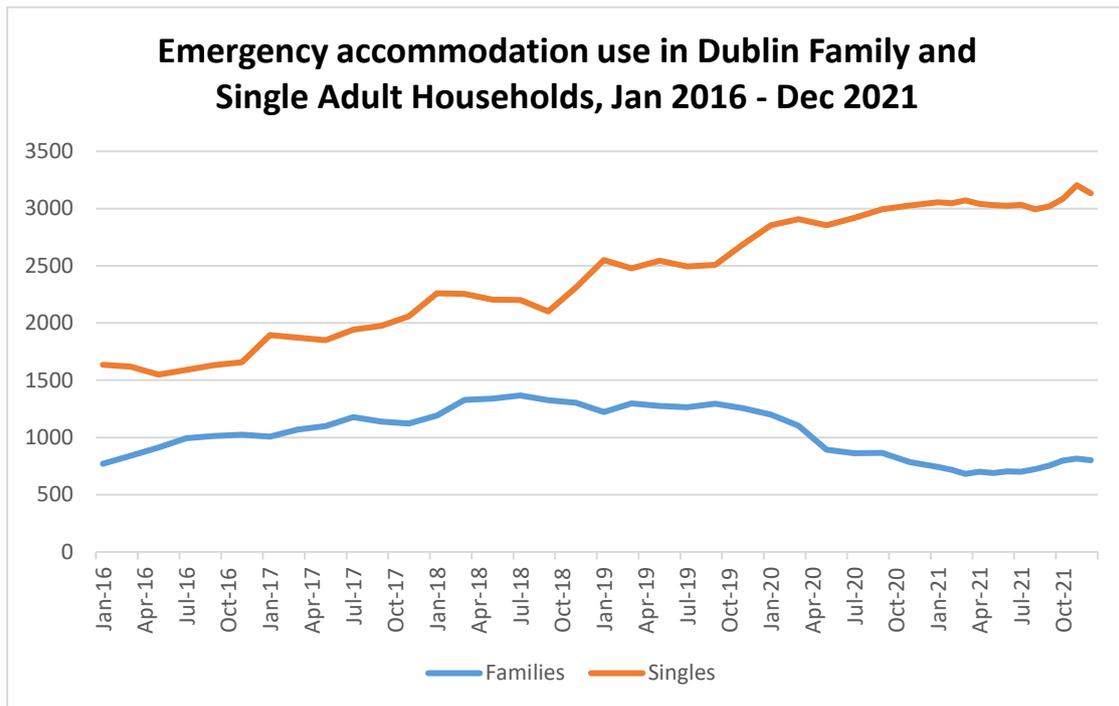
During the drafting of this plan, a new situation emerged as thousands of displaced persons from the Ukrainian war were granted Temporary Residence in Ireland. There will be an unprecedented demand on emergency accommodation, which provides further urgency to the need to reduce our dependence on such accommodation for accommodating homeless households. Any longer term housing response to Ukrainian refugees will be additional to the commitments in *Housing for All* and the existing Housing Delivery Plans.

Within this context, the aim in the current action plan is to make concrete progress towards ending homelessness and build the foundations, which will enable the vision of *Housing for All* to be fully achieved by 2030. This is principally by increasing the focus on homelessness prevention, improving the quality and consistency of the accommodation and support available to people experiencing homelessness, and ensuring as far as possible that any time spent in emergency accommodation is short.

The plan also includes important objectives to make better use of data in order to understand the causes of homelessness and the outcomes achieved for different groups and to address inequalities within service provision.

Homelessness Trends

The scale of the challenge in ending homelessness in Dublin is shown by the emergency accommodation figures since January 2016.

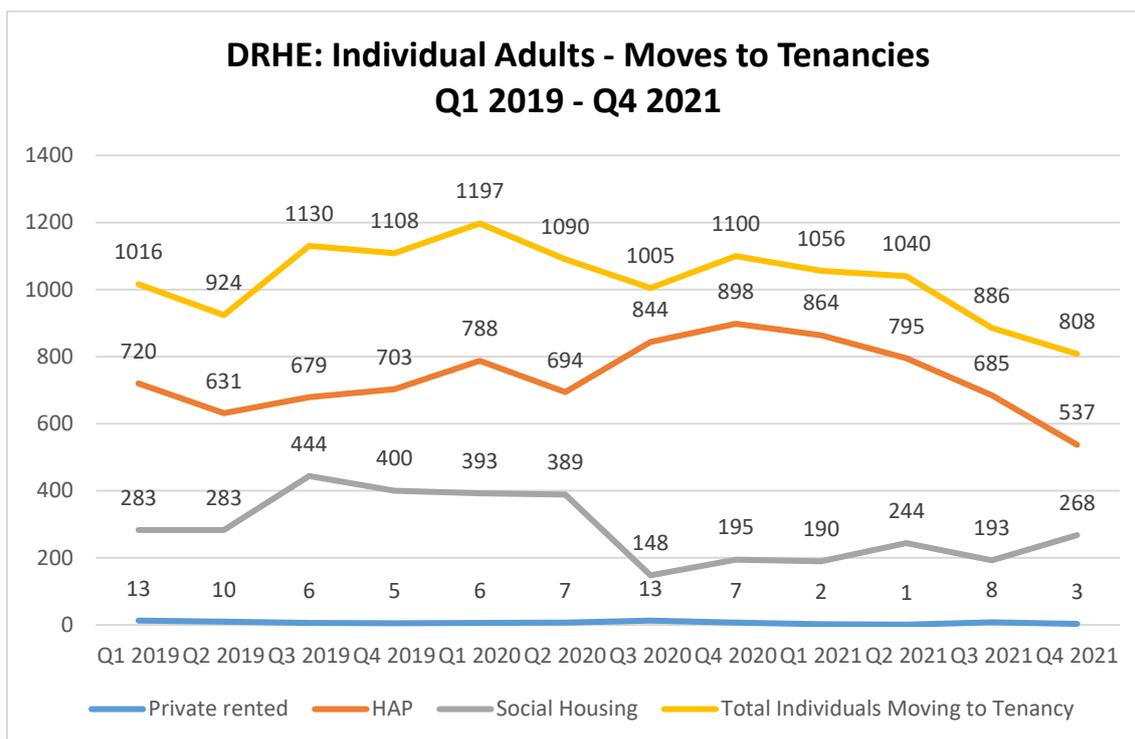


Although considerable success has been achieved in reducing family homelessness over the life of the 2019-2021 action plan, single homelessness, as measured by the number of households in emergency accommodation, has continued on an upward trend. Family homelessness in the Dublin Region increased from mid-2021.

This is linked to a marked decrease in both the availability and affordability of private rented accommodation since 2009 at the end of the financial crisis². Although private rented accommodation availability increased temporarily during the Covid-19 pandemic, this has reversed more recently, and availability has continued to decline³. In the absence of sufficient supply of social housing, the availability of private rented accommodation is critical to reducing the number of households living in emergency accommodation. More than two thirds of moves out of emergency accommodation are currently into private rented accommodation through the Homeless HAP scheme.

² <https://www.cushmanwakefield.com/en/ireland/insights/irish-prs-market>

³ <https://www.knightfrank.com/research/report-library/the-dublin-prs-report-5830.aspx>



Expenditure

Actual expenditure by central (DHLGH) and local government on services for households experiencing homelessness in Dublin increased from €49 million in 2014 to €170 million in 2019, before falling to €148m in 2021⁴.

These figures, however do not include significant Covid-19 expenditure incurred in 2020 and 2021.

In 2021, excluding the Covid-19 figures, expenditure on emergency accommodation in Dublin was €119 million, or 80% of total expenditure. Long term supported accommodation accounted for 6%, Housing Authority services for 6%, Prevention for 5% and Day Services for 2%.

An objective within the new plan and subsequent plans is to reduce the proportion of expenditure on emergency accommodation within the total and increase the proportion of expenditure on the other elements, especially on prevention, tenancy sustainment and resettlement supports.

Funding for services and initiatives to improve the health of those experiencing homelessness in Ireland is provided to HSE services and Section 39 agencies via Community Healthcare Organisations (HSE Social Inclusion) and the HSE National Social Inclusion Office.

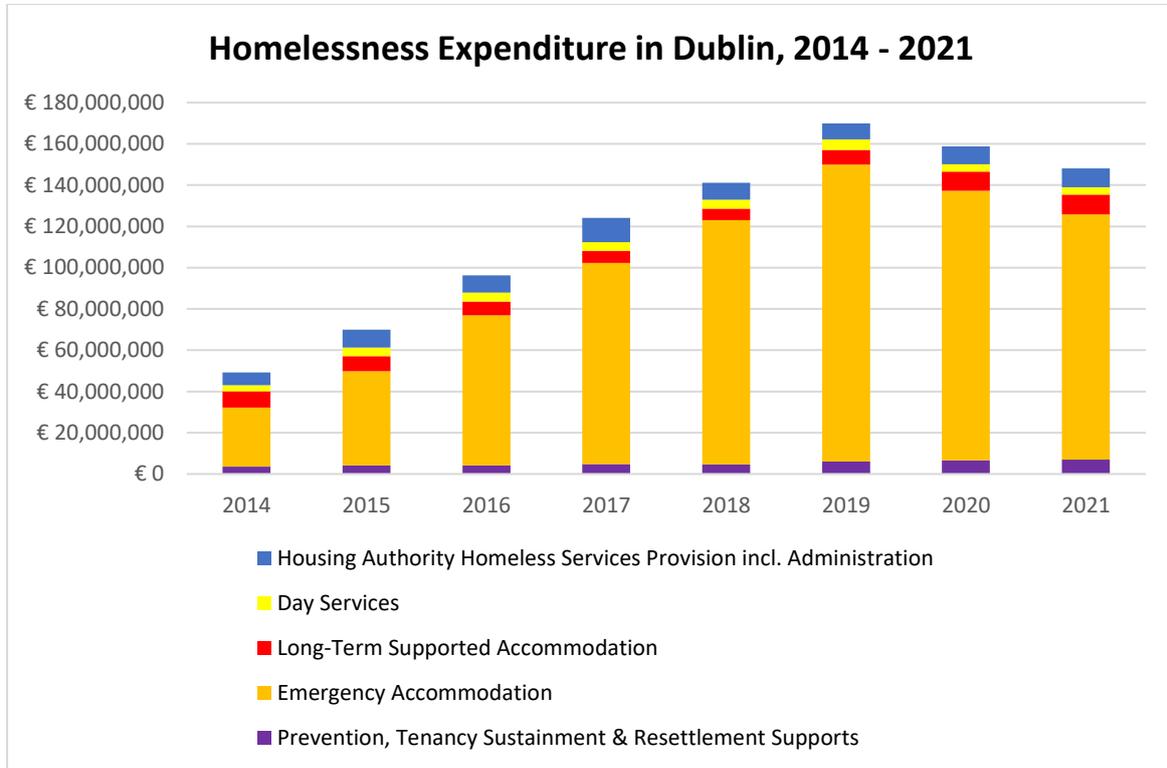
Funding is provided to support the following areas:

- COVID-19 homeless response
- Enhancement of health input into homeless services/accommodation
- Health input into the Housing First programme in line with targets set out in the National Housing First Implementation Plan
- Integrated care and case management
- Mental health and addiction specific supports
- Inreach and outreach supports

⁴ <https://www.homelessdublin.ie/info/funding>

- Peer engagement programmes
- Targeted health interventions for other vulnerable groups who experience insecure or unsuitable housing
- Training and capacity building

This Table includes Section 10 Funding only and not funding allocated by the HSE.



Lessons from Covid-19

The Covid-19 pandemic brought serious challenges to service provision around homelessness but also demonstrated the effectiveness of new and different approaches.

For example in some cases the HSE found that providing visiting support to households experiencing homelessness in emergency accommodation during the pandemic to be more effective than requiring people to attend building based appointments, as would have previously been the case.

The joined up cross-governmental approach to address the risk of infection amongst households experiencing homelessness and to promote vaccination was extremely effective. Homelessness cuts across the boundaries of housing, health, social care, law enforcement, and economic issues, and an effective programme to end homelessness will need to address all of these.

Partnership and Communication

Tackling homelessness in Dublin is very much a partnership approach between DRHE, the HSE, local authorities, NGOs and other partners. The 2022-24 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. In many cases in this plan the statutory organisations are named as the business owner. However, it is NGOs, in many cases that are tasked with the delivery of services, funded by the DRHE, HSE, TUSLA or others. The annual business

plans will break down the strategic goals and set out more fully the role of NGO partners in delivering the agreed actions.

In the Dublin Region, the Homeless Network is a group of voluntary organisations (NGOs) that provide services and/or housing to people experiencing or at risk of homelessness. The Homeless Network nominates representatives to the Dublin Joint Homelessness Consultative Forum and its sub-groups.

The DRHE wishes to acknowledge the contribution of all its partners both Statutory and Voluntary in their work towards addressing the scale of the current homeless crisis to date and in the progression of this new Homelessness Statutory Action Plan.

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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 needs. The partners to the Dublin Region Homeless Action Plan will work towards either, the prevention of homelessness, or the supporting of households to progress to sustainable housing options within the shortest possible timeframe. Housing First will be the preferred response to long-term single adult homelessness and rough sleeping.

Mission

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

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Targets to be achieved by the end of 2024

The ambition to work towards ending homelessness by 2030 requires that definite progress is made between 2022 and 2024.

Some of the steps required to end homelessness will require a longer lead time to implement than the horizon of the current three year plan. This particularly applies to the steps being taken towards increasing housing supply and improving the affordability and availability of housing to those on lower incomes.

Numerical targets towards achieving these objectives will be set and monitored through annual Business Plans.

Within the current plan we aim, by the end of 2024, to:

1. Ensure all identified chronic rough sleepers in Dublin are offered Housing through Housing First during the lifetime of this plan.
2. Reduce the overall number of families with children living in emergency accommodation by increasing exits to tenancies.
3. Achieve a significant reduction in the number of families in emergency accommodation for longer than 12 months.
4. Achieve significant reduction in the numbers of single adults sharing dormitory accommodation.
5. Increase the proportion of families and single individuals prevented from becoming homeless by support to sustain their existing tenancy or support to find a replacement tenancy.
6. Reduce the average time spent in Emergency Accommodation for all households.
7. Reduce the percentage of families in Emergency Accommodation living in commercial hotels.
8. Ensure that everyone assessed as needing care and support is offered an integrated care plan within 2 weeks and they are being supported to manage their physical / general health, mental health and addiction issues as part of their plan.
9. Ensure that all those requiring support after moving out of Emergency Accommodation receive that support, and that lack of support does not present a barrier to progress from Emergency Accommodation
10. Improve the understanding of the causes of homelessness in Dublin through research and reporting.
11. Devise strategies for accommodating single homeless adults in shared tenancy arrangements given the demand for and supply of 1 bedroom accommodation in the Dublin Region remains a significant challenge.

12. Clarify the role and purpose of Day and Food Services, target group(s) and delivery of Prevention, Protection and Progression outcomes in the changed context of 24- hour emergency accommodation and on-site food for all persons experiencing homelessness in the Dublin Region.

Prevention Theme

Strategic Goal Theme

1. Prevention – providing early intervention to people at risk of homelessness. This goal has two main components, the direct intervention to prevent presenting families and single persons becoming homeless and enhanced statutory interventions and community infrastructures to reduce the risk of people becoming homeless particularly the known vulnerable groups. Prevention actions in the context of this plan focus on sustaining the existing tenancy or diverting the household from homelessness.

Action No.	Description of Action	Owner	Outcome/s	Measurement
1.1	Alignment of prevention services and activities to sustaining existing tenancies to diverting the household from experiencing homelessness.	DRHE/NGOs	Services aligned to outcomes i.e. preventing the household from experiencing homelessness.	PASS/NGO data
1.2	Target Prevention Supports at households in arrears in Private Rental, HAP or Social Housing. Support advocacy and early engagement strategies for households with arrears.	DRHE/Local Authorities/NGOs	Prevention of homelessness through early intervention. Liaison with DHLGH and HAP SSC, DSP, SHBs, LAs	Reduction in Notice of Terminations for arrears.
1.3	Increase and formalise referrals to Prevention Services Earlier referrals to prevention services by local authorities. Those contacting local authorities for help because their home is at risk e.g. because they have a notification of termination will be referred to commissioned homelessness prevention services	DRHE / Local Authorities / NGOs	Increased number of homelessness preventions. Reduced number of those contacting local authorities moving into emergency accommodation Accurate advice and information that directs the	Local authority and DRHE data. Record of referral and prevention actions.

			individual away from homelessness.	
1.4	<p>Enhance coordinated approaches to prevent first time homelessness following discharge from hospital. This includes:</p> <ul style="list-style-type: none"> Continued implementation of the Homeless hospital discharge programme/protocol. Case management of persons with disabilities to prevent homelessness. Identification of alternative supports/housing/specialised care. Identification of leads within HSE to support prevention. 	DRHE / HSE / Local Authorities/NGOs	<p>Prevention of homelessness for vulnerable persons. Cessation of inappropriate discharges into homelessness.</p> <p>Plan/ approach agreed by September 2022. Implemented by October 2022.</p>	DRHE / HSE data
1.5	Support government to develop national youth homelessness strategy and then implement this in Dublin, including additions to this plan.	DRHE / Local Authorities / NGO Providers	Strategy agreed and implemented. Reduced youth homelessness. Improved outcomes for young people experiencing homelessness	DRHE data
1.6	<p>Review and implementation of the current protocols and systems in place for identified vulnerable groups and their effectiveness in terms of preventing homelessness. In particular, the following target groups:</p> <ol style="list-style-type: none"> Discharges from Psychiatric units (TBC) Those fleeing domestic, and gender based violence 	<p>DRHE in partnership with:</p> <p>HSE</p> <p>TUSLA</p>	<p>Protocols to address the needs of these groups by Q2 2023.</p> <p>Reduced homelessness and emergency</p>	TUSLA, IPS, PS, HSE data DRHE data on Reasons for Presentation

	<ul style="list-style-type: none"> 3. Young People leaving care 4. Prison Discharges (including sex offenders) 5. Former Drug users leaving rehabilitation centres who are homeless or at risk of homelessness 6. Households leaving International Protection accommodation 7. Family Reunification Scheme 	<p>TUSLA IPS, PS</p> <p>HSE</p> <p>IPAS/LAs</p> <p>TUSLA/DCEDIY</p>	<p>accommodation use among target groups.</p> <p>Policy proofing to prevent homelessness.</p>	
1.7	Examine the feasibility of extending the Placefinders service to prevention HHAP applicants and potentially vulnerable groups.	DRHE	Decision by Q4 2022. Increased number of successful preventions	DRHE and NGO data
1.8	Report to the DHLGH on the Homeless HAP rates, particularly difficulties for single individuals to ensure there are adequate alternatives in place to emergency accommodation.	DRHE/LAs	Report by September 2022	DRHE data PRS market data
1.9	Provide targeted prevention interventions for senior citizens presenting to homeless services. This should include prioritisation for available Older Person accommodation over other households.	DRHE/LAs	Increased number of preventions and less EA placements for senior citizens	DRHE data
1.10	Promote prevention services to reach 'hidden homelessness' and targeting cohorts e.g. women, LGBTQI+	DHRE & NGO providers	Increased awareness of prevention supports. Increase in new Prevention Tenancies.	DRHE and NGO data

Protection Theme

Strategic Goal Theme

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

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

Action No.	Description of Action	Owner	Outcome	Measurement
2.1	Provide sufficient emergency accommodation in STAs, Family Hubs and PEAs, to include accessible units to prevent rough sleeping.	DRHE/NGOs	Prevent and reduce the risk of rough sleeping Provide suitable accommodation for those with disabilities	The continuous monitoring of presenting need and the placement of people in suitable emergency accommodation
2.2	Continue proactively engaging with individuals sleeping rough in the Region, referring to the Housing First intake team when appropriate, and facilitating access to supports.	DRHE/NGOs/HSE	Individuals sleeping rough will be supported into accommodation including Housing First where possible and the number of individuals sleeping rough will decrease.	Biannual rough sleeper count
2.3	Assess the scale and type of presenting need in order to measure the capacity of the existing emergency accommodation demand and in order to plan future emergency accommodation provision.	DRHE/LAs/in partnership where appropriate with HSE/Tusla/DJ/DCEDIY		The continuous monitoring of need and the assessment of current capacity and future provision of emergency accommodation
2.4	Continue to improve the quality of services available to families and single adults experiencing homelessness.	DRHE/LAs	Expand Quality Standards to all services including PEA on a phased basis.	The continuous monitoring of all emergency accommodation.

2.5	Review and enhance the initial assessment process to include a full assessment of housing need at the point of entry	DRHE/LAs	An exit route or any supports required to establish same is determined at the point of entry, allowing the household to minimise their time in emergency accommodation	PASS data
2.6	Given the continuous presenting scale of family homelessness, the DRHE will work to place families in STAs, Family Hubs and PEAs with inreach supports, and only use commercial hotels when no other accommodation is available in the region.	DRHE/LAs	Families will be given the most supported placement available in order to minimise the duration of their stay in emergency accommodation and to ensure that the quality of life of the child is prioritised	The continuous monitoring of family homelessness, current capacity and future emergency accommodation provision Monitor the scale of transfer and the reduction in commercial type provision.
2.7	Facilitate the assessment of needs for children in emergency accommodation by Public Health Nurses and other health professionals	DRHE/HSE/TUSLA	The assessment of need and links to primary health care and education services are to be actively monitored and reported to SMG/JCF	DRHE/HSE/TUSLA data
2.8	Provide early intervention supports for Children in emergency accommodation	Tusla/HSE/DCEDIY	The impact of homelessness on children will be reduced	HSE/TUSLA data
2.9	Develop a LGBTQI+ strategy, to include an examination on the establishment of specific LGBTQI+ friendly accommodation.	DRHE	Strategy to be finalised by end of 2022, for implementation by end of Q2 2023	No of dedicated LGBTQI+ placements per quarter into specific accommodation.
2.10	Continue to implement and evaluate the homeless hospital	HSE / DRHE/NGOs	Improved care pathways and	HSE / DRHE data

	discharge programme and expand to include paediatric and maternity hospitals.		health and development outcomes for vulnerable pregnant women, new mothers and their babies.	
2.11	Ensure that all households moving into EA have an assessment of their support, health and care needs within two weeks of presenting as homeless.	HSE / DRHE / Local Authorities/NGOs	By Q4 2022, no homeless households have support needs which have not been quickly assessed	Support assessments and outcomes to be tracked by HSE / DRHE for each household
2.12	Case management to be available for all homeless households assessed as needing support within two weeks of the assessment. This includes households in PEA	HSE/DRHE/ NGO Providers	An individual health care plan will be in place for all households assessed as needing one by September 2022 Each new presenting household will be met and have completed Initial Assessment within 2 weeks.	PASS Data
2.13	Develop a single integrated homeless case management team in Dublin for all single adults in PEA	HSE/DRHE/ Mental Health services/Drug and alcohol services/NGOs	Clear lines of accountability and more effective case management	Team set up and fully staffed
2.14	Improve access to mental health and disability services for people experiencing homelessness, including a stepped model of mental healthcare in Dublin	HSE/Mental Health services /DRHE	Better mental health services for people in EA or experiencing street homelessness. Stepped model in place by March 2023	HSE data

2.15	<p>Approve and implement draft prison discharge Policy in the Dublin Region</p> <p>Early engagement between IPS, Probation Service. Prisoners and HSE to plan for care and support needs on release.</p>	DRHE/IPS/HSE	Prisoners to have an active housing application on discharge to allow access to housing supports.	PASS, HSE & IPS data
2.16	Development of a co-ordinated approach to tackling homelessness for people with no current eligibility for social housing and/or social protection support due to their immigration status	DRHE / Local Authorities / DHLGH/ DJ/ DSP/ HSE	Plan to avoid such households being without options to move out of Emergency Accommodation in place by December 2022. Reduced numbers of migrant households in EA	Plan produced. DRHE data on migrant households in EA
2.17	Pilot up to five sites converting Local Authority and AHB owned emergency accommodation facilities to own-door permanent social housing tenancies	DRHE / Local Authorities / AHBs	Clearer understanding of viability and scope of this approach. Reduction in use of accommodation with shared facilities. Initial property to commence January 2023 and evaluation within 6 months of tenanting.	Pilot set up and completed by agreed dates
2.18	Explore alternative arrangements, such as leasing, building conversion, recommissioning, to reduce the use of shared EA for families and dormitory style EA for singles and to spread temporary accommodation more evenly across the region	DRHE / Local authorities / AHBs	Understanding on the viability and cost benefit analysis of different options to reduce use of shared and dormitory accommodation	Worked up proposals to move from shared to self-contained accommodation

2.19	Provide a de-escalation service to reduce exclusions in all emergency accommodation settings.	DRHE/NGOs	Placement sustainment protocols will be enhanced and complaints will be reduced.	Complaints & DRHE data
2.20	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/HSE/NGOs	Training on cultural diversity and sensitivity will be available to all front line service staff. Language support services will also be provided, where appropriate.	Training records of each organisation monitored Record of provision of language support services kept and monitored
2.21	Support the national pilot of Homelessness Deaths commissioned by the Department of Health.	DRHE/HSE/NGOs and Private operators	Recommendations based on evidence to inform preventative actions.	HSE data
2.22	Ensure Multi-Agency Protocols in place for <ul style="list-style-type: none"> - Review of Critical Incidents - Review of Death in homeless services 	DRHE/HSE/NGOs and Private operators	Identification of policies, practices and operational provision enhance safeguarding and wellbeing.	% of Critical Incidents reported and reviewed % of Death in Services Reviews Implementation of learning in SLAs.

Progression Theme

Strategic Goal Theme

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

This strategic goal is key to reducing the current scale of homelessness. The critical issue is the supply of affordable and secure housing that can meet the housing needs of those experiencing homelessness 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 Action	Owner	Outcome	Measurement
3.1	Targeted approach by all local authority and NGO support teams to create a culture of progression out of homelessness.	DRHE / NGOs	More moves from EA. Reduced dependence on EA	PASS/SLA data
3.2	Review targets with each emergency accommodation provider quarterly to assess opportunities, blocks and gaps.	DRHE/NGOs	Less families in emergency accommodation and shorter duration of stay	Exits per provider
3.3	Improve communications between partners, especially about evidence of what is working well, with a view to expanding good, evidence based practice	DHJCF & Statutory Management Group	Better sharing of evidence and knowledge from services across the region. Expansion of services shown to be working well	DRHE data, research evidence, NGO data
3.4	Establish a reshaped resettlement service to provide for greater flexibility on support duration and enhanced supports where required.	DRHE/NGO	Tenants exiting homelessness are supported to set up their utilities, manage rent payments and basic budgeting. Tenants with more complex needs and at risk of homelessness	Number of tenants successfully supported to live independently. Number of Tenancy breakdowns where a visiting support service is in place.

			will receive the support they need to maintain their tenancy.	
3.5	Establish 427 new Housing First tenancies within the lifetime of this Homeless Action Plan, including the Criminal Justice strand	DRHE / HSE / Local Authorities / AHBs/NGOs / DOJ	People with significant support needs living successfully in their own accommodation. Reductions in Rough Sleeping, EA use, repeat homelessness, and poor management of health conditions.	Local Authority & DRHE, HSE and IPS data
3.6	Agree increased access to social housing support for households experiencing homelessness, especially families with support needs, including appropriate and targeted housing sustainment supports.	DRHE / Local authorities/AHBs/NGOs	Exits keep pace with or exceed new presentations. Families spend less time in EA and receive the supports that they need in tandem with housing.	DRHE data
3.7	Pilot a dedicated service to support families with high support needs facing barriers to sustained exit from homelessness.	DRHE / HSE / Mental Health services / Drug and Alcohol Services / Tusla/NGOs	More families moving on from EA. A reduction of families in EA for more than 12 months. Tenancies sustained post-settlement.	DRHE/LA data
3.8	Collect and share data with the DHLGH on the numbers of households in emergency accommodation who do not qualify for social housing support.	DRHE / Local authorities	Understanding of the barriers to households exiting homelessness.	Clear policy on emergency accommodation provision for persons not qualified for social housing support.

3.9	Review and report on difficulties with Social Housing Application Process and if required, recommend changes to the DHLGH	DRHE / Local Authorities	Reduction in the number of incomplete or incorrectly completed housing applications submitted.	LA data
3.10	Engagement with the HAP SSC on the issues reported to DRHE/NGOs by the private rental sector, in order to reduce administrative barriers and incentivise landlords letting to tenants supported by HAP and HHAP.	DRHE / Local Authorities	More landlords letting to tenants supported by HAP and HHAP. Reduced costs of EA.	PASS data
3.11	Review incentives available to landlords to let to HAP tenants.	DRHE / Local Authorities / Commissioned Services	More landlords letting to tenants supported by HAP and HHAP. Reduced dependence on EA	PASS data
3.12	Ensure local authority housing plans have regard for the assessed housing needs of homeless households.	DRHE / Local Authorities / AHBs	Appropriate housing will be available for those to progress from EA Housing First targets will be met	LA data
3.13	Engage with Intreo and the CDETb to ensure suitable access to training and the labour market.	DRHE / Local Authorities	Sustained progression from homelessness will be supported.	CDETb/Intreo data

Governance

Strategic Goal Theme

4. Proper Governance and Finance Oversight

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

Action	Description	Ownership	Outcome	Measurement
4.1	<p>The DRHE will prepare an Annual Section 10 Homeless Budget for submission to the DHLGH, in line with Dublin City Council's annual estimates of expenditure.</p> <p>A key principle is ensuring a value for money approach for all the services being provided. All expenditure and recoupments to be made in line with Department of Public Expenditure and Reform Circulars⁵ and DHLGH's protocols.</p>	DRHE	Timely preparation of annual budget and the timely recoupment of expenditure incurred from the DHPLG.	<p>Funding applications will be sent out and returns received by the end of Quarter 3.</p> <p>The DRHE will tender as required for new services or for services whose contract has expired.</p>
4.2	The DRHE will document the process for new service and change of service requests to align with the budgetary cycle.	DRHE	<p>Services are funded and support the delivery of the objectives in the action plan.</p> <p>There will be adequate flexibility for emergency responses.</p>	New funding or change of service requests will align with the budgetary cycle and will demonstrate alignment to the action plan, including specific actions, outcomes and performance.

⁵ See DPER Circular 13/2014 <https://circulars.gov.ie/pdf/circular/per/2014/13.pdf>

4.3	<p>The DRHE will require all funded organisations to have a Service Level Agreement in place which specifies the services, conditions and funding of same.</p> <ul style="list-style-type: none"> - The DRHE will ensure timely payments to all service providers, subject to the availability of Section 10 funding. - The DRHE will continue to audit funded organisations by way of an external audit process. - As set out in the SLA's, funded organisations will submit quarterly and annual financial returns. 	DRHE	SLA agreements in place and followed	<p>The provision of quarterly reports by each service provider to the DRHE.</p> <p>The formal annual review of the SLA and performance of the service provider by the DRHE, through KPIs.</p>
4.4	Under the Quality Standards Framework, it is the role of the DRHE to ensure that the specified quality standards of all service providers are monitored and a plan of improvement is put in place by each service organisation.	DRHE	Submission of Quality Standards and performance reports will form part of the discussion on finance.	A formal review of the progression of the Quality Standards will be carried out each year.
4.5	<p>Section 42 of the Irish Human Rights and Equality Commission Act 2014 imposes a statutory obligation on public bodies in performing their functions to have regard to the need to:</p> <ul style="list-style-type: none"> - Eliminate discrimination; - Promote equality of opportunity and 	DRHE/LAs	Assessment of equality and human rights issues and action plan completed by March 2023 and reviewed annually	The actions identified will be monitored and reported as part of the annual reporting and business planning process over the lifetime of the Homeless Action Plan.

	<p>treatment for staff and persons to whom it provides services; and</p> <ul style="list-style-type: none"> - Protect the human rights of staff and service users. <p>In this regard, the DRHE will undertake the following actions in the Homeless Action Plan for Dublin, 2022-2024;</p> <ol style="list-style-type: none"> 1. Undertake a participative assessment of equality and human rights issues relevant to the provision of homeless service, covering the nine grounds under the equality legislation and the socioeconomic status ground. 2. Identify additional actions on foot of this assessment to address the issues identified and incorporate these into the framework for implementation. 			<p>An equality assessment will be commissioned for completion at 18 months into the lifetime of the Homeless Action Plan.</p>
4.6	<p>The DRHE is responsible for ensuring that the legally binding General Data Protection Regulations are complied with by both the DRHE and all funded service providers. Policies and procedures are to be developed and implemented, including data breach systems.</p>	DRHE	<p>A data sharing agreement will be put in place between the DRHE and:</p> <ul style="list-style-type: none"> - The other Dublin Local Authorities - Processors of data on its behalf. 	<p>Any breaches of GDPR will be monitored, reviewed and corrected.</p>

4.7	The DRHE is accountable to members of the Local Authorities and reports are to be provided for Area Committees and Strategic Policy Committees as required.	DRHE	Committee members are fully informed and able to influence the delivery of this plan	The provision of information and reports as required.
4.8	The DRHE will comply with Freedom of Information requirements.	DRHE	FOI requests are responded to in line with the relevant legislation	The provision of information in accordance with statutory timelines.
4.9	(1) The DRHE will provide and publish reports on the scale of homelessness in the region. (2) The DRHE will also commission and publish research into the area of homelessness, according to identified strategies.	DRHE	The scale and patterns of homelessness within the region are better understood, and this informs the delivery of this plan.	The preparation of the monthly, quarterly and annual reports on homelessness and research on emerging needs for emergency accommodation.
4.10	The DRHE will be responsible for the continued development of PASS V2	DRHE	The development of enhanced performance management and reporting tools. The development of a bed management system for PEAs.	
4.11	DRHE will continue to provide accredited and non-accredited training to statutory funded service providers, including short training informational inputs into key areas of work such as social	DRHE	Continue to provide training (accredited/non accredited) with annual reviews to meet training needs across the sector.	The DRHE will provide monthly training returns.

	<p>housing application and HAP processes, etc.</p> <p>Staff in Local Authorities will be provided with appropriate training particularly relating to any changes in legislation.</p> <p>Frontline staff will be offered training on Trauma Informed Care.</p>		<p>Staff will deliver accurate advice and information to persons at risk of or experiencing homelessness.</p> <p>Staff will be aware of the impact of trauma on service users.</p>	
4.12	An agreed training programme for staff of PEA facilities will be implemented.	HSE/DRHE	Training programme planned and agreed by end September 2022 and implemented from October 2022	HSE /DRHE data
4.13	Ensure all staff are trained to support diversity in homeless services.	HSE/DRHE/ NGO	Regular training and upskilling opportunities available to all staff to complete training in the areas of Equality and Diversity.	Each Service to Retain a record of Staff Training.
4.14	<p>Implement and promote fair and objective complaints handling.</p> <p>The Complaints Officer will have regard to diversity and needs of complainants. .</p> <p>The Complaints Officer will resolve complaints as early as possible.</p> <p>All complaints will be formally investigated in an independent and robust manner within defined processes and timelines.</p>	DRHE	<p>Everyone will know how to make a complaint or find out easily and this information will be available in different languages.</p> <p>Complaints are recorded and information on the category of complaint.</p> <p>Learning from Complaints</p>	<p>The number, category and nature of complaints.</p> <p>The % of complaints resolved.</p>

			handling is fed back in the form of changes to policies or procedures and communicated appropriately.	
4.15	Ensure that the perspectives of persons experiencing homelessness are reflected in the governance of services and reviews.	DRHE	The experience of persons experiencing homelessness is sought and informs the delivery of services.	Service User Participation in research and the review of Services.

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Appendices

Appendix 1

Housing (Miscellaneous Provisions) Act 2009 and Chapter 6 provisions as the basis for this Framework Homelessness Action Plan Framework for Dublin – 2022 to 2024.

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

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Appendix 2

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

38.

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

Appendix 3

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.

Appendix 4

We are grateful to the following organisations and individuals who took part in the consultation leading to the production of this Action Plan.

Prevention theme:
Anew
Novas
Focus Ireland
HAIL
Chair Homeless Network
Dublin Simon Community
Coolmine TC
Threshold
Crosscare

Protection theme:
The Salvation Army
Anew
Novas
Focus Ireland
Chair Homeless Network
Dublin Simon Community
Respond
Peter McVerry Trust
Crosscare

Progression theme:
The Salvation Army
Anew
HAIL
Novas
Focus Ireland
Sophia
Chair Homeless Network
Dublin Simon Community
Respond

Management, Staff and Councillors

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

Other:

Ken Morgan from Champion Lettings
HSE
Professor Eoin O'Sullivan, Trinity College Dublin