Pathway to Home

On implementing the National Homeless Strategy,
The Way Home 2008-2013 and realising the 2010 Vision of the Homeless
Agency Partnership's action plan on homelessness in Dublin,
A Key to the Door 2007-2010

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Homeless Agency Partnership
The Homeless Agency Partnership is comprised of a range of statutory and voluntary organisations working together to implement the agreed action plan *A Key to the Door, the Homeless Agency Partnership Action Plan on Homelessness in Dublin 2007-2010* and to realise the Vision of 2010.

Shared Vision

The Homeless Agency Partnership Vision
'By 2010, long-term homelessness and the need for people to sleep rough will be eliminated in Dublin. The risk of a person or family becoming homeless will be minimal due to effective preventative policies and services. Where it does occur, homelessness will be short-term and all people who are homeless will be assisted into appropriate housing and the realisation of their full potential and rights.'

A Key to the Door: The Homeless Agency Partnership Action Plan on Homelessness in Dublin 2007-2010

National Partnership Agreement
'The situation of homeless persons who are currently in long-term emergency accommodation is of particular concern. The revised strategies will have as an underlying objective the elimination of such homelessness by 2010 …'

Towards 2016: Ten-Year Framework Social Partnership Agreement 2006-2015

National Homelessness Strategy
'From 2010, long-term homelessness (i.e. the occupation of emergency accommodation for longer than six months) and the need for people to sleep rough will be eliminated throughout Ireland. The risk of a person becoming homeless will be minimised through effective preventative policies and services. When it does occur homelessness will be short-term and people who are homeless will be assisted into appropriate long-term housing.'

The Way Home: A Strategy to Address Adult Homelessness in Ireland 2008-2013

Foreword

Mr. Dick Brady
Chair of the Board of the Homeless Agency Partnership
Director of Housing, Fingal County Council

Our Vision to end long-term homelessness and the need to sleep rough in Dublin by end 2010 is a challenge that is achievable. This is what we have been working towards since the first Homeless Agency Partnership Action Plan was agreed in 2001. The achievement of our Vision is greatly strengthened and supported by *The Way Home*, and recently launched National Implementation Plan.

We are at a critical juncture in our work, which is informed by the service review carried out in 2008. This is why we have set out to deliver a reconfiguration of all our services into a *Pathway to Home* model for people experiencing homelessness. This model will provide real opportunities to increase access to secure, quality and affordable housing. Alongside access to housing, the model will deliver the person-centred care and housing support services we know are required if we are to succeed in preventing homelessness; for those who become homeless, to ensure a person can exit homelessness, make a home, live independently and participate fully as a member of the community.

In the development of a *Pathway to Home*, our Partnership needed to be particularly cognisant of the financial environment in which all service providers are operating. The success of this model is dependent on the resources available from central Government and the statutory agencies. It is imperative that these resources are protected and maintained so as to facilitate the many policy and service delivery changes required to give effect to a *Pathway to Home*. It is also important that, we maximise effectiveness and value for money in the planning, organisation and delivery of quality homeless services in Dublin.

Our starting point for the development of a *Pathway to Home* was the recognition of the strengths and weaknesses in our current work practices and how resources are deployed to meet the objectives of prevention, support and housing. Change is therefore required to achieve our Vision and this plan will provide us with the necessary framework to achieve the outcome required for the people we are most concerned with.

The Board of the Homeless Agency Partnership welcomes the recent announcement by Mr. Michael Finneran T.D., Minister for Housing and Local Services of the new initiatives relating to housing and support for homeless people, which includes the initial target of providing 300 homes in 2009. Very significant developments in relation to both resourcing and developing housing supports are also near completion and this is to be particularly welcomed.

Significant features of a *Pathway to Home* include an integrated response to assessment and placement of persons who are homeless and the development of supports in housing. In addition, there is a fundamental need to greatly enhance access to mainstream provision in areas such as health, training, education and employment, etc.

The Board, in line with the direction of a *Pathway to Home* and *A Key to the Door 2007 – 2010*, remains focused on the development and integration of services at a local area level. Any reconfiguration of services necessary in pursuit of the advancement of these plans will acknowledge the benefits of providing housing with supports for people in their own local community.

I would like to take this opportunity to acknowledge the determined work of the Board and our Consultative Forum over the first two years of implementing *A Key to the Door 2007 – 2010*. I would also like to extend my sincere gratitude to the ongoing commitment and hard work of the Implementation Steering Group in the development of a *Pathway to Home* and to the Department of the Environment, Heritage and Local Government for their support in the important work we continue to do.

Dick Brady
Chair of the Board of the Homeless Agency Partnership
Director of Housing, Fingal County Council

1. Introduction

Mr. Cathal Morgan
Director, Homeless Agency

The Vision of the Homeless Agency Partnership as articulated in its three-year action plan *A Key to the Door, 2007-2010* is to end long-term homelessness and the need for people to sleep rough in Dublin by end 2010. This Vision is in keeping with significant efforts undertaken in response to previous action plans, is underpinned by the social partners agreement as echoed in *Towards 2016* and governed by the national homeless strategy *The Way Home: A Strategy to end Adult Homelessness in Ireland 2008-2013*.

In ensuring the momentum in meeting this shared Vision, the Homeless Agency Partnership embarked on and completed a comprehensive review of homelessness in Dublin in 2008. These reviews sought to measure the extent of homelessness, undertake an evaluation of current measures in response to homelessness and to review expenditure on these responses in order to determine whether the resource is deployed in a way, which meets the strategic aims of the partnership and how overall value for money is achieved.

A series of recommendations were made as a result of these reviews culminating into the Homeless Agency Partnership Board's Submission to Government on implementing the national homeless strategy, *The Way Home*, and on realising the 2010 Vision as agreed in *A Key to the Door*. The submission, which was positively received by Government, points clearly to a need for change in direction in both policy and service delivery so that the partnership can move from a situation of managing homelessness to a place of ending long-term homelessness and the need for people to sleep rough.

In ensuring a renewed focus and attention on this required shift, the Partnership Board agreed a number of key priorities for 2009. One of the five key priorities was to ensure a comprehensive approach to implementation and change management and the establishment of an implementation steering group (ISG).

The primary task of the ISG was to consider and propose to the Partnership Board and central Government an implementation plan in response to the recommendations contained within *Counted In, 2008, Evaluation of Homeless Services 2008 Series and Review of Finance and Expenditure for Homeless Services in*

Dublin and in the overall context of five key priorities as agreed by the Board in its *Submission to Government*.

This report, entitled *Pathway to Home*, sets out a comprehensive implementation plan, which the Board of the Homeless Agency Partnership considers as the most appropriate way in which the agreed target of ending long-term homelessness and the need to sleep rough will be realised and on implementing national policy as directed in *The Way Home*.

The ISG is conscious that without the continued collaborative approach between the statutory and voluntary stakeholders in addition to maintaining strong leadership by central Government, the aim of realising the Vision will be seriously diminished, particularly in a time of economic challenge. In this regard, the ISG would like to stress the need for protecting and maintaining current resources so as to facilitate the many policy and service delivery changes required in order to give effect to the desired changes, therefore facilitating the transition of 'managing' to 'ending' long-term homelessness and the need for people to sleep rough in Dublin.

The ISG acknowledges the important role and value made by the voluntary sector as a key stakeholder in the partnership and a significant provider of homeless and housing services, which must be maintained and strengthened in the context of this plan and the sought after change.

Maintaining and developing a high level of shared responsibility and shared decision making, which has been the hallmark of the partnership approach heretofore, will be continued so that we can realise the opportunities this plan provides for. This will involve a shared understanding of the roles and responsibilities, which each partner has in the discharge of respective obligations.

The ISG is acutely aware that the change sought, which will be required during the implementation phase, will raise concerns for a variety of stakeholders. In this regard, it is extremely important that an open, transparent and respectful approach is maintained throughout the implementation phase by all the partners with continued and clear communication channels as well as a continued and strong leadership approach. It is fundamentally important that in all we seek to do as a Partnership, that we place the person at the centre of all our efforts in ensuring that we prevent homelessness, support people when they become homeless and ensure people are provided with housing with support as required to maintain their housing.

Figure 1. on page 7 illustrates the steps taken thus far by the Partnership and the ISG. A *Pathway to Home* has been adopted by the Board and steps are being taken to ensure that the plan is disseminated and communicated clearly to all stakeholders.

Cathal Morgan
Director, Homeless Agency
On behalf of the Homeless Agency Partnership Implementation Steering Group

Figure 1. Process flow for the development of a *Pathway to Home*

2008 Three Priorities
– Evidence of need
– Model of services
– Review finances

Communication Process, dissemination of plan including series of information sessions

Develop and Enact Commissioning of Pathway Services

Homeless Agency Partnership Submission to Government (Dec 2008)

A *Pathway to Home* Adopted and Implementation Advisory Group Established

Formation of Implementation Steering Group (ISG) with representatives from the local authorities, HSE and Voluntary Service Providers

Board 29.04.2009

Consultation Process

Consultative Forum 22.04.2009

New evidence from Holistic Needs Assessment, *Counted in 2008*, audit of building stock and audit of PEA

ISG Propose Actions

Issue Full Draft

Four Dublin Local Authorities

Health Service Executive
Social Inclusion Addiction, Mental Health
Primary Care Teams

Voluntary Network (non-statutory service providers) and chairpersons of non-statutory boards

Homeless Persons Unit
Probation Service
Irish Prison Service
FÁS

CD VEC Volunteer Centres of Ireland

Dept of the Environment, Heritage and Local Government (High Level Liaison Group)

Irish Council for Social Housing

2. Background and context setting

2. Background and context setting

The following detail provides a chronological overview to the activity that has taken place over the previous 24 months, which has led to the development of a *Pathway to Home*.

The 2010 Vision and the agreed actions set out in *A Key to the Door (2007-2010)* are underpinned by three strategic aims, which relate to:

— The prevention of homelessness.

— The provision of effective services in each of the four Dublin local authority areas.

— The provision of sufficient long-term housing with appropriate supports as required.

In 2007, the Board of the Homeless Agency Partnership adopted a statement of direction for emergency and transitional housing and support services called *Pathways to Home*, that identified the need to put in place 'a model of housing and related housing and care services that support and maintain successful tenancies'.[1]

Subsequently, following a progress review (carried out in late 2007, the first year of implementing *A Key to the Door*), the Board of the Homeless Agency Partnership agreed three critical priority actions for 2008. These actions were specifically designed to ensure that the momentum gained in achieving the Partnership's strategic Vision was maintained. They were to:

— Measure and evidence the extent of homelessness in Dublin, the need and demand arising for service responses and the required level of housing provision. This was achieved through the completion of *Counted In, 2008* – A Report of the Extent of Homelessness in Dublin.[2]

— Develop and agree a model of service delivery for the homeless sector in Dublin, with the aim being to have in place a 'pathways approach' among homeless service providers, which ensures the provision of sustainable solutions to homelessness and eliminating the need to sleep rough. This was achieved through the commissioning of an independent evaluation of homeless services, the *Evaluation of Homeless Services 2008 Series.*[3]

— Review current expenditure on homeless services and develop and propose a capital and revenue funding mechanism to be agreed as part of a revised funding regime.[4] This critical priority was achieved by establishing a steering group with representation from statutory and voluntary sector stakeholders and an independent chair to produce the *Review of Finances and Expenditure for Homeless Services in Dublin*[5] report.

1   Pathways to Home, 2007, pp4.

2   See full report on *Counted In, 2008* on www.homelessagency.ie/Research-and-Policy/Publications.aspx

3   See full report on *Evaluation of Homeless Services, 2008* on www.homelessagency.ie/Research-and-Policy/Publications.aspx

4   Government expenditure on homelessness has increased significantly, with €168 million expended on delivering homeless services in Dublin from 2005 to 2007 and approximately €62.3 million spent in 2008. In the context of such significant expenditure, there was a crucial need identified to ensure that resources currently committed are directed towards achieving the Partnership's Vision by end 2010.

5   See full report on *Review of Finance and Expenditure for Homeless Service*s on www.homelessagency.ie/Research-and-Policy/Publications.aspx

Having conducted the above reviews, the following key findings were produced.

2.1 Key findings from *Counted In, 2008*

Between the 10th and 16th March 2008, the Homeless Agency conducted its fourth census enumerating the experience of homelessness in Dublin. The Counted In survey has been conducted every three years since 1999 as part of the national Housing Needs Assessment as mandated under the Housing Act 1988. *Counted In, 2008* is the most comprehensive picture of the extent of homelessness in 2008 and the profile of households using homeless services in Dublin. It provides information on the definitive minimum number of adults using homeless services in Dublin; it describes who they are, precisely which category of homeless services they avail of and how long they have been homeless and using homeless services.

Homeless population

— A total of 2366 adults (comprising 2144 households) were in homeless services in 2008. This is a 4% increase on the 2005 figure (2066 households). Since 2005, Dublin's population has increased by 5%. Thus, the 2008 homeless population in Dublin represents a decrease of 1% relative to population growth in Dublin city and county. Currently, just over twice as many men as women are availing of homeless services (68% and 32% respectively). Almost half of the 2366 adults in homeless services (46.7%) became homeless for the first time at some point between March 2005 and March 2008.

People 'sleeping rough'

— In 2008, a total of 110 adults reported that they were sleeping rough (i.e. 5% of the total homeless population of 2366 adults). When compared with the figures for 2005 (when 185 adults reported sleeping rough), this represents a decrease of 41%. However, it should be pointed out that there is a notable increase both in the number and proportion of non-Irish nationals, who reported sleeping rough. When compared with the figures for 2005 (which showed that 9% of rough sleepers were non-Irish nationals) the 2008 figure represents an increase to over one third (38%) of all rough sleepers as non-Irish nationals.

Use of homeless services by adults

— The vast majority of people experiencing homelessness were provided with accommodation. 1388 adults (59%) were resident in emergency accommodation (617 adults, 26%) or in private emergency accommodation (771 adults, 33%). In addition, 732 adults, 31%) were resident in either transitional accommodation (392 adults, 17%) or long-term supported housing (340 adults, 14%)

2.2 Key findings from the *Evaluation of Homeless Services 2008 Series*

Enablers to exiting homelessness

— Nearly all service users who were asked what enabled or helped their progression through and out of the experience of homelessness identified the quality, competence and commitment of homeless services staff as the single most important enabler.

— From the service manager's perspective the key enablers identified were regular and consistent inter-agency communication and co-operation alongside a detailed and clear referral mechanism leading to appropriate move on into housing and accommodation.

— Also identified as enablers, were the importance of good practice and effective organisational structures and factors such as increasing use of the Holistic Needs Assessment (HNA) process and the development of improved care planning and care and case management working.

Barriers to exiting homelessness

— Foremost among these were the need for access to more appropriate and affordable housing options combined with supports in housing as required and the need for greater provision in the area of detoxification and rehabilitation services, as well as access to mental health services.

— Among other barriers identified were a shortage of low-threshold emergency accommodation and the shortage of drug-free emergency accommodation and high-support long-term housing.

— Service users need more and better information about services; they also require continued improvements in inter-agency cooperation and communication.

— The evaluation also found that the flow from emergency to transitional accommodation was less than might be expected. The level of 'user activity' among homeless services was examined as part of the evaluation process, and an attempt to illustrate the flow of homeless households between services was undertaken.

— As part of the evaluations process, a survey of service user needs was also conducted. Of the 1531 homeless households surveyed, 1049 (69%) need mainstream housing with either no support (259; 17%); short-term support (391; 26%); or long-term support (399; 26%). Four hundred and forty-nine homeless households (29%) require supported housing with varying degrees of support. A further 29 (2%) were assessed as requiring nursing home care, and 3 (<1%) did not fit into any of the above categories.

— Overall, the *Evaluation of Homeless Services 2008 Series* found that too few people move from homeless services' accommodation into mainstream housing and residential supported housing. Indeed, many service users experience multiple stays in different forms of emergency accommodation, and many have experienced repeat episodes of homelessness. There is no one coherent pathway out

of homelessness for many service users; they find their trajectory or progression through homeless services to be 'non-linear', and they experience an excessive level of repeat movements in and out of emergency accommodation.

2.3 Key findings from the *Review of Finances and Expenditure for Homeless Services in Dublin, 2008*

— Between 2005 and 2007, €168 million has been expended in delivering homeless services in Dublin with another €62.3 million expended in 2008. The Review analysed homeless service out-turn expenditure of approximately €60.7 million in Dublin in 2007. For the purposes of the Review, 'homeless services' is divided into two categories:

  – Homeless accommodation, which includes emergency, private emergency, transitional and long-term housing.
  – Homeless support services, which includes street outreach, settlement, advice, information and food services, detoxification and rehabilitation services, other relevant health services and the Homeless Persons Unit (HPU).

— Homeless accommodation accounts for approximately 72% of total expenditure, and homeless support services accounting for the remaining 28%.

— In real terms, expenditure grew by 6.8% between 2005 and 2006, 2.7% from 2006 to 2007. The rise in expenditure between 2005 and 2006 was mainly attributable to increases in expenditure within emergency and private emergency, long-term, street outreach and detoxification and rehabilitation services. The rise in expenditure between 2006 and 2007 was due to increased provision of emergency accommodation services, long-term supported accommodation services and settlement services in addition to developing both provision and quality.

— The current configuration of services is, in effect, managing the homeless situation in Dublin in the short-term by maintaining people experiencing homelessness in temporary forms of accommodation. From a financial perspective, the overall utilisation of homeless expenditure to date remains ineffective in meeting the strategic Vision of the Homeless Agency Partnership. Therefore there is a need to refocus and prioritise current resources to ensuring long-term solutions, in particular the provision of housing and housing support as required.

2.4 Submission to Government, 2008

Subsequently in December 2008, in response to a call for submissions to the proposed national implementation plan for the revised National Homeless Strategy – *The Way Home 2008-2013*,[6] and as part of our work towards meeting the Vision of our action plan *A Key to the Door*, The Homeless Agency Partnership made a detailed submission to government. Our December 2008 Submission to

6   See full strategy on www.environ.ie

Government[7] set out an evidence base for a series of recommendations for change and put forward five priority areas for action in 2009. These are detailed in summary form below.

Priority One:
Affordable and accessible housing with supports as required

The Homeless Agency Partnership Board agreed the need for a new policy direction, which would ensure that current and future resources allocated to the Partnership from the government are directed towards the provision of sufficient affordable and accessible housing with supports as required.

In this context, the Board urged that central and local Government give priority to the establishment of a variant of the current Rental Accommodation Scheme (RAS) as an additional social housing option specifically for household's experiencing homelessness in Dublin (as recommended in the *Evaluation of Homeless Services 2008 Series*). The Board urged that this option be developed in addition to the established Capital Assistance Scheme funding for Approved Housing Bodies (i.e. housing associations and cooperative housing) and not as a substitute for the ongoing programme of investment in social housing provision.

The Board put forward the position that:

— Households with homeless priority on the four Dublin local authority waiting lists be given priority access to housing via this scheme.

— That the proposed variation of RAS be given its own specific title.

— That the proposed variation of RAS is aligned to the objective established for RAS in the latest social partnership agreement *Towards 2016*, and repeated in the statement on housing policy *Delivering Homes, Sustaining Communities* (2007: 50), namely, 'to help provide the necessary springboard to accessing employment, training or education opportunities, which may lead to broader accommodation options for the individual in the future'.

— That the broader 'accommodation options' for the households involved include alternative forms of social housing tenure from the outset and that transfer and movement between this variant of RAS and local authority or housing association and voluntary and cooperative housing options is available to households.

Priority Two:
Funding of homeless services

The Board adopted the proposition of seeking agreement with the Department of the Environment, Heritage and Local Government to establish a funding stream that underpins the delivery of supports in housing for households progressing along a pathway out of homelessness. This is in line with the new component incorporated into the Assessment of Housing Need set out in the government's

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7   See full Partnership Submission to Government on www.homelessagency.ie/Research-and-Policy/Publications.aspx

housing policy statement *Delivering Homes, Sustaining Communities* (2007: 49); the 'life cycle' approach.

This approach reflects the fact that 'different households may experience a need for different types of housing supports, at various stages in their life cycle. The duration and extent of this may also vary over time'.

The Board was particularly cognisant of the recommendations arising from the *Review of Finance and Expenditure for Homeless Services in Dublin* and the *Evaluation of Homeless Services 2008 Series*, which seek to establish a single funding channel for both revenue and capital resources for all non-health care related housing and support services.

Priority Three:
Reconfiguration of homeless services

The Board agreed the necessity to change the way in which homeless services are configured so as to ensure that households achieve a seamless and timely exit from homelessness. To achieve the required reconfiguration a number of important steps were adopted by the Homeless Agency Partnership, as follows:

— An audit of the entire homeless accommodation portfolio of assets will be carried out to determine both the capacity and standard of accommodation in use across the sector. The audit will encompass building quality, suitability and adaptability for use.

— The outcome of this audit will form the basis of the decision-making process required in order to achieve the requisite reconfiguration of services.

— The four Dublin Local Authorities and the Health Service Executive should begin discussion and negotiations immediately on establishing a 24-hour homeless information and placement service.

Priority Four:
Establish a Pathway Model of homeless and housing support services

The Board agreed the need to develop and establish a Pathway Model of homeless and housing support services in Dublin. This Pathway Model would aim to both prevent homelessness and simplify and speed up the journey out of homelessness for those that experience it. Thus, homeless services are to be configured to ensure that early contact, assessment and placement into temporary emergency accommodation is provided for people who present as homeless. Services will also be configured to ensure that the care and case management of a household's needs will help to move people onto and along the pathway to appropriate, accessible and affordable housing with support as required.

This reconfiguration of current and future housing and accommodation types and homeless services is required to meet the stated Vision of the Homeless Agency Partnership by end of 2010, namely that long-term homelessness and the need for people to sleep rough will be eliminated in Dublin.[8]

Furthermore, the achievement of the Pathway Model in Dublin over the period from March 2009 is the agreed manner by which the Homeless Agency Partnership will deliver its role as an agent of government policy to realise the vision of national strategy on homelessness, namely:

> 'From 2010, long-term homelessness (i.e. the occupation of emergency accommodation for more than six months) and the need for people to sleep rough will be eliminated throughout Ireland. The risk of a person becoming homelessness will be minimised through effective preventative policies and services. When it does occur, homelessness will be short-term and people who are homeless will be assisted into appropriate long-term housing'
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> *The Way Home*: A Strategy to Address Adult Homelessness in Ireland 2008-2013, p. 7

Priority Five:
Implementation and change management

In order to maintain momentum towards the tasks set out above, the Board agreed a clear and detailed implementation plan, namely a *Pathway to Home* and timeline required based on the complete set of recommendations set out in *Counted In, 2008* and also in the *Review of Finance and Expenditure for Homeless Services in Dublin* and the *Evaluation of Homeless Services 2008 Series*. A *Pathway to Home* is to specify the tasks and timelines for actions that brings the Homeless Agency Partnership through an agreed transition period towards the development and delivery of the proposed Pathway Model of service provision.

The Board recognised how a *Pathway to Home* is essential in terms of maintaining a sense of leadership and drive when making and delivering change and how it would be required to be closely aligned to the national implementation plan for the strategy on homelessness *The Way Home (2008-2013)*.

Furthermore, the Board recognised as crucial the part the statutory sector partners, who have a clear role and legal responsibility in terms of responding to homelessness, will play in ensuring the establishment of an effective decision-making process that will enable the required changes to be made. In their role as key funding authorities, the Health Service Executive and the four Dublin local authorities are all recognised as central to this process. In their role as service providers, contracted under service level agreements by the state, the voluntary sector providers are also recognised as central to this process.

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8   The full Vision as stated in the Homeless Agency Partnership's third action plan, *A Key to the Door (2007-2010)* is that *'By 2010, long-term homelessness and the need for people to sleep rough will be eliminated in Dublin. The risk of a person or family becoming homeless will be minimal due to effective preventative policies and services. Where it does occur, homelessness will be short-term and all people who are homeless will be assisted into appropriate housing and the realisation of their full potential and rights'.*

2.5 Direction and leadership in making change

Subsequently, in early 2009, and in order to ensure the required changes are achieved, the Homeless Agency Partnership established an Implementation Steering Group (ISG) to project manage the development of the implementation plan. The ISG has been established in order to maintain a sense of direction and leadership when introducing and making change. This is especially useful given our requirement that during a period of contraction in available public finance, we ensure the resource expenditure currently committed is maintained and directed towards achieving our 2010 Vision in as cost-effective a manner as possible.

The ISG is comprised of the Director of the Homeless Agency as well as senior representatives of the statutory partners who have control over budget allocations and decision-making about the commissioning of services, as well as the Chair of the Dublin Voluntary Network of voluntary service providers.

Agreeing the details of a *Pathway to Home* required extensive and effective consultation with statutory and voluntary service providers and involves a formal reporting arrangement with the Board of the Homeless Agency Partnership. The statutory members of the ISG and Director of the Homeless Agency met on a regular basis with the High Level Liaison Group chaired by the DEHLG. The ISG also liaised with the Voluntary Network membership (who are key stakeholders in the Partnership) in order to agree the detail of how changes can and will be made.[9]

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9   The full terms of reference for the ISG are set out in Appendix A and details of the full consultation process involved are set out in Appendix B.

3. Preventing homelessness

3. Preventing homelessness

The prevention of homelessness is one of three strategic aims of the Homeless Agency Partnership's action plan *A Key to the Door* and an integral part of the 2010 Vision. It means that we must work to ensure the risk of someone becoming homeless will be minimal due to effective preventative policies and services. Early intervention to prevent people from unnecessary hardship is of benefit to all in Irish society. Not only is prevention more cost-effective, but also a society that acts quickly to prevent its most vulnerable people from sliding into homelessness is a society that everyone can feel proud to belong to.

The prevention of homelessness is a key responsibility for all forms of mainstream public social service provision as part of their role under national social inclusion strategy and policy, and as part of their own public service remit. Services include, for example; frontline services such as the Garda Siochana, the Prison Service, Probation Service, Social Work Service, Accident and Emergency Services and Acute Hospitals as well as the wider healthcare services, the education and educational welfare services, the social welfare, training and employment services and others. To date, however, the prevention of episodic and repeat homelessness has not always been to the fore in the overall delivery of mainstream public social service provision and especially so in the provision of housing and homeless services.

However, this is changing as the importance of effective, quality housing information and advice in relation to preventing homelessness is increasingly acknowledged in the government strategy on homelessness *The Way Home* and the Homeless Agency action plan *A Key to the Door* as well as other relevant strategies. For example, the Homeless Agency *Comprehensive Strategy to Prevent Homelessness 2005-2010* found that a 'great deal can be done to prevent homelessness through information, advice, tenancy support and mediation'.[10]

The most recent Homeless Agency *Evaluation of Homeless Services 2008 Series* found that homeless service users need more and better information and recommended that government support the immediate implementation of the range of preventative measures outlined under *Strategic Aim 1: Preventing Homelessness* of *The Way Home 2008-2013*. Housing information and advice is identified by the national strategy as an important preventative measure, for example in cases of notice to quit or termination of a tenancy, where someone is new to an area and in cases of domestic violence. *The Way Home* envisages a range of service providers in the provision of this information and advice, namely Citizen Information Centres, local authorities and voluntary homeless services, the HSE Community Welfare service and the Private Residential Tenancies Board (PRTB) Dispute Resolution Services.

Notably, the national housing policy statement *Delivering Homes, Sustaining Communities (2007)* defines housing information and advice as a means to promote the range of housing supports available to tenants and the range of social housing options to new applicants to local authorities seeking access to housing. Advice is to be provided through "local authority-led centres and a range of communication opportunities" and is to focus primarily on "determining eligibility for affordable housing and assessing need for other housing support" in the case of new applicants. For existing tenants housing advice "would be available so that they could consider other options (e.g. affordable housing) or highlight difficulties sustaining tenancies" (2007: 41).

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10 *Preventing Homelessness: A Comprehensive Preventative Strategy to Prevent Homelessness in Dublin, 2005-2010* by Dr. Jane Pillinger.

Notwithstanding the importance of local authority-led centres for housing information and advice, an important additional facet of the take-up of these services is the role of community-based actors who deliver complimentary services. Their role is critical in generating specialist knowledge of target client groups and they also ensure the choice of an independent information and advice service is available to service users.

In order to prevent episodic and repeat homelessness, the *Pathway to Home* model will deliver quality services against this range of actions. This will require a combination of services, and mutually reinforcing strategic working across statutory and voluntary service providers that is effective, can ensure accountability and redress and is not duplicative.

The *Pathway to Home* model requires the development and delivery of what may be regarded as specialist services that can formally advocate on behalf of a person at risk of homelessness, as well as a person recently experiencing rooflessness and resident in temporary emergency accommodation.

This is in line with the strategic direction of public service provision envisaged under the core structure of the *Developmental Welfare State* (2005) advocated by the National Economic and Social Council whereby the direct public provision of social services is subject to accountability based on monitoring how its outputs relate to sought-after outcomes. In this case, the sought-after outcome of the *Pathway to Home* model is to prevent homelessness.

In order to realise this outcome, the *Pathway to Home* model will deliver activist measures based on advocacy for the individual service user. Notably, the *Pathway to Home* model will require all statutory and voluntary service providers to ensure client advocacy is a key element and competency of the key-working service a person receives when they are experiencing homelessness.

The form of client advocacy envisaged as part of the preventative functions of the *Pathway to Home* model will hold all private, voluntary and statutory providers to account and can support and deliver dispute resolution, mediation and redress via a range of informal mechanism and formal legal avenues (as and if required).

4. The *Pathway to Home* model of homeless and housing and support services

4. The *Pathway to Home* model of homeless and housing and support services

This section introduces and details key aspects of the *Pathway to Home* model related to its operation and how it will generate sought-after outcomes for person's experiencing homelessness. To begin with, it is important that we once again establish the basis of what we understand homelessness to be. While the work of the Homeless Agency Partnership is based on the legal definition of homelessness provided in Section 2 of the Housing Act, 1988,[11] we have also established that whether or not a person is eligible for local authority social housing, the person can still be considered as experiencing homelessness if their living situation fits the description provided in the legislation.

The European Typology of Homelessness and Housing Exclusion (ETHOS)[12] has been adopted by the Homeless Agency (and referred to elsewhere[13]) as a way of understanding the continuum of housing need that helps 'ensure awareness of groups that may be at serious risk of homelessness'. It is accepted that not everyone included in the ETHOS typology may be legally defined as homeless under Section 2 of the Housing Act, 1988. Nonetheless, the Homeless Agency uses ETHOS in parallel with the legal definition of homelessness in order to help us better understand housing exclusion as a dynamic that can lead to homelessness. The *Pathway to Home* model will address homelessness on this basis. In line with *The Way Home* and *A Key to the Door*, the *Pathway to Home* model defines a person as experiencing long-term homelessness where the person is resident in temporary accommodation for longer than six months.

4.1 The structure and outcomes of the *Pathway to Home* model

The *Pathway to Home* model has three inter-related and mutually dependent elements to its structure, namely:

— Interventions and services that prevent homelessness.

— Temporary accommodation and homeless services.

— Housing with supports.

These elements are illustrated in Figure 2. on page 24. Each element is comprised of a portfolio of housing and accommodation types and of services, grouped into distinct but inter-related service components, and configured to realise and ensure the sought-after customer outcome. The *Pathway to Home* model portfolio is described in more detail in Section 5.

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11 *'Homelessness'* is given a statutory definition in the Housing Act 1988, Section 2:
'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.'

12 See Appendix H for full ETHOS typology.

13 See *The Way Home*, p. 15.

Figure 2. Blueprint for reconfiguration of homeless services into *Pathway to Home* model of service provision, Homeless Agency Partnership Submission to Government, December 2008
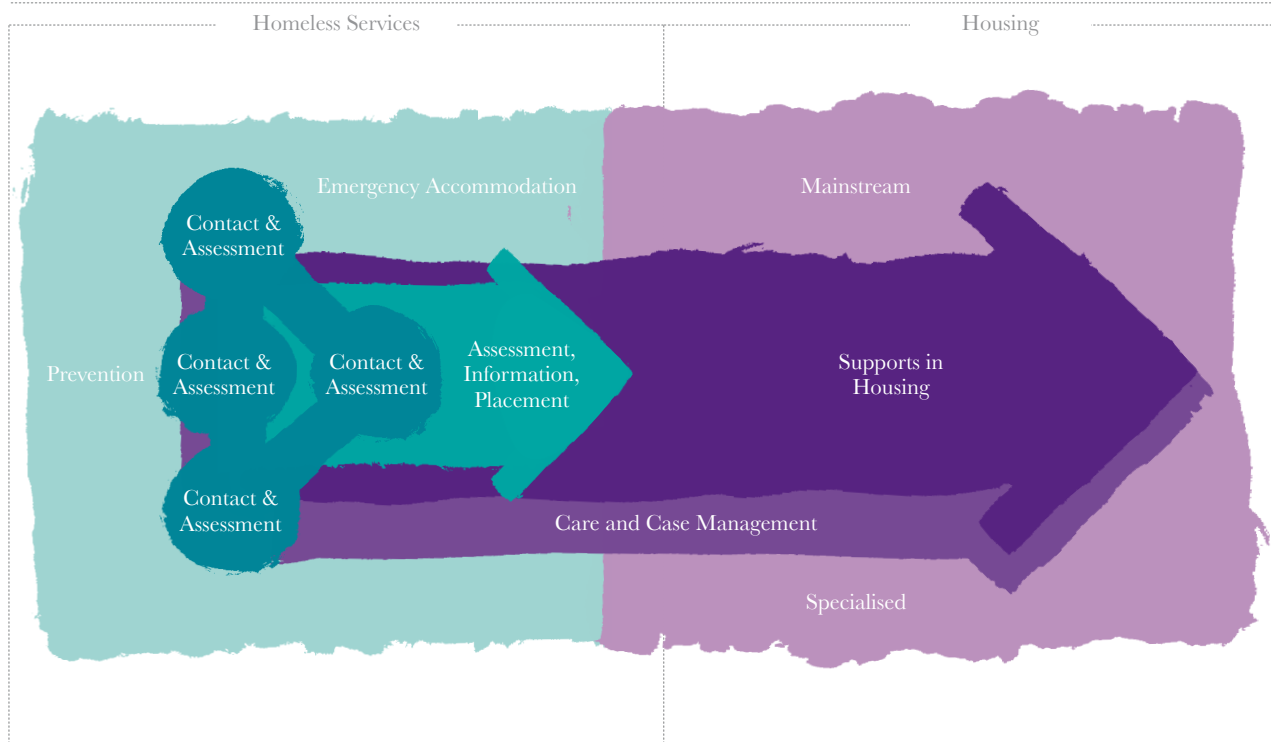
The outcomes of the *Pathway to Home* model are summarised as follows:

— Through the provision of effective early interventions and assistance that divert a person or household from homelessness, the *Pathway to Home* model will work to prevent homelessness (as set out in the ETHOS typology) from occurring.

— Where homelessness does occur, the *Pathway to Home* model will ensure a person's progression towards an exit from homelessness via temporary accommodation into a long-term housing option.

— Therein a person resides as a tenant with a tenancy agreement, either with visiting housing-related support services as required or on-site housing-related support services.

— The person is thereby supported and empowered to live independently and successfully as a full participant in the community and in society.[14]

14 The option of accessing owner occupation via an affordable or shared ownership housing scheme is not ruled out here, but is expected to be a less available option due to issues of qualifying income. With the exception of residence in a private rented tenancy (where a market rent is payable and where tenants can receive a income supplement for rent via the Supplementary Welfare Allowance scheme), all tenancy options accessed via the *Pathway to Home* model will charge a differential rent adjusted on the basis of tenant income.

The outcome of each element of the *Pathway to Home* model is stated below.

4.1.1 The person-centred outcome for Prevention

A person's risk of homelessness can arise from any number of living situations. There are known circumstances that increase the risk of homelessness and can become established pathways into homelessness.[15] The *Pathway to Home* model will ensure that homelessness is prevented by services delivering early interventions, diverting the person at-risk from experiencing homelessness or from having to enter temporary accommodation.

4.1.2 The person-centred outcome for Temporary Accommodation

Where prevention does not occur and a person is experiencing homelessness, the *Pathway to Home* model will ensure a same-day initial assessment of a person's needs and their placement into an appropriate form of temporary accommodation. During their residence in this accommodation, the person will work with their key-worker to complete an assessment of their holistic needs and their housing options will be examined and assessed by the local authority. This will result in a person-centred Support Plan and move-on housing option being agreed. Prior to an allocation being made to appropriate move-on housing, the required housing supports will be confirmed and secured so that as seamless as possible a move, from temporary accommodation into housing, is made for the person.

4.1.3 The person-centred outcome for Housing with Supports.

The housing support service will deliver person-centred housing supports to the person who resides as a tenant in appropriate housing. Housing support will work to help establish, secure and sustain the tenancy, settle the person into their neighbourhood and community and support the person towards independent living and the realisation of their full potential and rights.

4.2 The *Pathway to Home* model assessment

Attaining the sought-after person-centred outcomes of the *Pathway to Home* model requires that all statutory and voluntary providers agree and utilise a common process of assessment of a person's needs. This should achieve a comprehensive understanding of the multiple care and related needs of the person in a holistic manner as well as establish the extent of their experience of homelessness, their housing and their housing support needs. This is a challenging and sometimes complicated task and requires time, resources and practices that respect and protect the individual.

The *Pathway to Home* model requires that certain key operational components are in place and working well. Firstly, a common operational criteria for the assessment of homelessness ensures a Dublin city and countywide provision of services to all people at risk of rough sleeping and rooflessness must be established. Secondly, work is now well underway under Core Action 4 of a *Key to the Door* developing

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15   For example, these include (but are not limited to) income inadequacy, poverty and social exclusion, lack of housing options, discharge from institutions, leaving care, relationship breakdown, weak or absent family support and social networks, mental ill-health and addiction.

and implementing the Holistic Needs Assessment (HNA), and a care and case management approach across the sector needs to be built on. Mechanisms (such as inter-agency protocols) are being put in place that clarify and strengthen roles, relationships and responsibilities among service providers that in turn aim to improve the assessment process and support the deliver of the sought-after outcome for the person experiencing homelessness.

4.2.1 Operational criteria for the common assessment of homelessness

A proposed short-list of criteria useful to the assessment of a person's experience of homelessness has been developed through a process of workshop consultation with the four Dublin local authorities and Homeless Agency Partnership stakeholders. This has also involved the Centre for Housing Research, who generated an information paper for these workshops based on scoping research with statutory and voluntary service providers. This proposed shortlist of criteria will be used to deliver an initial assessment process that confirms an incidence of homelessness (rough sleeping and rooflessness). It will be utilised under a common operational criteria for the common assessment of homelessness operated by the four Dublin local authorities and will be deployed and used by all services involved in the same-day response to rough sleeping and rooflessness. The proposed short-list of criteria is set out in Appendix D.

4.2.2 Assessment and housing support

Once a person's experience of homelessness is established under the criteria for the assessment of homelessness operational definition, the follow-on period of service response requires the assessment process continues in order to determine the care and housing needs of a person, coordinate the person's care planning and deliver housing options and housing-related support services. This requires the integration of the outputs established under the Holistic Needs Assessment and the local authority Assessment of Housing Need into the persons Housing Support Plan (HSP).

The Holistic Needs Assessment (HNA) is a dedicated assessment tool for persons experiencing homelessness. Completed in co-operation with a person's key-worker (who has competence in the area of assessment), it covers the full range of a person's care and care related needs, including general healthcare, mental health and/or addiction requirements, legal and family issues, income adequacy, training, education and employment, life skills and counselling and housing needs.

The HNA is used by all key-workers employed in services configured as part of the *Pathway to Home* model to develop and agree a care plan for the person. The care plan is used to coordinate access to and delivery of the spectrum of services required that meet the person's needs in a holistic manner. Where difficulties emerge in the realisation of a person's care plan, the key-worker refers to a case manager responsible for overcoming blockages or gaps in the spectrum of service provision required.

The HNA plays an important role in establishing progression for a person towards independent living and is therefore of significant value to the conduct of the local authority Assessment of Housing Need (AHN). Under the *Pathway to Home* model a completed HNA will be used to assist in the completion of a person's Assessment of Housing Need.

The local authority Assessment of Housing Need is established under the Housing Acts (1966 and 1988) and allows for the local authority to conduct an assessment of a person's overall housing needs and also to determine whether or not they are considered as homeless.

It covers a person's legal entitlement and eligibility for housing options as provided by a local authority, a registration on the local authority housing waiting list and whether or not homeless priority is awarded while on the waiting list.[16]

This overall *Pathway to Home* model assessment process (based on outputs of the HNA and the Assessment of Housing Need) will therefore lead to what will hereafter be known as the individual's Housing Support Plan (HSP). The HSP ensures the following outputs as a person moves onto and along the pathway towards an exit from homelessness:

— The management and coordination of access to non-housing related services for a person as required.

— The specification and allocation of housing options.

— The delivery of housing-related supports to the person (as required).

Work towards the HSP begins during a person's residence in temporary accommodation, where the completion of the HNA and the establishment of non-housing service provision is the primary function of the person's key-worker.

As a person progresses towards an exit from temporary accommodation, their housing options and their housing support needs will be examined and confirmed by the relevant Local Authority Housing Service and by the local housing support team responsible for service delivery when the person exits temporary accommodation and moves on into a secured tenancy option (or other available housing option).

This will require that formal inter-agency arrangements are in place between all service providers and the person experiencing homelessness. In other words, between the emergency temporary accommodation provider and their key-worker service, the move-on housing provider, and the housing support service, and the person/household planning for the move-on period that leads to the exit from homelessness.

4.3 The *Pathway to Home* model and residence

The third key operational component of the *Pathway to Home* model refers to the period of time a person resides in any form of temporary accommodation and the terms and conditions under which they reside.

16   This in turn is related to the local authority Scheme of Letting Priorities and the basis on which an allocation of a housing option can be granted and an offer made to the person or household concerned.

4.3.1 Legal basis for residency

The *Pathway to Home* model will ensure the roles and responsibilities of both service providers and service users are established in a way that respects and protects both provider and user and allows the standard, form and function of service provision to be held accountable in this regard. In other words, a legal status for residency in all forms of temporary accommodation and housing will be established under the *Pathway to Home* model (see Section 9 for more details).

4.3.2 Licensing and tenancies

All providers of temporary emergency accommodation (TEA) established under the *Pathway to Home* model will be contracted under the terms of the revised Service Level Agreement (SLA) being established by the Homeless Agency. It is envisaged that the SLA will require all *Pathway to Home* TEA providers to establish a license to reside for everyone living in one of their dwellings. This license to reside will be common to all forms of TEA registered with the Homeless Agency and will be regulated against quality standards relating to the operation of a *Pathway to Home* TEA, for example in relation to policies, practices and procedures that affect the terms and conditions of a person's residence in temporary emergency accommodation.

Currently, social rental tenancies for local authority owned housing are established under the *Housing Act, 1966* (and subsequent Housing (Misc Provision) Acts, e.g. 1997 Act related to anti-social behaviour), as are the powers, roles and responsibilities of the local authority as a landlord. The equivalent relevant legislation for approved housing bodies is the *Housing (Miscellaneous Provisions) Act 1992* and for private rented is the *Residential Tenancies Act, 2004*.

However, key issues relating to the registration of a tenancy, security of tenure, tenancy dispute resolution and mediation, arrears management, estate management, tenant participation structures, and anti-social behaviour are not all commonly addressed under these different legal arrangements.

For all forms of move-on housing established under the *Pathway to Home* model, there should be an equality of outcome for the person residing therein. This will require that under the *Pathway to Home* model, distinctions that can be made between tenancy agreements operating across different forms of rented housing are diminished and that all tenancies created as move-on housing options (where a housing support service is provided) are legally established and protected and can be secured by both landlord and tenant.

It is envisaged that under the terms of the revised Homeless Agency Service Level Agreement, a voluntary code of practice can be developed specific to this task.[17] In addition, the legal basis for tenancies established by *Pathway to Home* model housing providers under the Support to Live Independently scheme established by the Department of Environment, Heritage and Local Goverment (circular N3/09) will seek to resolve these issues as a matter of priority. Work towards realising this will be undertaken as part of the sector's transition to the *Pathway to Home* model (further detail in Section 9).

17   For example Dublin City Council has adopted a voluntary code of practice for Approved Housing Bodies.

4.4 Performance and learning in the *Pathway to Home* model

4.4.1 Towards better performance management under the *Pathway to Home* model

Measuring the activity of services using key performance indicators is an established element of current housing and homeless service provision. To date, considerable resources have been expended producing empirical data that can be combined into relevant indicators of performance.

Much of the data that is currently gathered is based on resources expended or the activity of services (i.e. the level of service provision) rather than measures of the overall outcome for persons experiencing homelessness. It is important to measure service provision, but it is equally, if not more important to measure outcomes. That is, to measure the extent to which service users make a successful exit from homelessness.

The reconfiguration and change process outlined in this plan underlines the importance of a robust 'information system' for measuring outcomes generated by the *Pathway to Home* model. In other words, we need to know how well the *Pathway to Home* model of homeless services works to prevent (as far as possible) people coming into homelessness in the first instance, to prevent anyone from needing to sleep rough and to assist people into housing with housing supports as required.

An information system, in this context, does not refer to a computer system but rather to an agreed set of protocols and procedures for gathering and reporting on relevant data. This system needs to ensure accountability, focus on outcome measurement and deliver a strategic overview of how well *Pathway to Home* model services are working to meet the strategic outcome that is the overall 2010 Vision to eliminate long-term homelessness and the need for people to sleep rough in Dublin.

4.4.2 Accountability in performance measurement

It is important to recognise that seeking to measure outcomes can involve a change in ethos for some organisations and that people are sometimes uncomfortable and occasionally resistant to doing so. This is especially so, if the proposed monitoring is considered overly intrusive to the person experiencing homelessness or involves an increased investment of time. Therefore, one of the aims of the *Pathway to Home* model information system will be to streamline what is asked of service providers, as much as possible, and to minimise the administrative burden of supplying data, while at the same time maximising the use that is made of available data.

For example, the Homeless Agency requires data on the financial activity and service activity of funded services in order to ensure cost-effectiveness and accountability in the expenditure of public monies. This is a standard requirement of any Service Level Agreement (SLA) signed between statutory funding bodies and service providers. Currently, all funded services complete a quarterly financial return as well as a quarterly service activity report. These cover 'inputs' and 'outputs'. In future, these will be merged into a single Quarterly Report from all services.

Inputs are measured as resources utilised by a project or service. These include finance (money), staff and staff time, volunteers and volunteer time, facilities, equipment and supplies. Required inputs that necessitate resources include legislative constraints and regulations affecting a project or service and the attainment of professional standards of practice. Outputs are measured as the service that is delivered and the volume of work accomplished. They include, for example, the number of persons using the service each day, the number of advice sessions conducted, the number of meals served and the number of successful referrals to other services. Measured outputs give an indication of benefit for the recipient of the service and what was done with them. However, in general they say little about the service per se, or the outcome of any action.

4.4.3 Outcome measurement

Outcomes refer to a measure of the difference made to the person concerned as a result of using a service. In other words, the tangible benefits or changes for individuals during or after receiving a *Pathway to Home* model service. There is an obvious connection with the outputs of a service (these relate, for example, to behaviour, knowledge, skills, attitudes, values, condition and other such attributes). Outcomes refer therefore to what is different for the person following the intervention of the service and are measurable in terms of what the person now knows, thinks or can do, how they behave and what their condition is.

There is a need for clear evidence that the users of homeless services are benefiting from them in terms of having their needs addressed, moving into appropriate housing with supports as required, and sustaining their homes.

In line with Core Action 6 of *A Key to the Door* and the need to increase service user participation, the ongoing involvement of homeless people in identifying the impact of service provision is a crucial factor will need to be taken into consideration when measuring outcomes.

The *Pathway to Home* model will therefore require a shift to a more outcome-focused performance management system. The benefits of outcome measuring is that it helps us understand:

— What actual qualitative difference has the use of a particular service made to that person's life?

— What the implications would be if the service were to be withdrawn?

— The effectiveness of the various working methods and practices employed by staff.

— The potential problems with outcomes that are generated.

— The reason why the person chose to use one particular service over another.

4.4.4 Achieving strategic outcomes

The Board of the Homeless Agency Partnership, along with other stakeholders, needs evidence that the agreed actions in *A Key to the Door* are being achieved and that the sum total of activity and performance by *Pathway to Home* model services are delivering the sought after person-centred outcomes and moving the Homeless Agency Partnership closer to achieving the 2010 Vision. In addition, where there are blocks to progress, the Board needs sufficient information to be able to make decision about changes required to ensure that services work better for people who are experiencing homelessness.

A Key to the Door lists 10 core actions and 74 additional actions. Almost all of these actions are underway and a number of them have been completed.[18] The *Pathway to Home* model detailed in this plan, is designed to address and further progress all of the actions in *A Key to the Door* as part of a single, coherent system of inter-related parts rather than as separate individual projects.

In terms of the *Pathway to Home* model information system, funded services will provide information through their Quarterly Reports that will enable the Homeless Agency to monitor the progress of the actions from *A Key to the Door* that they are responsible for. In addition to the quantitative data that is used to measure performance against established indicators related to agreed outputs,[19] there will be a greater use of more qualitative data that is useful for measuring performance against agreed outcomes.

For example, the development of the Homeless Agency's Care and Case Management Strategy over recent years has shown the need to monitor 'gaps and blocks' in specialist and mainstream service provision – that is, situations where homeless persons are unable to access the supports and/or care services that they need, or where the process of accessing services is excessively onerous or slow, and thus prevents them from being able move on to housing and/or to sustain housing.

Currently, gaps and blocks are monitored as part of the Care and Case Management pilot. However, in order to strengthen the flow of this information, all Quarterly Reports from *Pathway to Home* model services will include the opportunity to report gaps and blocks, so that this information can be addressed more systematically by the Homeless Agency and brought to the attention of the relevant bodies on the Board.

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18 See Homeless Agency Annual Review 2007 on www.homelessagency.ie/Research-and-Policy/Publications.aspx
    and Homeless Agency Annual Review 2008 (forthcoming).
19 For example:
    — How many people are experiencing homelessness?
    — How many people are homeless for more than six months?
    — How many people are sleeping rough?
    — How many people are becoming homeless every year?
    — How many households move from homelessness into appropriate housing with supports every year?
    — How many households are being prevented from homelessness through housing support services?

In addition to the information provided through the revised Quarterly Reports, the Homeless Agency will continue to directly monitor the situation through regular rough sleeper street counts and other research that indicates the continuing need for action by homeless service providers.[20]

20 This is the context in which the Homeless Agency will continue to commission and support research, such as its current focus on the effects of migration on homeless services and the changing profile of service users. This context also allows for the important role that qualitative research can have to deepen our understanding of people's experience of homelessness.

5. The *Pathway to Home* model portfolio

5. The *Pathway to Home* model portfolio

The *Pathway to Home* model is made up of a portfolio of housing and temporary accommodation types and services configured to realise and ensure the sought-after person-centred outcomes set out in Section 4.1. This portfolio is described in detail in this section and Table 1. below sets out a summary outline detail.

Table 1. The *Pathway to Home* model portfolio: summary outline detail of Prevention Services, Temporary Accommodation and Services, Housing and Housing Support Service

A: Prevention Services	B: Temporary Accommodation and Services	C: Housing and Housing Support Services
A1: The Local Authority Homeless Helpline: a 24-hour free phone service providing information, advice and (on an out-of-office hours basis) initial contact and placement into temporary accommodation.	**B1:** The Local Authority Housing Service: providing initial contact and placement (based on common criteria in use across all Dublin local authorities) into temporary accommodation.	**C1:** The Local Authority Housing Service: providing the Assessment of Housing Need and delivering priority access to all available housing options,[21] including specialised housing schemes with on-site housing support services.
A2: The Local Authority Housing Service: (across all Dublin local authorities) providing information and advice and referral to prevention services A1, A3 and A5 where appropriate.	**B2:** The Local Authority Housing Service's Centralised Placement Service: confirms and monitors access to all temporary accommodation via a bed management system.	**C2:** The Housing Support Service: including Visiting Housing Support Services and on-site Housing Support Services that are provided in addition to established mainstream social service provision.
A3: The Community Welfare Service: a statutory service providing income maintenance, early interventions and access to housing options that prevent rooflessness and shorten and truncate an episode of homelessness.	**B3:** Supported Temporary Accommodation: (STA) including in-reach services provided by the HSE, FÁS, VEC etc and housing support services for persons moving into housing.	
A4: The Contact and Outreach Services: that delivers early interventions, initial contact and placement into temporary accommodation, to prevent rough sleeping and rooflessness.	**B4:** Temporary Emergency Accommodation: (TEA) including housing support services for persons moving into housing.	
A5: The Homeless Prevention Services: specifically: day services, information, advice and advocacy services, mediation and dispute resolution services and early intervention housing support services that prevent homelessness. In addition, all mainstream public services have a role in preventing homelessness (see Section 3).		

It is important to note that there exists a strong alignment with the portfolio of housing and temporary

21 Mainstream Housing Options, including (a) Local authority social rental (b) Approved housing body (housing association) (c) Rental Accommodation Scheme (RAS) (d) SWA rent supplement private rental (e) The new Support to Live Independently scheme (f) Local authority affordable housing schemes and shared ownership housing.
Specialised Housing Options, including (a) Local authority group housing schemes for the elderly, (b) Approved housing body (housing association) group housing schemes, (c) Social Housing Investment Programme (new leasing arrangement).

accommodation types and services configured under the *Pathway to Home* model and the actions originally set out in *A Key to the Door*. Table 2. illustrates this in more detail.

Table 2. Alignment of actions from *A Key to the Door* with the *Pathway to Home* model

Pathway to Home model service	Actions from *A Key to the Door*
Contact and Outreach Service	P14*, P15, S31, S35
Homeless Helpline, Housing Information and Advice, and Bed Management Service	S7, S8, S9
Local Authority Homeless Services	S4, S6, S7*, S14, S30
Temporary Emergency Accommodation and Supported Temporary Accommodation	S10, S12, S13, S39, S41, S44, S45, S46
Housing Support Service	P2*, P3, P13, P14*, S32, H7, H9, H10, H11, H13
Mainstream Services – preventing homelessness	Core 1, Core 2, P2*, P4, P11, P12, S5, S43
Mainstream Services – supporting people who are homeless	P5, P7, P9, P10, S5, S7*, S8*, S9, S21, S22, S23, S24, S25, S26, S27, S28, S29, S31, S33, S34, S35, S36, S37, S38, S40, S43, H2
Housing Services (providing housing or assisting people to source housing)	Core 7, Core 8, Core 9, P6, S8*, S32*, S40*, H3, H4, H5, H6, H12
Mainstream Services – supporting people who have moved from homelessness into housing	Core 10, S32*, S40*, H8
Homeless Agency	Core 3, P1, S2, S17, S18, S20, H1
All *Pathway to Home* services	Core 4, Core 5, Core 6, P8, S1, S3, S11, S15, S16, S33, S34, S36
Domestic Violence Services[2]	S19, S39, S42
Core = Core action P = Prevention action S = Quality local services action	H = Housing and supports action * = Shared action between 2+ *Pathway to Home* services

5.1 The role of the Local Authority Housing Service as a provider and enabler

It is important to state here that the four Dublin local authorities have a dual role under the *Pathway to Home* model. That is of a direct provider of housing and services for person's experiencing homelessness, and that of an enabling body that assists and ensures the provision of services by a voluntary provider where this is considered both feasible and desirable to help deliver the sought-after outcomes of the *Pathway to Home* model.

22 *The Way Home: A Strategy to Address Adult Homelessness in Ireland 2008-2013* mentions domestic violence as a cause of homelessness (p. 5) and acknowledges that the definition of homelessness in the Housing Act 1988 "is generally interpreted as including … victims of family/ domestic violence" (pp. 16-17). However, responsibility to establish the need for domestic violence related services lies with Cosc, the National Office for the Prevention of Domestic, Sexual and Gender-based Violence (p. 28). Government policy does not yet specify whether or not domestic violence refuges and related services are to be planned, funded and co-ordinated as homeless services (e.g. as part of the *Pathway to Home* model funded through the Homeless Agency Partnership in Dublin).

5.1.1 Prevention services (including voluntary prevention services)

It is important to note and stress further, that in the context of the *Pathway to Home* model portfolio, prevention and preventative interventions spans across the range of services required within the model. Prevention, as outlined in the Homeless Agency Partnership strategy to prevent homelessness includes activities and interventions that are designed to:

— Reduce temporary and emergency accommodation in favour of ordinary and sustainable housing solutions, particularly for young people and families with children and single people.

— Reduce levels of repeat homelessness.

— Reduce levels of homelessness among specific risk groups.

Therefore, the *Pathway to Home* model and its constituent parts should seek to a) Prevent a crisis that leads to homelessness, b) Prevent people remaining homeless and c) Prevent recurring homelessness.

The Local Authority Housing Service (**A2**) will operate to prevent homelessness in a number of different, yet inter-related and reinforcing ways. As detailed in Section 3, the local authority will ensure the provision of quality information and advice on housing options that can prevent homelessness. For example, each of the Dublin local authorities; housing services will be competent in the provision of basic housing information and be able to advise on local housing options (particularly in relation to private rental housing) and will be also be able to refer any person who presents with a possible risk of becoming homeless to the appropriate prevention service.

The *Pathway to Home* model requires a clearly defined housing information and advice service that is delivered by both statutory and voluntary providers via a range of communication opportunities. Established communication opportunities will require it to be resourced with accurate, up-to-date and relevant information that can aid a person's decision-making and prevent homelessness. The development and dissemination of this information is a required competency under the *Pathway to Home* model suite of services that seeks to prevent homelessness. So too is the development and delivery of good public awareness programmes on the availability and roles of preventative services.

In the specific context of the *Pathway to Home* model, the local authority housing service across both city and county areas will refer into dedicated specialist prevention services on behalf of persons who present as being at risk of homelessness. Under the *Pathway to Home* model, homeless prevention services (**A5**) will include dedicated voluntary provider day services provision.

Day services are an important element of the current provision and will continue to play a vital role in the context of putting in place the *Pathway to Home* model, particularly with regard to people sleeping rough.

A full spectrum of programmes should be on offer within day services, which aim at reducing harm (e.g. addiction) and social isolation associated with homelessness, ensuring that food and nutrition are dealt with for those who may not have access to same. The progression of homeless persons through

the network of homeless, social and health care services they need is crucial in terms of integrating day service provision into a *Pathway to Home* model of provision.

In the context of further developments required, day services will:

— Be configured to ensure a strategic re-alignment with the preventative functions of the model.

— Ensure an emphasis on the localisation of day service provision alongside the provision of other *Pathway to Home* model services. This will be required in order to widen the distribution of day services across the city and county areas, reduce duplication and increase effectiveness of these services.

As part of the transition, the ISG recognises the need to seek alternative funding arrangements for those elements of day service provision that are not considered core under the *Pathway to Home* model portfolio, but nevertheless provide a required and useful social inclusion function.

Other prevention services under the *Pathway to Home* model portfolio (**A5**) will include independent housing information, advice and advocacy services and mediation and dispute resolution services delivered on a statutory and voluntary basis. For example, housing information, advice and advocacy explicitly focused on preventing homelessness is required that:

— Prevents risks to tenancies through quality advice and information.

— Diverts people who are at immediate risk of homelessness away from emergency accommodation through information, advice and referral.

— Reduces the length of time people spend in temporary accommodation through information on housing options and assistance with securing tenancies.

This requires that a range of competencies, skills and knowledge is established to deliver these interventions, including listening, problem solving, giving information, advising on options, and referral as appropriate, negotiation, representation and enabling and empowering the person to take action on their own behalf.

In addition, the Housing Support Service envisaged under the *Pathway to Home* model (**C2**) requires services that both prevent homelessness and support independent living. Early intervention housing support services that work to prevent homelessness include a range of tasks.

In effect, three different forms of housing-related support will be delivered by the housing support service that will assist in reducing the risk of loss of a tenancy and the risk of homelessness. These are considered in more detail in Section 5.4, but can be described here as:

— Emotional support: someone to listen when you need to talk.

— Practical support: someone to count on in a crisis.

— Informational support: someone to ask when you are not sure what to do.

5.1.2 The Local Authority Homeless Helpline

This is a specialised service available via a free phone number that delivers information and advice to individuals and service providers as well as, on an out-of-office hours basis, initial contact and placement into temporary accommodation for person's experiencing homelessness.

During office hours the Homeless Helpline Service (**A1**) will deliver housing information and advice that explores alternatives to accessing temporary accommodation and will seek to prevent the risk of homelessness becoming material and real. The service will refer into appropriate mainstream services and where prevention and diversion is not feasible, to the Local Authority Housing Service where initial contact and placement (**B1**) into temporary accommodation (**B3** and **B4**) can take place. This will require that the service can gather information on the circumstances of an individual and be able to refer a person to the appropriate Local Authority Housing Service (**A2**).

During out-of-office hours, the Homeless Helpline Service will provide an equivalent to the initial contact and placement service available during offices hours (**B1**) and will ensure access into temporary accommodation for a person at risk of rough sleeping and rooflessness. This will require that the out-of-office-hours Homeless Helpline will be competent in undertaking this task and will use the bed management function established as part of the Centralised Placement Service (**B2**) to reserve and secure a bed in an appropriate form of temporary accommodation. In addition, the service will advise on and help establish the next day follow-up contact required between the person and the Local Authority Housing Service. The out-of-office hours Homeless Helpline will also work closely with night time Contact and Outreach Services (**A4**) and with out-of-hours social work services to prevent rough sleeping. It is envisaged that the Homeless Helpline will build on existing provision to become available on a 24-hour basis (see Section 9).

5.1.3 Initial contact and placement

Where the prevention of homelessness and diversion from access to temporary accommodation cannot be attained, the Local Authority Housing Service (**B1**) across the four Dublin local authorities will ensure that initial contact with a person at risk of, or experiencing homelessness can take place in dedicated venues across the city and county area. The criteria used to assess a person as homeless will be common to all Dublin's Local Authority Housing Services and will be established under the operational criteria for the common assessment of homelessness (see Appendix D).

5.1.4 Centralised Placement Service

The Local Authority Housing Service will operate a centralised placement service that will manage, coordinate and monitor access and take-up of all forms of temporary accommodation via a unified bed management system. This will help ensure the effectiveness of the service response and its capacity, and help maintain high levels of occupancy and residence in temporary accommodation. It will reduce one-night only stays across temporary accommodation to a minimum and will seek to

eliminate its occurrence where it identifies it. It will also help ensure accurate data on the frequency and extent of use of temporary accommodation.

Once initial contact and assessment of need is made resulting in a decision to make a same-day response, access to the appropriate temporary accommodation is coordinated by this centralised placement service in collaboration with the relevant service provider. This will ensure placement in the appropriate form of temporary accommodation is made at the outset (where possible). Where a person accesses temporary accommodation and is subsequently required to be referred between the different forms of temporary accommodation, the placement service is again the gatekeeper that coordinates all such movements within and between the forms of temporary accommodation.

5.1.5 Contact and Outreach Services

Under the *Pathway to Home* model, contact teams that deliver street outreach services are required to meet the spectrum of needs of person's and household's discovered as being at immediate risk of, or engaged in, rough sleeping and rooflessness day and night.

Contact and engagement with an outreach service can occur directly where a person is discovered sleeping rough by the contact team or the service is referred to a person's whereabouts via the Homeless Helpline (**A1**). Upon contact, this form of street outreach will be resourced to ensure either a same-day (or next-day) presentation to the Local Authority Housing Service (**A2**). During day and night time, the service will be able to undertake a initial contact assessment of need and placement into temporary accommodation via the Centralised Placement Service. In order to reduce the risk of a return to rough sleeping, this service will ensure a 'next-day' follow-up for a person rough sleeping who was placed in temporary accommodation.

During daytime hours, the service will deliver assertive street outreach working to meet the needs of known street populations at risk of regular or intermittent rough sleeping and who are not linking in with preventative services or temporary accommodation established under the *Pathway to Home* model.[23] In-reach working will also be required and where a person is at risk of becoming roofless and sleeping rough, referrals can originate from the Homeless Helpline or directly from a *Pathway to Home* model service provider, or a mainstream public service. It is also envisaged that contact and street outreach services will work collaboratively with and have an active and engaging presence on site within Day Service provision.

Recent changes in the composition of the population who sleep rough in Dublin demand that additional competencies around language and translation, as well as best practice working, are put in place and resourced. Importantly, there can be no 'threshold' applied to the client groups for whom this service operates. The service will be delivered based on competencies in assessing risks of rough sleeping and in making appropriate interventions, referrals to services and placement into temporary emergency accommodation that prevent rough sleeping and rooflessness.

The service will therefore be both demand and needs-led and is required to be mobile across the geographical area of Dublin city and county. This will require that the service can support the localisation

23   Reference examples i.e. mobile street needle exchange service.

of temporary emergency accommodation and the opening of new facilities and reconfiguration of existing services, subject to available resources or the reconfiguration of existing resources.

5.1.6 Temporary accommodation

The Local Authority Housing Service will ensure an appropriate quantity of temporary accommodation is available to meet the need across the Dublin city and county areas. It will do so as both a direct provider of temporary accommodation and as an enabler of voluntary service provision. The role of private emergency accommodation provision under the *Pathway to Home* model is to be phased out as a priority action and will occupy a residual role in the future (see Section 9 for more details).

As part of the reconfiguration of temporary emergency accommodation services under the *Pathway to Home* model, the building quality standards, size and specification of all forms of temporary emergency accommodation currently in use, are being established by the Local Authority Housing Service (see Section 8). Section 5.3 describes the role of temporary emergency accommodation in more detail.

5.1.7 Housing options and housing allocation

The Local Authority Housing Service in each of the four Dublin local authorities will deliver an allocation service for persons in housing need with homeless priority that works to deliver priority access to all available housing options that provide a secure and legal tenancy agreement.

Primarily, housing options will be sourced from within social and private rental options, but also where feasible, within affordable and shared ownership housing options. This will ensure quality housing is provided that is fully self-contained and that allows independent 'own-door' living. These housing options include:

— Local authority social rental.

— Approved housing body (housing association).

— Rental Accommodation Scheme (RAS).

— Social Welfare Allowance rent supplement (private rental).

— Social Housing Investment Programme (new DEHLG leasing arrangement).[24]

— Local authority affordable housing schemes and shared ownership housing.

— Local authority group housing schemes for the elderly (social rental).

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24   Detail of how this scheme is envisaged, is set out in Appendix E.

5.1.8 Housing and supports for persons exiting homelessness

The *Pathway to Home* model will include new mechanisms, which are aimed at increasing options relating to housing and support for people experiencing homelessness, who are progressing along a pathway to independent living. These schemes are being introduced by the Minister for Housing and Local Services (DEHLG) and will significantly address the evidenced need for both housing and supports to meet the Vision of the Homeless Agency Partnership.

The first scheme Support to Live Independently (SLÍ) will involve the housing authority utilising accommodation procured through the existing social housing leasing scheme or accommodation available to local authorities in the form of suitable affordable housing that is unsold or considered unlikely to sell in the current market. This scheme will be targeted to persons with low to medium needs and the necessary supports will be provided on a visiting basis to tenants in their new accommodation.

The second scheme involves the extension nationally of the pilot operation of a variant of the Rental Accommodation Scheme (RAS), which enables authorities to use RAS to accommodate homeless persons who are not in receipt of rent supplement. The initiative also provides for an element of low level support (consisting of visiting support only) to be provided for a limited period of time, where this is necessary to assist the homeless household to sustain a tenancy independently. This scheme is targeted towards persons with low or no support needs.

Additional detail in terms of how it is envisaged the scheme SLÍ will operate is outlined in Appendix E. It is noted that both these schemes are subject to final agreement by the DEHLG

5.2 The role of the Community Welfare Service

The Community Welfare Officers (CWOs) working within the Homeless Agency Partnership structures have developed specialist functions for socially excluded groups at risk of homelessness (e.g. ex-offenders, persons leaving care, destitute migrants and non EU nationals). In the context of the placement function being delivered by the Local Authority Housing Service, it is important that the welfare and income maintenance competency is maintained as part of the core functions of CWOs working within the *Pathway to Home* model's overall preventative function.

The key role played by CWOs in addressing income inadequacy as a risk factor that triggers homelessness is an important element of how their overall role can prevent episodic or repeat homelessness. The use of Emergency Needs Payments as rent deposits, the up-front payment of SWA rent allowance and use of adjustable SWA rent limits as per SWA Circular No 04/08 are critical in this regard.

The *Pathway to Home* model requires a close alignment and consolidation of functions between the HSE Community Welfare Service (CWS) and the Dublin local authorities in the prevention of the risk of homelessness becoming material and real and also in reducing the period of occupancy of temporary accommodation by persons experiencing crisis homelessness and rooflessness who predominantly need access to housing with support (as required).

To this end, it is envisaged the CWS operating as part of the Homeless Agency Partnership (known as the Homeless Person's Unit) will become reconfigured to deliver a local and flexible service that offers an immediate diversion from entry into temporary accommodation and towards adequate and accessible private rented housing for households at risk of homelessness (due to income inadequacy and loss of tenancy or equivalent).

A current example of this is the close working relationship between Dun Laoghaire Rathdown County Council (DLRCC) Housing Welfare Team and the Community Welfare Officers (CWO) of the Homeless Person's Unit (HPU) in the delivery of a local registration, referral, placement and advice service for individuals and families presenting as homelessness.

Another important preventative aspect of the CWS is the early intervention hospital and prison in-reach service currently provided into 10 prisons and three hospitals that provides a pre- and post-release service focused on the welfare, income and housing options of persons who were experiencing homelessness upon admission and committal and are at risk of homelessness upon release. The fact these functions are in place offers an opportunity to build-up a more enhanced service that is replicated across the Dublin city and county area as per the Homeless Agency Partnership emphasis on the localisation of services as laid down in *A Key to the Door.*[25]

Using inter-agency protocols currently being established under the Homeless Agency's Care and Case Management Strategy presents a further opportunity to enhance the preventative function of the CWS. Specifically, CWOs could begin to develop a key-working service that delivers a holistic assessment of needs for those households they successfully divert from temporary accommodation that helps adjudicate on and inform the type of housing support service a person or household may require to reduce the risk of future repeat episodes of homelessness.

This is an overall additional facet to the operation of the *Pathway to Home* model proposed by the ISG and not specifically based on any one recommendation made as a result of the work concluded in 2008.[26]

5.3 The role of Temporary Accommodation in the *Pathway to Home* model

Two forms of temporary accommodation will be established under the *Pathway to Home* model. The first will be referred to a Supported Temporary Accommodation (STA) (**B3**) and the second form is referred to simply as Temporary Emergency Accommodation (TEA) (**B4**). Residents of TEA will not be persons assessed as having multiple mental ill health, psychological or addiction issues or known to be at risk to themselves or others.

25 Core Action 5 of *A Key to the Door* refers to the agreement to localise 'mainstream and specialist homeless services.

26 Reference 3 priorities work in 2008.

5.3.1 Supported Temporary Accommodation (STA)

Supported Temporary Accommodation (STA) is a specialised form of accommodation for persons with needs requiring a specialised form of support. These include:

— Persons with so-called needs related to mental ill-health and drug and alcohol dependency.

— Persons (and dependents) fleeing domestic violence.

— Ex-offenders.

— Persons leaving institutional care.

— Young persons leaving care.

In this form of accommodation the key-working service will undertake the required Holistic Needs Assessment, ensure registration with the local authority and that the Assessment of Housing Need is completed and that preparation for move-on to the selected housing allocation is made. All residents will be allocated a project 'key-worker' for the duration of their stay to help link into the mainstream healthcare, welfare, education and training (etc) services as required.

In addition, Supported Temporary Accommodation will deliver programmes that address the training, education, life-skills and well-being requirements of their residents as required. For example, these could include addressing illiteracy and innumeracy issues, household budget management, food preparation, and diet and nutrition issues among others. In this way, issues related to (among other things) a person's lifestyle, health needs, income inadequacy and their relationship to the labour market are addressed in a way that positively impacts the cause and nature of their experience of homelessness.

However, this form of accommodation (STA) will require the provision of dedicated programmes of intervention for example, that can stabilise a person's drug and alcohol-related lifestyle, and address and ameliorate behaviour associated with addiction. Therefore a range of visiting mental health, addiction and Primary Care Teams will provide services and related programmes in-situ for persons resident in this form of accommodation. The period of residence is limited to six months prior to move on housing options and housing support becoming available and in place. Options on extending of this time-scale will only be possible due to exceptional circumstances as agreed with the Local Authority Housing Service.

5.3.2 Temporary Emergency Accommodation (TEA)

For a person assessed with a general accommodation need and low (if any) support needs the form of provision will be Temporary Emergency Accommodation (TEA). During their period of residence in TEA, the person's holistic assessment of need is completed as appropriate. The key-working service will ensure that where a person can be diverted into private rented accommodation within a short period of time that this is undertaken as a priority option in collaboration with the Local Authority

Housing Service and the Community Welfare Service. As in STA, the key-worker will also ensure that the person is registered with the local authority and that a full assessment of housing need is undertaken (where appropriate). The key-worker will also help establish and/or maintain links to the mainstream healthcare, welfare, education and training (etc) services as required.

Following on from this, and as soon as possible, the key-worker will begin a period of joint-working with the Local Authority Housing Service (to identify housing options, a housing provider and to confirm the housing allocation being made is suitable to assessed need) and also with the housing support service (in order to develop and confirm that the required housing support plan is in place (see Section 4.2). Residency in TEA is time-limited and progression towards an exit from homelessness must be achieved within a time limit of to six months, but preferably sooner.

5.4 The role of Housing Support Services

Housing support in the *Pathway to Home* model is a different, separate form of service to care provision and is a key component of the model that secures and maintains progress toward independent living for persons who experience homelessness. The significant distinction made here is that all *Pathway to Home* model services that provide 'assistance with' the doing of some required task can be considered a form of support, rather than services that are 'doing for' a person, which are considered as a form of care. There are obvious grey areas where a task can be regarded as both support and care depending on the actual practice used to deliver it. However, a useful example of a definition of housing support is provided by the Housing (Scotland) Act 2001, Section 91(8) as:

> 'Any service which provides support, assistance, advice or counselling to an individual with particular needs with a view to enabling that individual to occupy, or continue to occupy, as the persons sole or main residence, residential accommodation.'

Facets of what can be considered as housing-related support working are funded under current Homeless Agency Partnership arrangements (e.g. tenancy sustainment service, re/settlement service). However, a consolidated suite of services configured to both prevent homelessness and to support independent living needs to be instigated. This requires dedicated housing support teams operating to deliver the tasks agreed as comprising the housing support service.

There are three aspects to housing support in terms of delivery and practice under the *Pathway to Home* model. These are:

a.   The period the support is provided for (short, medium and long-term).

b.   The form of housing-related support provided.

c.   The specification of tasks/actions delivered as housing-related supports.

The Local Authority Housing Service will work collaboratively with the housing support team, key workers, case managers, and HSE staff in identifying the level and duration of supports required for persons assessed. It is also important that a person's support requirements are adjusted as needs change.

The period the support is provided for will be assessed by the housing support team in agreement with the accommodation provider, the key-working service and the person involved. It will to be set out in the individual's housing support plan and will be agreed and put in place prior to a person's move-on from temporary accommodation into housing.

Two forms of housing support will be available under the *Pathway to Home* model. The first form is visiting housing-related support services. These are person-centred supports delivered independently of the form of housing occupied at any one time by the person. There will be generic and specialist types of this support. The generic type may typically be visiting support required to enable an individual to occupy (or continue to occupy) their housing as their sole or main residence.

The specialist type may focus solely on crisis intervention work and will then float away. This will require that specialist knowledge, training and competency is established by housing support teams who will be capable of delivering higher intensity support. Secondly, there will be housing related support services provided on-site within a housing scheme.

The range of tasks regarded as housing-related support includes lower range housing-related services (such as assistance with security, or basic repairs) across a spectrum of tasks. It also includes actions towards higher range services (such as helping to develop a person's resilience and capacity through social networking) to more specialist services (focused on dealing with relationships, life-skills training, dispute resolution, benefits claims and appeals or debt counselling).

The following in Table 3. are examples of these tasks. It is not an exhaustive or final list of the type of housing support services that are envisaged under the *Pathway to Home* model.

5.4.1 Long-term supported housing for people with complex needs

It is acknowledged that for a smaller cohort of formerly homeless people who may not be able to live independently and who are presenting with complex and multiple health/social support needs, there will need to be intensive on-site healthcare and housing supports made available as appropriate. Further scoping and clarification is required in order to further identify the level and range of competencies required to ensure this provision is in place. In achieving this, specific reference must be paid to Priority Action 4.4 (long-term supported residential accommodation) of the National Homeless Strategy Implementation Plan (page 27).[27]

27   Priority Action 4.4 -Long-term supported residential accommodation is stated as follows:
'Ensure that an adequate supply of long-term supported residential accommodation will be available for formerly homeless people who are unable to live independently, which can embrace a range of different accommodation arrangements to cater for the range of needs arising' See page 27 and constituent/supporting measures.

The ongoing roll out of the Homeless Agency Partnerships Care and Case Management Strategy (i.e. Core Action 4 of *A Key to the Door*) and the university based accredited programmes will be an important underpinning in relation to the development of this area.

Table 3. Tasks and functions of the *Pathway to Home* model housing support service

General counselling and support:	befriending developing social networks advising on food preparation reminding and prompting (e.g take medication) non-specialist counselling ('life skills')
Assisting with:	linking in with mainstream services security maintaining safety arranging minor repairs and servicing arranging and attending meetings and appointments shopping and errands
Advice on (or Assistance with):	use of domestic appliances, personal budgeting and debt counselling dealing with relationships dealing with neighbour disputes dealing with benefit claims resettlement and moving
Arranging:	adaptations to cope with disability social events for residents of supported accommodation
Providing:	life skills training emergency alarm and call systems

6. A Guide to how the *Pathway to Home* model will work

6. A guide to how the *Pathway to Home* model will work

What follows is an illustrative guide to how the *Pathway to Home* model will work once the complete portfolio of homeless prevention services; temporary accommodation and services, housing options and housing support services are in place. It is not to be considered as a definitive step-by-step guide to the operation of each element of the *Pathway to Home* portfolio, nor does it seek to rehearse every possible homeless scenario that will present to *Pathway to Home* model service providers.

6.1 Prevention and temporary accommodation

The scenario:
A recently unemployed person has missed rent (or mortgage) payments due to income inadequacy and is now at risk of becoming homeless.

Step 1
During normal office hours, the person contacts the **Local Authority Homeless Helpline**, a 24-hour free-phone service that provides housing information, advice and on an out-of-office hours basis, initial contact and placement into temporary accommodation.

The following interventions are possible:

    a.   Information, advice and assistance is provided that activates a person's social network, confirms and secures alternative accommodation options for them and diverts them from entering temporary accommodation.

    b.   Information, advice and assistance is provided (by way of referral) activating Homeless Prevention Services that can act on behalf of the person to prevent the risk of homelessness becoming material and real and divert them from entering temporary accommodation.[28]

    c.   Where prevention and diversion is not applicable or feasible, referral is made to the Local Authority Housing Service to provide initial contact and placement (based on the operational criteria for the common assessment of homelessness in use across all Dublin local authorities) into temporary accommodation. An appointment is secured.

    d.   Where necessary and on the basis of available local coverage, referral is be made to the daytime Contact and Outreach service that provides a rapid response and undertakes an initial contact assessment and placement into temporary accommodation.

Step 1 (a)
Outside of office hours, the person contacts the **Local Authority Homeless Helpline**

Similar to the above (except for presentation to the Local Authority Housing Service), and where prevention and diversion is not applicable or feasible, the following additional intervention is possible:

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28 In relation to occupation of private rented dwellings, attention is drawn to the applicable regulations under the Residential Tenancies Act (2004), which provides for, as appropriate, safeguards in respect of the tenant. See www.prtb.ie for further detail.

Model 1.

24 hour free phone
Information, advice, referral

Mainstream services
Referral

Local authority office
Housing advice and information, initial assessment and referral

Contact & Outreach
Initial assessment and referral

Community Welfare Service
Welfare and income support for private rented accommodation

Exit from homelessness

Temporary Accommodation

Placement

e.   Referral is made to the out-of-office hours Contact and Outreach Service that undertakes an initial assessment of homelessness and placement in temporary accommodation via the central placement service bed management system.

Step 2

During normal office hours, the person presents to the Local Authority Housing Service having been referred by the Homeless Helpline.

The following interventions can occur:

f.   Where prevention and diversion is not applicable or feasible, an initial assessment of homelessness is conducted and placement made into temporary accommodation via the Centralised Placement Service that operates a bed management system for all temporary accommodation.

g.   Follow-on and follow-up to the Homeless Helpline information, advice and assistance is provided (that activates a person's social network, confirms and secures alternative accommodation options for them and diverts them from entering temporary accommodation).

h.   Follow-on and follow-up to the Homeless Helpline information, advice and assistance activating Homeless Prevention Services that can act on behalf of the person to prevent the risk of homelessness becoming real and divert them from entering temporary accommodation.

i.   A referral is made to the dedicated Community Welfare Service.

Step 3

The person is met by the **Contact and Outreach Service** having been referred by the Homeless Helpline (or having being contacted directly on the street)

j.   An initial assessment of the risk of a person being roofless or at risk of sleeping rough is undertaken, based on the short-list of criteria agreed under the operational criteria of common assessment of homelessness.

k.   Where diversion from homeless service cannot be attained, the person is placed into an appropriate form of temporary accommodation via the centralised placement service that operates a bed management system for all temporary accommodation.

Step 3 (a)

The person self-refers directly to Temporary Accommodation (on an out-of-office hours basis)

l.   The temporary accommodation provider will undertake an initial assessment of need (based on the common criteria in use) and will confirm placement into accommodation

with the Local Authority Housing Service's Central Placement Service. Follow-up assessment and placement will be undertaken in co-operation with the Local Authority Housing Service.

6.2 Housing and Temporary Accommodation

Step 4

Once resident in **Temporary Accommodation**, the person participates in the assessment process that leads to a housing allocation and housing support.

m. During the initial period of residency in either Supported Temporary Accommodation (STA) or Temporary Emergency Accommodation (TEA) the person is assigned a project worker who will begin a key-working process with them that seeks to complete the HNA and, as a result, begins linking in with mainstream welfare, healthcare, education services etc as required.

n. If, as the HNA is being completed, the key-worker has to arrange for a person to transfer from a TEA to STA, the **Local Authority Housing Service's Centralised Placement Service** (CPS) will be informed. The CPS manages and monitors all changes in residence amongst both forms of temporary accommodation.

o. The person resident in TEA will be assisted by the key-working service to present to the **Community Welfare Service**, where an assessment of income adequacy and general welfare is completed and where access to housing options in private rented accommodation are confirmed and (where possible) are attained.

p. Once registered with the local authority by the key-working service, an Assessment of Housing Need will be completed by the **Local Authority Housing Service** that confirms homeless priority, leads to an allocation process being established that identifies housing options and selects a housing provider.

q. The **Local Authority Housing Service** (or other designated housing provider) links in with the person and their key-worker and begins to determine and agree the form of housing options and allocation. The local authority is responsible for making an allocation of accommodation from across the spectrum of social housing options it has established, suited to the assessed needs of the person.

r. The **Housing Support Service's** local housing support team links in with the person and their key-worker to establish and agree the housing support needs identified by the assessment process, and to develop and agree the housing support plan as part of the person's move-on to housing. The key-working service supports the move-on of the person into their selected form of accommodation and ensures their transfer to the appropriate housing support team.

Summary:
If crisis homelessness and rooflessness cannot be prevented by the suite of preventative services established under the *Pathway to Home* model, then the path towards accessing temporary accommodation as set out in Model 1. on page 50 is instigated and confirmed.

6.3 Housing and Housing Supports

Step 5
The person exits homelessness by leaving temporary accommodation and moving into **Housing with Supports**

s. The person takes up residency in the allocated form of housing. The housing provider must ensure that the accommodation offered is suitable and appropriate to the person's identified and established need. No move-on is to be undertaken without this agreement being in place between all relevant parties. In the case where it is in a secure private rented tenancy as a result of the intervention of the CWS, the housing support service will be available to the person as required. On the occasion that the local authority is not the accommodation provider, but the enabler of provision, it must ensure an 'equality of outcome' for the person in terms of the appropriateness etc of the housing option offered, but also in terms of how the accommodation provider acts to ensure delivery of the housing support service to the person with the aforementioned allocation.

t. Depending on the type of accommodation provider and move-on housing option identified (i.e. mainstream housing with visiting support or specialised housing with on-site support), the housing support team delivers an agreed period of joint-working with the key-worker to ensure as seamless a transfer as possible between temporary accommodation and move-on housing.

u. The local housing support team delivers a visiting support service for an agreed duration to ensure settlement of the person into the community, links to mainstream social services, a reduction in risks to the security of the tenancy and works to minimise the risk of the tenancy failing.

v. Where the person resides in supported housing, the housing support service is delivered on site.

Model 2.

* There are two forms of Temporary Accommodation including Supported Temporary Accommodation and Temporary Accommodation.
** If required, the keyworker can take on a 'case manager' role. This is more likely in Supported Temporary Accommodation.

7. The extent of housing supply and housing support to meet the 2010 Vision of *A Key to the Door*

7. The extent of housing supply and housing support to meet the 2010 Vision of *A Key to the Door*

7.1 Context and background

A Key to the Door emphasises the central importance of appropriate housing, with supports as required, in eliminating long-term homelessness. Certain key assumptions were made in the action plan. These are:

— That revenue funding will be available for supported housing, meaning both specialist housing units and visiting support to people in regular housing.

— That mainstream services will make the necessary changes to their provision of services so that people experiencing homelessness are not excluded.

— That blockages to an adequate supply of long-term housing are addressed.[29]

Core Actions 7, 8 and 9 in *A Key to the Door* commit the Homeless Agency Partnership to maximising access to social rented housing (through the local authorities and housing associations), to private rented housing and to housing provided through the Rental Accommodation Scheme (RAS).[30] In addition, Core Action 10 commits the Partnership to:

— Evaluate and review existing models of long-term housing supports and seek appropriate revenue funding streams for the implementation of best practice in this area for people who have been homeless.[31]

The *Evaluation of Homeless Services 2008 Series* provided this review of long-term housing supports and produced an evidence base for the role of a Housing Support Service. Subsequent to the Homeless Agency Partnership's Submission to Government in December 2008, the Department of the Environment, Heritage and Local Government (DEHLG) has provided details of a new funding arrangement that will permit (on as cost neutral a basis as possible) funding channelled through the Homeless Agency to establish a housing support service and options relating to long-term housing options for people coming out of homelessness (see Section 5.1.7). This all provides the context for Action H1 from *A Key to the Door*. Under this action:

> "The Homeless Agency will conduct research into the number and type of housing units required in order to achieve the Vision by 2010 and move all people experiencing long-term homelessness into appropriate long-term housing with whatever supports they need to maintain their homes. A steering group involving the local authorities, health services and the voluntary sector will oversee this work. This research will be completed by the end of 2007, and will be submitted to the four Dublin local authorities for consideration as part of development of their Social and Affordable Housing Action Plans (2009–2012)."[32]

29 *A Key to the Door*, p. 29.
30 *A Key to the Door*, pp. 57-58.
31 *A Key to the Door*, p. 58.
32 *A Key to the Door*, p. 58.

There are four key tasks required to deliver this action:

a. Translating the number of households in homeless services (as identified from the most recent comprehensive survey, *Counted In, 2008*) into the number of housing units that are required.

b. Translating the demographic profile of households (singles versus families, number of children, age, etc.) into what appears to be the most appropriate housing in terms of size, type, location, etc. Again, *Counted In, 2008* provides this demographic detail.

c. Determining how many households will require visiting or on-site support. Aggregate data from the Holistic Needs Assessment and other sources of information allows an estimate of these needs to be made across the whole homeless population.[33]

d. Determining the extent to which households will require other mainstream and specialist health and social services (e.g. health, mental health, addiction, training, employment, etc) to address their needs and allow them to maintain their homes.

This is the first time such a combination of housing need and support need data is available to provide robust estimates of the need for housing and supports in order to plan the elimination of long-term homelessness in Dublin. The following is a summary of the findings of the Action H1 report.[34]

7.2 Number of housing units required for homeless people in Dublin

Counted In, 2008 is a 'census' survey of the whole population resident in homeless services. The survey found 2144 households in homeless services. It describes the demographic profile of people who were in homeless services in March 2008.[35] *Counted In, 2008* showed that there were 2144 households in homeless services (from rough sleeping and emergency accommodation, to transitional and long-term supported accommodation).

Not all of these households have 'homeless priority' for a social housing tenancy through one of the local authorities. This is because not all of them are eligible and not all of them have made a formal application or stayed in contact with the local authorities. A total of 1340 households were confirmed as having 'homeless priority' with one of the four Dublin local authorities as of March 2008. Others may be eligible, but had not applied or provided insufficient information for their eligibility to be determined.

33 For example: National Advisory Committee of Drugs (2005) *Drug Use Among the Homeless Population in Ireland*; University of Kent/Cardiff University/Salvation Army (2008) *The Seeds of Exclusion*; Dr Austin O'Carroll (2008) 'Health of the Homeless in Dublin' in *European Journal of Public Health*.

34 An electronic copy of the full Action H1 report is available from www.homelessagency.ie/Research-and-Policy/Publications.aspx

35 *Counted In, 2008 – A report of the extent of homelessness in Dublin* is available in electronic format from www.homelessagency.ie/Research-and-Policy/Publications.aspx

Overall, in order to achieve the Vision, the figure of 2144 provides a reasonable estimate of the number of housing units required to eliminate long-term homelessness by 2010.[36] It should be noted that in responding to this estimate, the full range of housing options will need to be accessed (e.g. social rented, leased, private rented, etc). Reference is also made to Section 7.8, which outlines an estimate of how housing provision can be realised in 2009.

In the context of the national target set out in *The Way Home* that "the occupation of emergency accommodation for longer than six months" will be eliminated by 2010, households in this category will be prioritised for housing and housing supports.[37] *Counted In, 2008* showed that 84% of adults in homeless services were there for more than six months (i.e. 1651 adults).[38]

7.3 The type of housing units required for homeless persons in Dublin: adopting the 'life cycle' approach

Current housing policy emphasises the importance of housing in the context of people's other needs, based on their stage in life:

> "The system of housing supports should be flexible enough to deal with the changing circumstances of the individual, while ensuring equitable treatment. The concept of a 'life cycle approach', where social services are tailored to meet needs as they change over a person's lifetime, is a key underpinning of the *Towards 2016* agreement. It is also an important influence in framing the proposed reforms to the system of housing supports set out in this document."[39]

Based on *Counted In, 2008*, it is estimated that the majority of people experiencing homelessness require one-bed housing (i.e. housing for a single person or couple who do not have child dependents or who are not likely to have access/custody of their child dependents). About 2 out of 10 households in homeless services require larger housing units to allow for child dependents (see Table 4.)

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36 It is important to bear in mind that the figure of 2144 is from a snapshot survey and does not take account of the people who entered homelessness after March 2008 or will enter homelessness in 2009 and 2010. At the same time, some people do make independent exits from homelessness and this also has to be factored in. Given the stability of the overall number of households in homeless services since 2005, the figure of 2144 provides a good estimate of the number of households who remain in homeless services, unless there is a sudden increase in the numbers of people becoming homeless in 2009 or 2010.

37 *The Way Home: A Strategy to Address Adult Homelessness in Ireland*, p. 7

38 *Counted In, 2008* p. 30.

39 *Delivering Homes, Sustaining Communities*, DEHLG p. 22.

Table 4. Size of Housing Units Required

Unit Type	% Households	# Households
1-bed units	82.2 %	1762
2-bed units	8.5 %	182
3-bed units	6.8 %	146
4-bed units (or larger)	2.5 %	54
Total	**100 %**	**2144**

Approximately 18% of homeless households in Dublin have child dependents, and will therefore need housing that takes account of this stage in life. The location of these housing units must take account of their resident's needs to access schools, play areas, crèches, local shops, local health centres/GP practices, pharmacies, etc in line with the typical day-to-day requirements of a family with children.

The housing for approximately 23% of households exiting homelessness needs to be planned on the basis that the people involved are reaching older age.[40] In some cases this may also manifest in a need for specialist housing for the elderly or residential/nursing home care. In mainstream housing, this may include future mobility issues, special requirements for fittings in the home (e.g. hand rails) as well as a requirement for close proximity to local shops and services, especially health centres/GP practices and pharmacies. Households may fit into more than one category.

Table 5. Lifecycle Approach Applied to Households in Homeless Services

Life Stage	% Households	# Households
Households with children	18%	382
Households with older adults	23%	484
Working age households	77%	1660[41]

The majority of households (77%) coming out of homelessness are of 'working age',[42] including most of the households with child dependents. With the exception of some cases where people are unable to work (e.g. due to disability) these households will have a requirement for opportunities to access education, training and employment – either in the near vicinity of their housing or via public transport.

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40 In the context of the experience of homelessness, the adults over the age of 50 should be considered in terms of older age. It is generally accepted that any prolonged experience of homelessness (especially rough sleeping) causes people to experience the physical health effects of older age at a younger chronological age than people who were never homeless.

41 The figure of 1660 working age households includes 352 of the households with child dependents.

42 Aged 18-49 in this case.

Figure 3. Type of Housing Support Required by Homeless Households

No Support required	17%
Visiting support (short-term)	26%
Visiting support (long-term)	26%
On-site support (day)	8%
On-site support (night cover)	11%
On-site support (24h waking)	10%
Nursing home or similar	2%

0%   10%   20%   30%
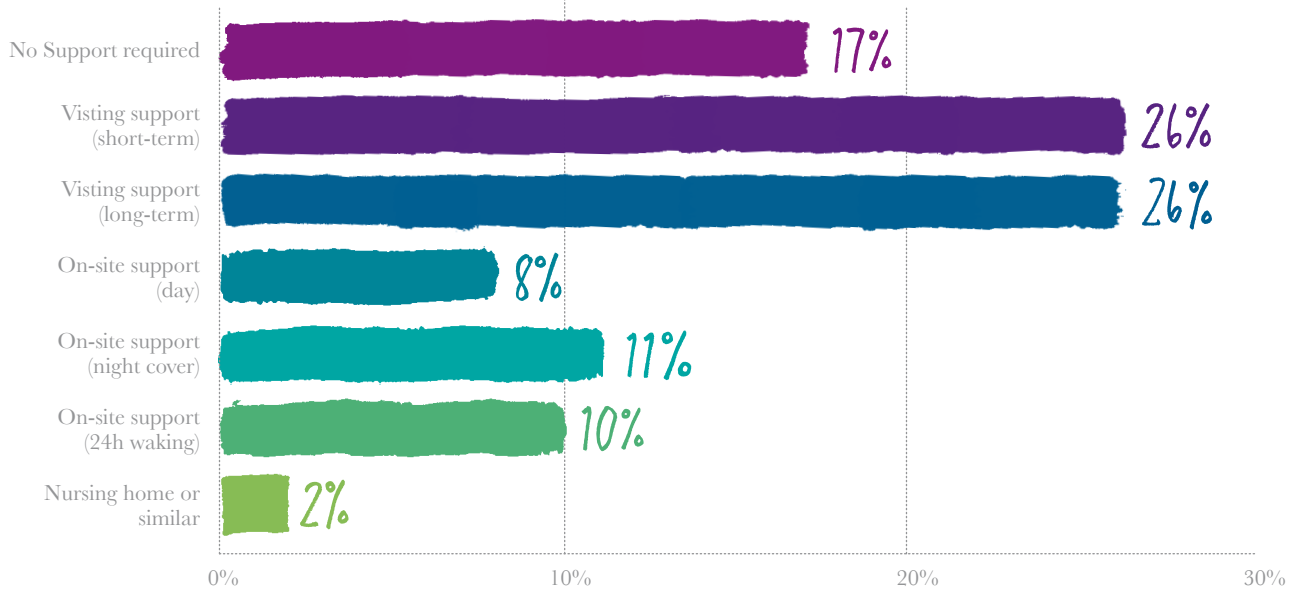
7.4 The need for housing support among homeless people in Dublin

The evidence from the *Evaluation of Homeless Services 2008 Series* provides the basis for estimating the need for different forms of Housing Support among those households currently in homeless services. The evaluators conducted a survey of service managers to approximate the housing support needs of 1531 households in homeless services, as well as their long-term housing needs.[43] Managers had recourse to Holistic Needs Assessments, where these had been carried out as well as to other knowledge that their services had about service users.

The above figure illustrates the estimated housing support requirements of households currently in homeless services, based on the *Evaluation of Homeless Services 2008 Series*.[44] The terminology used in the *Evaluation of Homeless Services 2008 Series* has been brought into line with the final, agreed terminology to be used in the *Pathway to Home* model – i.e. identifying housing support on the basis of 'visiting support' or 'on-site support'.

The Holistic Needs Assessment provides additional detail about the nature of the housing support required by households experiencing homelessness. Section 7.5 illustrates how many households reported that they needed assistance in one of more areas of independent living skills and also whether they required short-term or long-term support in relation to living independently. In addition, a

43 *Evaluation of Homeless Services 2008 Series*, pp. 61-63.

44 *Evaluation of Homeless Services 2008 Series 2008*, p. 63 reprinted in *Homeless Agency Partnership Submission to Government*, p. 13.

small number of households provided information about mobility issues and/or the need for personal assistance to wash, dress, etc. Section 7.6 provides information about how many households may have support/healthcare requirements in relation to mental health and/or substance dependency.[45]

Further analysis of data from the Holistic Needs Assessment and other sources was undertaken by the Homeless Agency in 2009.[46] This analysis confirms and reinforces the findings of the *Evaluation of Homeless Services 2008 Series* with respect to the Housing Support requirements of households currently in homeless services. The analysis combined data from *Counted In, 2008*, the Holistic Needs Assessment (HNA) and other sources of data – in particular around addiction and mental health.[47]

The equivalent of a third of adults in homeless services (n = 779) had completed a HNA as of March 2009, and their profile is a close match to the demographic profile of all service users, as shown by *Counted In, 2008*. As such, the HNA data is a representative sample of the needs of all service users, with the caveat that the information on certain domains needs to be supplemented by additional research (i.e. addiction and mental health, as these areas are prone to under-reporting in the HNA).[48]

7.5 Households' need for assistance with independent living skills

The *Evaluation of Homeless Services 2008 Series* estimated that just over 8 out of 10 (83%) of households in homeless services require some level of Housing Support (ranging from short-term visiting support to 24-hour on-site support, as shown in Figure 3. It is equally important to note that many households will be capable of living independently without any need for Housing Support. The *Evaluation of Homeless Services 2008 Series* estimated that 17% of households would not require any support in order to live independently in mainstream housing.[49]

The subsequent analysis of the Holistic Needs Assessment data provides further insight into the nature of Housing Support that is required. It showed that an estimated *minimum* of 71% of households will require assistance with a range of independent living skills (e.g. dealing with bills, neighbourhood disputes, linking in with local services, etc.) In most cases, the HNA analysis confirmed that this is a short-term need, however nearly a fifth of households (19%) were confirmed as requiring long-term assistance to live independently.

Table 6. Households Requiring Assistance with Independent Living Skills

Housing Support	% Households (HNA)	# Households (CI08)
Requires short-term assistance with independent living	52%	1117
Requires long-term assistance with independent living	19%	408

45 Addressing these needs is not the direct purpose of the Housing Support Service in most cases, but it illustrates the context in which housing support teams will operate as a bridge between households and the mainstream support/care services that they require in order to live independently.

46 As part of Action H1 from *A Key to the Door*, p. 58.

47 The full H1 report is available from www.homelessagency.ie

48 See the full H1 report for details of the data and methods being used.

49 *Evaluation of Homeless Services 2008 Series*, p. 63 reprinted in *Homeless Agency Partnership Submission to Government*, p. 13.

In addition, a small number of households have long-term mobility issues (2.2%), a need for personal assistance to wash, dress, etc (0.9%) or both (0.6%). This accounts for an estimated 47 households with mobility issues, 19 households needing personal assistance and 13 households with both needs. In a third of these cases (an estimated 28 households), this may indicate the need for a nursing home or similar residential care for an older person (aged 50+). For the remaining cases (estimated at 51 households), this may indicate the need for an appropriate housing unit (e.g. ground floor, handrails, level access, etc.) and/or a requirement for on-site staff to offer personal assistance.

7.6 The need for additional healthcare and related support services for homeless people in Dublin

In terms of healthcare, it is important to recognise that mental health, alcohol dependency/misuse and/or drug dependency/misuse are issues affecting many people in homeless services.

In line with the forthcoming national substance misuse strategy, it is coherent to view alcohol and drug misuse as part of the same phenomenon of 'substance misuse'.[50] It is also often difficult to separate the issues of mental health and addiction, and some households may need support from both mental health services and specialist addiction services.

The Holistic Needs Assessment asks whether a person has a mental health diagnosis and it also asks whether a person is currently misusing/dependent on alcohol and/or drugs. It must be recalled that the HNA data represents self-reported disclosure of a person's needs and not final diagnosis (especially of health, mental health and addiction issues). As such, it provides a minimum estimate of support needs for planning purposes, but individual households will still require more in-depth assessment on a case-by-case basis when it comes to move-on to housing and arranging the persons 'housing support' and 'care packages' that they will need to sustain their tenancies. The systematic reporting of outcomes for service users and the reporting of what housing support and/or care packages were developed to sustain their tenancies will reinforce the HNA data over time.

A concern raised by the Action H1 Reference Group was that the HNA data on mental health, alcohol misuse and drug misuse seemed to significantly under-report the prevalence of these issue. In order to address this concern, the HNA data was weighted by reference to other sources of data, in order to provide a more realistic estimate of the prevalence of these issues.[51] The HNA data shows that 24% of people disclosed a mental health diagnosis, 13% disclosed current misuse/dependency of alcohol and 9% disclosed current misuse/dependency of drugs. However, previous studies, notably the National Advisory Committee on Drugs (NACD) report on drug use among people in homeless services – found significantly higher levels of substance

50 Press Release 31/03/09 http://www.pobail.ie/en/PressReleases/htmltext,9777,en.html

51 Other sources of data included NACD/National Advisory Committee on Drugs (2005) *Drug Use Among the Homeless Population in Ireland*, University of Kent/Cardiff University/Salvation Army (2008) *The Seeds of Exclusion*, and Austin O'Carroll and Fiona O'Reilly (2008) 'Health of the homeless in Dublin: has anything changed in the context of Ireland's economic boom?' in *European Journal of Public Health*. Vol 18, No 5, pp. 448-453.

misuse and dependency.[52]

In terms of an overlap between mental health, alcohol misuse/dependency and/or drug misuse/dependency, the HNA data indicates that 39% of all adults were affected by at least one of the three issues. The other studies suggest a higher level of overlap between the different areas of support need, which is consistent with their reporting of higher overall incidences of each area of need.

Based on the above information, it was agreed by the Action H1 Reference Group that:

— There is a requirement to continue research in this area, but the current data is sufficient to permit a robust estimate of the level of need across the areas of mental health and/or substance misuse.

— A ranged estimate should be made, to allow for the limitations of the currently available data.

— It is more robust, at this stage, to give a combined estimate to illustrate the prevalence of both mental health issues and/or substance misuse, given the limitations of the data.

Based on the above, it is estimated that between 50% and 70% of households in homeless services have some mental health and/or addiction support need. These needs are known to range across a spectrum of low to high, with many people capable of living independently once their needs have been formally assessed and treatment made available to them.

While mental health and addiction are attributable to the experience of homelessness, we must be careful to ensure that these attributes do not create and perpetuate negative stereotypes that can act as a barrier to housing. It is the fact that most people with mental health and/or addiction problems in Ireland are already housed and the international evidence clearly indicates that stability in a person's housing situation greatly assists his/her ability to benefit from mental health and/or substance misuse interventions.

7.7 Planning the delivery of housing and housing supports

In order to achieve the Homeless Agency Partnership Vision of eliminating long-term homelessness by 2010, it is necessary to plan how hundreds of households can be moved out of homelessness into housing over a relatively short period of time. We need to begin by dividing up the geographical area of Dublin city and county into appropriately sized units.

In this case, each of Dublin's local authorities has established several local 'housing areas' that are used to co-ordinate social housing and streamline applications for allocations (see Appendix F). The housing areas provide us with an appropriate scale not only to plan social housing, but also to plan the

52 For example, the NACD report found that 59% of adults in homeless services were currently using illicit drugs (with cannabis having he highest prevalence followed by heroin and cocaine) and 51% of adults were engaged in 'harmful/hazardous drinking'. These findings are corroborated by the Seeds of Exclusion research and the work by Austin O'Carroll and Fiona O'Reilly – although these reports focus on particular samples of people in homeless services.

procurement of other forms of housing (e.g. private rented, leased, etc) for households moving out of homelessness.

We need to develop and maintain good intelligence and a knowledge base on these local housing areas so we can help ensure that households in temporary emergency accommodation as well as those exiting homelessness are housed in areas where they can avail of local services according to their needs for care and support, as well as access to local services (i.e. as identified through the 'life cycle approach' in Section 7.3).

Planning on this basis will also help simplify the process of aligning the geographical location of housing for people exiting homelessness with the catchment areas of mainstream public social services (especially the diverse range of HSE areas). This is required to avoid a situation where too many people with high support needs are moved into one area, as this could potentially overwhelm local services' capacity to provide supports or even create 'ghetto' areas.

In this context, it is important to recall that much of the new building stock across Dublin has been developed in new neighbourhoods and outlying areas, in stark contrast to the over-concentration of homeless services in the city centre.[53] As such, the movement of households from homeless services into housing also fits with the Homeless Agency's commitment to localisation; that is, the provision of homeless services and housing support services across Dublin where there is need.

7.7.1 Social services and healthcare services catchment areas

Social services and healthcare services are delivered on the basis of catchment areas. Different services (e.g. health, addiction, education, employment) operate on the basis of different catchment areas. As such, it will be important to clearly identify what service catchment areas align with the local authority Housing Areas in order to co-ordinate the movement of hundreds of households out of homelessness.

For example, under the HSE Primary Care Strategy, all services delivered by the HSE should be accessed through the Primary Care Teams (see map in Appendix G). These areas will be the primary route into the full range of HSE services, where the Primary Care Team is fully functional. Where Primary Care Teams are not yet operational, the pre-existing catchment areas of services (e.g. mental health and addiction) will be used.

A concern exists that some service catchment areas have a lack of capacity to address the needs of people coming out of homelessness. This partially explains the build up of specialist homeless services, especially in the city centre. There is a clear need to ensure that local areas have the resources to deal with the needs of people coming out of homelessness from the first day of their tenancy, as part of the planning to ensure their move to housing is sustainable.

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53   *Counted In, 2008* showed that 70% of households in homeless services are currently located in postcode areas D1, D2, D7 and D8.

7.8 Housing procurement

The housing stock required is available from a wide range of sources, including local authority social housing completions and acquisitions, housing association social housing completions and acquisitions, private rented housing, and housing available under Part 5 of the Planning and Development Act. In addition, housing that can now be obtained via the open market through the Social Housing Investment Programme (new leasing arrangements) and the Rental Accommodation Scheme (variant) as set out in Section 5.1.8.

Much of the housing that might be available under the new Support to Live Independently scheme is likely to be in newly developed areas. As there is believed to be a substantial over-supply of vacant building stock in the Dublin housing market, there are opportunities for a procurement team to source a sufficient number of appropriately located units to ensure more people can be moved out of homelessness successfully.

At the same time, it is vital that housing procured is located in areas that have established local public social services, so that households can access the care and support they need. A housing procurement strategy for person's exiting homelessness is required in order to source appropriately located housing from the private market.

7.9 The housing procurement target required for an exit from homelessness

On the basis of all sources of housing being maximised, the ISG estimates that 1000 households could be moved out of homelessness in 2009. This estimate is illustrated in Table 7.

The local authority/housing association target is based on the current capacity of this source of housing to provide tenancies for households existing homelessness.

Notably, in relation to the initial target for housing units to be procured under the new arrangements established by the Minister for Housing and Local Services, the Minister announced that a "ring-fenced proportion of homeless funding will be set aside for the provision of long-term accommodation/supports" and this will involve "Support to Live Independently scheme to provide long-term housing, with support, for people leaving homelessness – a target of 300 homes to be provided in 2009."[54]

The ISG is confident this target can be met in 2009 under the actions of this Implementation Plan.

Table 7. Homeless Agency Partnership Housing Targets in 2009

Source of Housing	% Households	# Households
Local authority and housing association social housing	30%	300
Tenancies given to half of households in current transitional accommodation	19%	190
Tenancies given to half of households in current long-term supported accommodation	16%	160
New mainstream accommodation initiative for homeless people[55]	30%	300
Households assisted into other housing or residential/nursing home care	5%	50
Total	**100%**	**1000**

Figures are rounded to the nearest 10

The above table does not include access to housing via the private rented sector or the Rental Accommodation Scheme (RAS). In line with Core Actions 7 and 8 in *A Key to the Door*, the Homeless Agency Partnership will continue to seek to maximise housing from these sources, in addition to the above targets.[56]

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55 Announced by Minister Michael Finneran on 20th April 2009.

56 *A Key to the Door* pp. 57-58.

8. Future options for the building stock in current use for housing and homeless services

8. Future options for the building stock in current use for housing and homeless services

8.1.Background and context

Arising from the commitment in the Homeless Agency Partnership's 2008 Submission to Government to reconfigure homeless services and establish a *Pathway to Home* model of homeless and housing support services, an audit was undertaken of the capacity, configuration and condition of the building stock in current use for housing and homeless services. The findings of this audit are presented here and will be relied on to assist the Homeless Agency Partnership to begin to reconfigure homeless service provision and temporary emergency accommodation into more appropriate built environs that can become places of change and homes for people experiencing homelessness.

The process of information gathering commenced in January 2009, consisting firstly of a paper exercise whereby both statutory and voluntary service providers were requested to complete an initial form and secondly, a physical site survey of the buildings themselves. The initial form collated information regarding the current functional use of buildings, the ownership, leasing arrangements, planning applications, adherence to fire safety regulations, noting as well other factors that could affect potential reconfiguration. As a result, a list of properties was compiled and from this, a number of buildings were short-listed to be surveyed by an architect, focusing primarily on the institutional buildings.

Given the tight timeframe, Dublin City Council commissioned an external architect to conduct site surveys in order to provide an initial appraisal of building stock. This resulted in an "as seen" description of the condition, spatial configuration, capacity of accommodation, ancillary facilities along with drawings depicting the layout of the building and grounds. In addition, the architect reported on fire safety issues and commented on physical features that could impact on reconfiguration. Site surveys were conducted throughout mid February to mid March 2009.

The audit concentrated mainly on buildings owned by statutory agencies and voluntary service providers along with a separate but parallel audit process carried out by Dublin City Council for private emergency accommodation used in the four Dublin local authority areas.

A summary report on the audit was presented to the Implementation Steering Group on 20th March in respect of determining and categorising accommodation under the *Pathway to Home* model and a second phase of the audit is planned to take place post the development of the model. This second phase will involve more detailed inspections and surveys of buildings selected as suitable for reconfiguration but requiring renovations to align it with building regulations and with its functional use under the *Pathway to Home* model. Phase Two will specifically examine the level of material resources required and associated costs for potential renovations and maintenance of the building.

8.2 The stock of buildings in current use and their future potential role in the *Pathway to Home* model

In responding to the *Evaluation of Homeless Services 2008 Series,* which recommended that an audit of all emergency and transitional accommodation take place in addition to reviewing relevant aspects of

Health and Safety,[57] the Homeless Agency in partnership with Dublin City Council took a lead role on behalf of the Implementation Steering Group to ensure a comprehensive audit was carried out. The specific purpose underpinning the audit was to facilitate the reconfiguration of current provision into a homeless and housing pathway model of provision to meet the 2010 Vision.

It is crucial to note that the primary emphasis behind carrying out an analysis of current building stock in use is to assist the partnership in identifying the 'potential' for reconfiguration into a *Pathway to Home* model of provision. It is acknowledged and respected that there needs to be sensitivity to the fact that current buildings are in direct ownership of a variety of voluntary and statutory organisations and used for purposes which reflect requirements as presently understood. Any change in current use will require extensive consultation and agreement with providers in terms of change of use.

8.2.1 Determinants in categorising the building stock in current use

The Implementation Steering Group established and agreed a range of factors that helped determine how the building stock in current use could be categorised and therefore reconfigured. The following are considered key factors that shaped this understanding:

— Differentiation of service users resident in hostels – i.e. composition of the household (families with children of varying ages/gender, couples, single sex accommodation or integrated accommodation).

— Specialisation of programme activities within the hostel.

– life skills.
– high/medium/low risk categories as assessed by HNA.
– addiction (wet hostel, dry hostel, consumption rooms, harm reduction etc).
– detox/step down.
– intermediary/respite care facilities including medical clinic rooms, pharmacy.
– consultation rooms.
– crèche, play rooms/areas.
– ancillary accommodation/office space/utility rooms.

— Minimum building standards.

– single or double rooms - minimum room size.
– minimum number of shared bathrooms, toilets, showers.
– en suite rooms – facilities (wash basin/toilet/shower/bath).
– separate or communal cooking facilities or canteen style.
– self contained units – no. of units and minimum floor space.
– recreation rooms.
– laundry.

— Access and Security.

  – front door with own key access.
  – 24 hr access to building, security gate.
  – 24 hr or day/night waking staff.
  – on site porter, security, caretaker.
  – nurses station.
  – disability access, lift.
  – secure reception/lobby area.

— Ownership of the Building.

  – Statutory owned.
  – Third party (Voluntary Service Providers, housing association, private landlord etc).

Outline specifications were then agreed by the Implementation Steering Group for the different types of temporary accommodation and housing (mainstream specialised with on-site housing support) that will be established under the *Pathway to Home* model. This allowed for a spectrum of specifications to be agreed that help ensure the desired flexibility to use or adapt buildings as necessary is available. The following matrix of specification was developed as a result.

Figure 4. Building specification for Temporary Emergency Accommodation in *Pathway to Home* model

Proposed specification	Temporary emergency accommodation	Supported Temporary accommodation	Housing with on-site support
Accommodation			
Single/Double Room	✓		
Single/Double Room en suite	✓	✓	✓
Self contained (singles/couples)	✓	✓	✓
Self contained (families)	✓	✓	✓
Communal facilities			
WC/showers/bathrooms	✓		
Kitchen	✓	✓	✓
Canteen (meals provided)	(✓)	✓	✓
Dining room	✓	✓	✓
Recreation room	✓	✓	✓
Laundry	✓	✓	✓
Ancillary facilities			
Consultation room	✓	✓	✓
Training/meeting room		✓	
Medical/clinic room		✓	✓
Nurses station		✓	✓
Creche/play areas	✓	✓	
Office/administration	✓	✓	✓
Staff accommodation (sleepover or 24hrs)		✓	✓
Access and security			
Mobility access/lift	✓	✓	✓
Secure lobby/reception area		✓	✓

(✓) Depending on individual cooking facilities

8.2.2 Categorising the building stock in current use

The following categories for the building stock in use were agreed

Category One:
Buildings that can be converted into housing with or without visiting supports

Category Two:
A) Buildings that can be reconfigured as housing with on-site supports

B) Buildings that can be reconfigured either as housing with on-site support or aligned to *Pathway to Home* model.

Category Three:
Buildings that require renovations in order to align with *Pathway to Home* model.

Category Four:
Buildings that are fit for purpose and can be reconfigured under the *Pathway to Home* model.

Category Five:
A) Buildings that are not fit for purpose in current condition but have potential to be aligned to *Pathway to Home* model.
B) Buildings that are not fit for purpose in current condition or have no potential to be aligned to *Pathway to Home* model.

Other:
Buildings suitable for other non-homeless provision i.e. residential care home, domestic violence refuges etc.

Of the 52 sites architecturally surveyed, the Implementation Steering Group categorised the buildings as per Table 8. It is worth pointing out, that there were a number of buildings that the Implementation Steering Group categorised potentially as either housing or as the *Pathway to Home* model accommodation. For the purposes of this report, these buildings have been grouped into the housing category, given the strategic priority in *A Key to the Door* to provide as much housing with supports as possible to people experiencing homelessness. It should be noted that some of this housing can take the form of residential supported housing.

Table 8. Proposed categorisation of building stock under *Pathway to Home* model

Category 1	Building can be reconfigured as housing with or without visiting supports	19
Category 2A	Building can be reconfigured as housing with on-site supports	2
Category 2B	Building can be reconfigured either as housing with on-site supports or under the *Pathway to Home* model	4
Category 3	Building requires renovations to align with *Pathway to Home* model	10
Category 4	Building can be reconfigured and aligned under *Pathway to Home* model	9
Category 5A	Building is not fit for purpose in current condition but has potential to be aligned to *Pathway to Home* model	3
Category 5B	Building is not fit for purpose or has no potential to be aligned to *Pathway to Home* model	3
Other	Building is suitable for other non-homeless provision i.e. residential care home	2

8.3 Profiling the building stock in current use: emergency accommodation, transitional and long-term supported accommodation

Based on the information collected from providers, 135 sites are used to accommodate and house people experiencing homelessness.[58] Buildings ranged from institutional type buildings operating as homeless hostels and shelters to individual houses. For the site survey, fifty-two sites were short-listed focusing on those buildings that were mainly institutional or within a development complex.

It is worth noting a number of services in the *Evaluation of Emergency Accommodation Services* by Brooke and Courtney 2007 were identified as working from buildings that were in poor physical conditions. These were not included in the site survey as plans are currently underway to source alternative buildings and relocate residents to more appropriate forms of accommodation. Likewise, new buildings erected in the last number of years that are purpose-built homeless facilities were not included in the list for a site survey given that architectural drawings can be sourced from provider. Buildings in both these groups have been considered and included in the analysis of the overall building stock in Dublin.

The short-list list does not represent all the homeless accommodation across the four Dublin local authority areas since there are a number of accommodation providers that are not within the Homeless Agency Partnership structures nor do these providers receive known state funding. Thus the Homeless Agency is unable to include these buildings as part of this audit. It is proposed that future planning for homeless services should take into account this category of homeless service providers.

Key findings

— 47% of buildings are currently used as temporary homeless accommodation.

— 41% of buildings are currently used long-term to accommodate people requiring supports.

— 12% of buildings are currently not in a condition fit for use.

— Emergency accommodation tended to be provided in institutional buildings and resembled hostel bedrooms or dormitory style beds.

— Transitional services were delivered in various structures, some being in institutional buildings, converted convents or in regular housing.

— Long-term supported housing tended to be provided in regular housing with a few services being delivered in small development complexes where support staff were based on-site.

58 'Site' refers to single buildings or multiple buildings located in housing estates owned/managed by the local authority, homeless service provider or an approved housing body.

Table 9. Current use of building stock

Current Use of Building	Of all Building Stock	Of the Buildings Surveyed
Emergency (including night only hostels)	21	16
Transitional	35	17
Long-term supported	55	13
Detox/Rehab/Aftercare	8	3
Other[59]	16	3

8.3.1 General location of building stock across Dublin

Sites reviewed in the audit were distributed across the four Dublin local authority areas. The majority of these buildings are located within the boundaries of Dublin City Council's five functional areas.

Table 10. Distribution of building stock

Local Authority Area	Of all Building Stock	Of the Buildings Surveyed
DCC Central	31 sites	22 sites
DCC North Central	23 sites	8 sites
DCC North West	13 sites	2 sites
DCC South Central	28 sites	12 sites
DCC South East	14 sites	7 sites
Dun Laoghaire Rathdown	7 sites	1 site
Fingal	4 sites	None
South Dublin	15 sites	None

8.3.2 Ownership of building stock between statutory and voluntary providers

The ownership of buildings was as varied as the type of buildings. A significant proportion of buildings, 60%, were owned by a combination of voluntary providers or by approved housing bodies. 24% of buildings were owned by one of the four Dublin local authorities. It is important to also note that 13%, of buildings accounted for were leased from private owners, either to a local authority or voluntary service provider on an annual or long-term basis.

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59 'Other' accounts for domestic violence refuges, vacant buildings in need of major renovation and accommodation for specific categories of persons e.g. Defence Forces.

Table 11. Buildings owned by local authority, voluntary provider, approved housing body or private landlord

Ownership Detail	Of all Building Stock	Of the Buildings Surveyed
Dublin City Council	25	20
Dun Laoghaire Rathdown	3	0
Fingal	3	1
South Dublin	1	0
Voluntary Provider or Approved Housing Body	81	27
Private Landlord	18	4
Unknown	4	0

8.4 Assessing the future role of the building stock currently in use

8.4.1 Reconfiguration of use

Table 12. Proposed reconfiguration of the buildings stock in current use

Building Category	Buildings Surveyed	Buildings Not Surveyed	Total Building Stock
1. Housing	19	66	85
2A. Housing with on-site support	2	0	2
2B. Housing with on-site support or *Pathway to Home* model	4	0	4
3. Renovations required before reconfiguration	10	0	10
4. Suitable for reconfiguration	9	3	12
5A. Unsuitable: Not fit-for-purpose but has potential use	3	1	4
5B. Unsuitable: Not fit-for-purpose or unsuitable for *Pathway to Home* model	3	12	15
Other. Non homeless provision	2	1	3

— A total of 68% of current building stock can be converted into independent housing with or without supports including on-site services.

— A total of 19% of current building stock can be reconfigured under the *Pathway to Home* model.

— A total of 2% of current building stock requires further consideration as to whether these should remain funded under homelessness as opposed to a different funding stream.

— The remaining 11% of current building stock is not appropriate for use as homeless accommodation under the *Pathway to Home* model.

Figure 5. Illustration of proposed reconfiguration of all building stock

64% — 1. Housing (with or without visiting support)

11% — 5B. Unsuitable: Not fit-for-purpose or unsuitable for *Pathway to Home* model

9% — 4. Suitable for reconfiguration

7% — 3. Renovations required for reconfiguration

4% — 2A & 2B. Housing with on-site support for *Pathway to Home* model

3% — 5A. Unsuitable: Not fit-for-purpose but has potential use

2% — Other. Non homeless provision
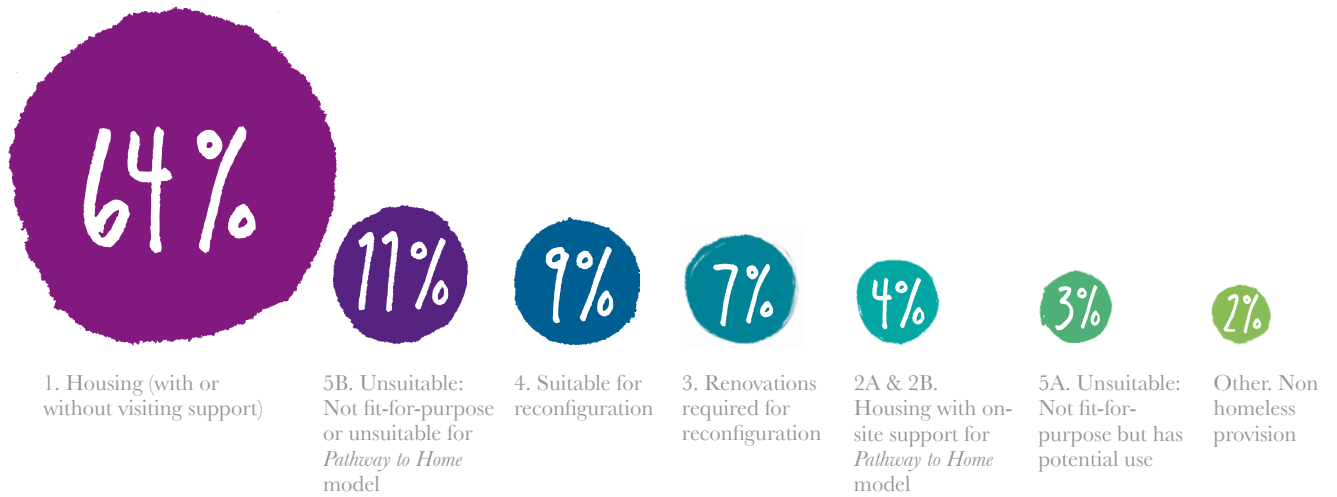
8.4.2. General distribution for reconfiguration of use

Based on the categorisation of buildings, the table below shows the general distribution of geographical locations (broken down into local authority areas) where the potentially reconfigured buildings can be found. It must be noted more buildings need to be acquired in Dun Laoghaire Rathdown, Fingal and South Dublin areas as part of the localisation of homeless services.

Table 13. Local authority areas for proposed categorisation of buildings surveyed and building not surveyed (in green)

Category of Building / Local Authority Area	1		2		3		4		5A		5B		Other	
Central	6	6	1	0	5	0	6	0	2	0	1	3	3	0
North Central	4	12	0	0	0	0	2	0	0	0	0	2	2	1
North West	1	11	0	0	0	0	1	0	0	0	0	0	0	0
South Central	4	13	1	0	4	0	2	1	1	1	0	1	0	0
South East	4	4	0	0	1	0	1	0	0	0	1	3	0	0
Dun Laoghaire	0	5	0	0	0	0	0	1	0	0	1	0	0	0
Fingal	0	2	0	0	0	0	0	0	0	0	0	2	0	0
South Dublin	0	14	0	0	0	0	0	0	0	0	0	1	0	0

8.5 Audit of Private Emergency Accommodation

Dublin City Council undertook a separate and parallel audit process for private emergency accommodation within the Dublin city and county areas in order to assess and identify properties suitable for long-term occupancy through a formal tenancy agreement. Thirty-four properties were selected for the audit and inspected by Dublin City Council's Environmental Health Unit using the criteria and standards set out for the Rental Accommodation Scheme.

It was found that 19 out of the 34 properties are suitable for reconfiguration into long-term independent housing with minor refurbishment and redevelopment to upgrade buildings. The 19 properties comprise a potential of 161 units, ranging from 1-bed units to 5-bed houses.

8.6 Matching the capacity of buildings surveyed to the estimate of housing need for homeless people in Dublin (Action H1)

Information was also obtained through the site surveys on the bed and unit capacity for the current buildings in use, indicating the quantity of rooms, self-contained apartments and houses (single or multiple beds) for each site. This allows for an initial comparison to be made against the estimate of housing need (Action H1, *A Key to the Door*).

Table 14. Type of housing units required for homeless persons in Dublin, Action H1

	1-Bed	2-Bed	3-Bed	4-Bed or larger	Total
Estimate of Housing Need (Action H1 and Counted In)	1762	182	146	54	2144

Table 15. Type of units in current building stock used as homeless accommodation

	Rooms (Singles/Doubles)	Studio Apt	1-Bed	2-Bed	3-Bed	4-Bed or larger	Total
Capacity of Buildings Surveyed	686	237	132	44	37	2	452*
Private Emergency Stock	-	46	64	44	4	3	161
Total of Known Building Stock	-	283	196	88	41	5	613
Capacity of Buildings not Surveyed	Further exercise to be carried out by the Homeless Agency.						

* Note: Number excludes single and double rooms since they are not required in the estimates of housing units.

The audit and site surveys have concluded that the majority of buildings currently used are in reasonable condition meeting the criteria and specifications for homeless accommodation and housing under the *Pathway to Home* model.

Currently within the homeless system, nearly 68% of building stock is deemed suitable to be converted into independent housing with on-site or visiting housing supports. This is particularly so for stock whose current functional use is as a "transitional service" or "long-term supported accommodation" (especially as these buildings are already divided into self-contained units/apartments or indeed are individual houses).

The audit also revealed that of the institutional buildings surveyed, there are up to 23 sites that can be readily reconfigured into temporary emergency accommodation given they already have the desired units, spatial layout and facilities on site. The Homeless Agency will work closely with service providers to develop and agree plans for the development of these sties.

Of the 15 buildings assessed as being unsuitable for use under the *Pathway to Home* model, some are institutional buildings leased from private landlords. Under the *Pathway to Home* model the future use of these privately owned buildings will be minimal and residual and many will be returned back to their owners. Households currently residing in these buildings will be relocated into appropriate accommodation under the *Pathway to Home* model or into independent housing with or without supports.

There are also some buildings that are used as dormitory style accommodation. These buildings comprise several storeys and in addition to dormitory rooms, have private bedrooms on other floors of the building. Under the *Pathway to Home* model the use of dormitory beds will be phased out. However, these spaces could be retained as contingency beds under future cold weather initiatives. The Homeless Agency and statutory funders will work with the relevant service provider to agree plans and protocols for type of service provision.

Lastly, the audit confirmed there were a very small number of buildings in poor conditions that should not continue to be used as homeless accommodation. There are existing plans and action underway to source alternative accommodation and relocate residents for these buildings.

The results of this audit process indicate that there is a sufficient bank of existing building stock that has the potential to be retained, adapted and reconfigured under the new *Pathway to Home* model. The following steps will require agreement in order to proceed with the planned *Pathway to Home* model reconfiguration of homeless services:

— Development of move-on options for persons residing in buildings not chosen to be reconfigured for use under the *Pathway to Home* model.

— Development of an agreed process between the Homeless Agency, funders, statutory and relevant voluntary service providers in respect of agreeing and implementing the proposed reconfiguration of their buildings to align with the *Pathway to Home* model of homeless services.

— Development of an agreed process between the Homeless Agency, funders, statutory and voluntary service providers in respect of agreeing and implementing the proposed reconfiguration of building into independent housing with or without supports. This will involve agreement between organisations on a standardised licensing and tenancy agreement for residents.

— In order to quantify the work and costs required to bring buildings into use under the *Pathway to Home* model, all buildings categorised as requiring renovation (Category Three) should undergo a more comprehensive and detailed inspection as part of a second phase of the audit process.

— An additional exercise that is required, is to undertake an analysis of the building and unit capacity of the stock in use not included in the site survey. As part of future planning, cognisance should also be taken in relation to homeless accommodation and services in Dublin that does not fall within the Homeless Agency Partnership structures.

— In order to secure these premises for long-term occupation and residence under a formal tenancy agreement for occupants, Dublin City Council should commence an immediate process of negotiation with landlords of the 19 identified premises in use as private emergency accommodation that are considered suitable for use under the *Pathway to Home* model.

9. Actions agreed in response to the Homeless Agency Partnership Submission to Government (2008)

9. Actions agreed in response to the Homeless Agency Partnership Submission to Government (2008)

Based on the *Pathway to Home* model and its portfolio as detailed in Sections 4 and 5, the Implementation Steering Group has developed the following categorisation for all the recommendations set out in the 2008 Submission to Government and the actions proposed to realise and implement change under them. They are as follows:

— Housing and housing support services under the *Pathway to Home* model.

— Reconfiguration of services under the *Pathway to Home* model.

— Funding under the *Pathway to Home* model.

— Healthcare services.

— Information management.

— Best practice.

Under these categories, some recommendations are grouped together as they are interrelated and the ISG has provided a combined response where this is the case. The ISG also addresses individual recommendations with specific actions and timelines.

Housing and Housing Support Services under the *Pathway to Home* model

Recommendations from the Evaluations:

Recommendation 1

A special RAS scheme should be developed that will enable access to housing for people experiencing homelessness. It is envisaged that the scheme will involve registered housing associations entering into leases with owners of currently vacant properties. The housing associations will then let the dwellings to homeless households and be responsible for day-to-day housing management. If the tenants are in need of additional support this will be provided by a Housing Support Team.

Recommendation 3

Housing support should be formally acknowledged as a housing service that is an integral element of effective mainstream housing provision for previously homeless people and others whose tenancy may be at risk without such support.

Recommendation 4

Existing teams providing housing support (e.g. community settlement, settlement tenancy sustainment, transitional and other existing housing supports) should be merged into a small number of Housing Support Teams organised on an area basis, providing all housing support within a defined geographical area. These teams will be responsible for providing all short-term and long-term housing support services to tenants in their area that need it. This will include new tenants (local authority, housing association or private rented), existing tenants experiencing difficulties and those needing long-term support. Where housing associations currently have in place their own effective housing support services, then it may be appropriate for them to have the option of continuing with that arrangement.

Recommendations from the Review of Finance and Expenditure:

Recommendation 1

Significantly increase the availability of adequate, accessible and affordable housing with related support services (as required) and ramp up access to same for all households experiencing homelessness in Dublin by:

— Introducing a new variant of the established Rental Accommodation Scheme (RAS) that delivers access to housing for homeless households.

— Ensure an adequate capital funding stream particularly to meet the needs of those requiring residential housing supports to meet the 2010 Vision.

— Funding and delivering a range of specified supports (as required) to the population resident in this housing.

— Reconfiguring current housing and accommodation resources to better fit the needs of the current population experiencing homelessness in Dublin.

Recommendations from *Counted In, 2008:*

Recommended Action 1

Subject to the necessary resources being made available, the four Dublin local authorities have agreed to use the full range of available housing options to assist as many households as possible into the appropriate housing. Housing options include private rented housing, the Rental Accommodation Scheme and housing associate social housing, in additional to local authority social housing.

Recommended Action 2

The four Dublin local authorities have agreed to assess all cases from *Counted In 2008* as a matter of urgency in order to determine their eligibility for housing support.

Proposed Actions from the ISG on Housing and Housing Support Service	Lead Role
1. The *Pathway to Home* model will secure access to housing via allocations from among the following housing options:	DEHLG, Local Authorities, Homeless Agency, HSE, Voluntary Providers
— **The Social Housing Investment Programme (new leasing arrangement).** — **Extending the Rental Accommodation Scheme (RAS) to increase supply to homeless persons.** — **The continued use of social housing provision as per the target allocations set out in *A Key to the Door*.** — **Enhanced role of Community Welfare Officers to support access to Private Rented housing via SWA rent supplement.** — **Future reconfiguration of buildings in current use.**	
2. The Housing Support Service (i.e. visiting or on site) shall be delivered by dedicated Housing Support Teams that will be established under a new commissioning framework.	
3. Subject to negotiation and agreement, current Housing Support Services will maintain their role and current resource allocation for an agreed period subject to the following:	
— **The new DEHLG Support to Live Independently scheme being established and a formal procurement process entered into with regards to these arrangements.** — **Follow up with all Housing Support Providers in relation to assessment of need of all current service users resident in current provision.** — **Follow up to audit of all premises and reconfiguration of provision into the agreed classification of housing options as set out in the *Pathway to Home* model.**	
4. Housing Support Teams will be delivered via the established local authority shared services model and will be organised on the basis of local authority housing areas in order to support the localisation of the *Pathway to Home* model portfolio.	
5. Housing support will be established for the purpose of both prevention and for those exiting homelessness. However, resource allocation will be prioritised on the basis of assisting those currently in occupation of homeless funded accommodation.	Timeline Q2 2009 – Q4 2010

Recommendations from the Evaluations:

Recommendation 5

Local authorities should review their waiting list systems to enable a movement of households from supported housing into social housing.

Proposed Actions from the ISG on Housing and Housing Support Service	Lead Role
6. Assessment of residents in occupation of current supported housing, that do not have tenancies, by all current providers will be undertaken in order to facilitate the local authorities in prioritising allocations to those with homeless priority into social housing.	Local Authority, Homeless and Housing Providers and HSE
7. Local authorities will continue to offer social housing allocations for persons in housing need with homeless priority as per the allocation targets agreed in *A Key to the Door*, that is:	
DCC – 1 in 3 new allocations and 1 in 5 single person units **DLR – 10 %** **FCC – Continue to meet the needs of homeless households** **SDCC – 10%**	Timeline Q2 2009 – Q1 2010

Recommendations from the Evaluations:

Recommendation 14

Transitional support should be provided in long-term housing by Housing Support Teams rather than in transitional housing services as they are currently configured.

Proposed Actions from the ISG on Housing and Housing Support Service	Lead Role
8. Current transitional programme support will be delivered under the Housing Support Service set out in the *Pathway to Home* model. This will include investment in housing management capacity and best practice among established transitional housing providers to support their reconfiguration under the *Pathway to Home* model.	Homeless Agency, HSE, Local Authorities, Probation Service and Voluntary Providers
9. New arrangements in respect of the Housing Support Service should take cognisance of the need to have both generic and specialist visiting support teams (e.g. in the case of domestic violence, people with a history of sex offending, young people leaving institutional care, children and families, etc).	
10. The Probation Service should consider their current funded transitional programmes in consultation with those providers and in partnership with the Homeless Agency, HSE and local authorities.	
11. The Probation Service will consider and develop a plan in relation to the residential and housing needs of those whom are high risk of repeat offending through the MAG Steering Group and in partnership with the Homeless Agency, HSE and local authorities.	Timeline Q2 2009 – Q4 2010

Recommendations from the Evaluations:

Recommendation 25

A new defined funding scheme for all short-term and long-term housing support services should be established.

Proposed Actions from the ISG on Housing and Housing Support Service	Lead Role
12. The DEHLG has confirmed their intention to ring-fence a proportion of their existing budget allocation for the purpose of ensuring housing supports as appropriate, the detail of which will be developed in accordance with the proposed new arrangements regarding housing and support.	DEHLG, Homeless Agency, Local Authorities
	Timeline
	Q2 – Q3 2009

Recommendations from Evaluations:

Recommendation 2

A working group should be established to determine the most effective course of action that will ensure effective implementation of SWA Circular No. 04/08. Membership of the working group should include representatives from the Department of Social and Family Affairs, the Health Service Executive, Superintendent Community Welfare Officers and the Homeless Agency, together with representatives of other agencies that may be able to assist.

Proposed Actions from the ISG on Housing and Housing Support Service	Lead Role
13. The HSE will lead a working group with the key constituents as outlined as above and develop comprehensive guidelines in more effective implementation of Circular No. 04/08 for dissemination to mainstream CWO's, the proposed specialist CWO service and all homeless services. The guidelines should contain contextual information relating to the new *Pathway to Home* model.	DEHLG, DOHC and HSE
	Timeline
	Q1– Q4 2009

Recommendations from the Evaluations:

Recommendation 15

Dublin City Council should, as a matter of urgency, fulfil its responsibilities for the operation of private emergency accommodation including establishing an effective accommodation management system that will ensure the most efficient use of private emergency accommodation. Dublin City Council should carry out an audit of all private emergency accommodation to appraise its suitability and standards for its purpose and to provide a baseline assessment of the number of units and beds for the calculation of capitation payments to owners.

Proposed Actions from the ISG on Housing and Housing Support Service	Lead Role
14. Dublin City Council has reviewed all arrangements with respect to the operation of Private Emergency Accommodation and has carried out an audit of premises with a view to determining their potential future use a *Pathway to Home* model housing option established under through the new Support to Live Independently scheme and/or RAS arrangements.	Local Authorities
15. Under the *Pathway to Home* model, the use of private emergency accommodation in its current form is to be scaled down and made residual, thereby releasing resources that will be ring-fenced for the purpose of investing in the delivery of the Housing Support Service.	
16. The four Dublin local authorities will agree the future management of all aspects of *Pathway to Home* model emergency accommodation (including existing private emergency accommodation) subject to an agreed handover period with Dublin City Council.	Timeline Q2 2009 – Q1 2010

Recommendations from the Evaluations:

Recommendation 17

The four Dublin local authorities should agree common policies and procedures for determining the criteria used to assess when a household with a history of anti-social behaviour will be eligible for re-housing, and what assistance will be provided to help them to address the issues that contributed to their anti-social behaviour.

Recommendations from *Counted In, 2008:*

Action 3

The four Dublin local authorities have agreed to develop a common operational definition of homelessness under the Housing Act 1988. The Centre for Housing Research is preparing a position paper on this issue for the Homeless Agency Partnership.

Proposed Actions from the ISG on Housing and Housing Support Service	Lead Role
17. An operational criteria for the common assessment of homelessness has been developed which proposes a case management model in order to assess and support people with a history of anti-social behaviour.	Local Authorities, HSE, Voluntary Providers, Centre for Housing Research
18. This is subject to implementation and a commitment to ongoing review by the four Dublin Local Authorities whom have committed to establishing a review group with Housing Practitioners and with the support of the Centre for Housing Research.	
19. (a) In terms of the ongoing development of the operational criteria for common assessment of homelessness, consultation with the relevant statutory services and voluntary providers will be undertaken (in particular the HSE and the Voluntary Network)	
19. (b) Further clarification and guidance, in the first instance, is required from the DJELR in relation to entitlement and eligibility to Housing and Supports for non Irish Nationals.	Timeline Q2 – Q4 2009

Recommendations from the Evaluations:

Recommendation 18

In order to ensure the most efficient and effective use of existing premises, the Homeless Agency should ensure that an audit of all emergency accommodation and transitional housing premises should be carried out with a view to assessing their suitability for alternative uses and potential for reclassification.

Proposed Actions from the ISG on Housing and Housing Support Service	Lead Role
20. Stage one of the audit of buildings in current use as temporary accommodation and housing has been completed (see Section 8 for details). Stage two of this process will be undertaken as services and buildings in use are reconfigured under the *Pathway to Home* model. **Any reconfiguration of building stock provision will involve consultation with service providers and will ensure that an appropriate level of long-term housing for people with complex and high support need are aligned to priority action 4.4 of the Homeless Strategy National Implementation Plan (*The Way Home*).**	Homeless Agency, Local Authorities, HSE, Probation Service, Voluntary Providers
Allocations into housing with support for those presenting with complex needs will involve consultation and collaboration between the Local Authority, the HSE, the Probation Service and voluntary providers	Timeline Q1 – Q4 2010

Recommendations from the Evaluations:

Recommendation 21

Homeless services should explore the continuing development of befriending and mentoring schemes for formerly homeless people, with the support from the Homeless Agency.

Proposed Actions from the ISG on Housing and Housing Support Service	Lead Role
21.The Homeless Agency and Volunteer Centres of Ireland in partnership with existing providers with volunteering schemes in place, will develop a plan to set up schemes for mentoring and befriending.	Homeless Agency, Voluntary Providers, Volunteer Centres of Ireland
22. A special focus and emphasis will be to establish a network of befriending opportunities, which will work alongside the housing support teams.	Timeline Q2 2009 – Q4 2010

Reconfiguration of services under the *Pathway to Home* model

Recommendations from the Evaluations:

Recommendation 8

Each of the four Dublin local authorities should ensure the provision of comprehensive homeless services that will include the following tasks:

— Assessing whether or not applicant households are homeless.

— Advising and assisting with preventative action of appropriate.

— Carrying out a basic assessment of the needs of applicant households using the initial contact sheet that is being developed by the Homeless Agency.

— Referring applicant households to emergency accommodation if required.

— Entering applicant's households' details on the LINK system.

— Referring applicant households to a local Community Welfare Officer if appropriate.

Where local authority homeless services already exist, they should be developed to include the above tasks.

Proposed Actions from the ISG on the Reconfiguration of Services	Lead Role
23. As part of a shared services model, the four Dublin local authorities will become responsible for the assessment and placement function in relation to homelessness as outlined in the *Pathway to Home* model.	HSE, DSFA and the Dublin Local Authorities
24. Dublin City Council will assume full operational responsibility for the Centralised Placement Service (to include the management and operation of an agreed bed management system) and the operation of the Homeless Helpline.	
25. In line with action 23 and 24, the current HPU/CWO function will no longer carry the placement responsibility. An enhanced role for HPU CWO's will be developed specifically to work alongside the Local Authority Housing Service and current HSE funding to the HPU should be ring fenced in order to facilitate same.	
Dublin City Council will lead a process of negotiation and consultation in terms of the implementation of actions 23, 24 and 25, which will include the Dublin Local Authorities, the HSE and the Department of Social and Family Affairs (DSFA).	
A plan will be developed by all the above stakeholders, which will entail specific detail which should include a) the transfer of the placement function to the Local Authority, b) how the proposed enhanced role of HPU CWO's will be made operational (i.e. at local level) and in line with the *Pathway to Home* model.	Timeline Q2 – Q4 2009

Recommendations from the Evaluations:

Recommendation 9

The existing free phone and placement service should be developed into a 24 hour Homeless helpline service with the following primary functions:

— Provision of information on homelessness to people who are homeless or threatened with homelessness, the public, professionals (e.g. hospital social workers, Garda and voluntary service staff).

— Operation of a placement service to all emergency accommodation (voluntary service hostels, statutory hostels, private emergency accommodation and its successors) for homeless people themselves and on behalf of the Contact Team, local authorities and others. In order to realise this recommendation, consultation will occur between the key stakeholders namely the four local authorities and the Health Service Executive.

Proposed Actions from the ISG on the Reconfiguration of Services	Lead Role
26. The existing free phone will be replaced by the Homeless Helpline and will be delivered using a shared services model on behalf of the four Dublin local authorities by Dublin City Council.	Local Authorities
27. The Homeless Helpline will operate on a 24-hour basis subject to review after six months of operation.	
28. All service providers will use the bed management and referral system as per the *Pathway to Home* model.	Timeline Q2 – Q4 2009

Recommendations from the Evaluations:

Recommendation 10

The existing street outreach teams and the Dublin City Council Nightbus that operate in the Dublin City Council area should be replaced with one Contact Team.

Proposed Actions from the ISG on the Reconfiguration of Services	Lead Role
29. There will be one Contact and Outreach Service covering the Dublin areas and operating to the functions specified in the *Pathway to Home* model. The service will be responsible for arranging transport where appropriate.	Homeless Agency, Local Authorities, Voluntary Providers
30. The Homeless Agency, the four Dublin local authorities and the HSE will commence negotiation with service providers, in terms of agreeing the amalgamation of existing outreach teams into a unitary service.	
31. Via an existing voluntary provider, Fingal, South Dublin and Dun Laoghaire-Rathdown Local Authority areas will be allocated a half-time post for the purpose of contact and assessment as per the *Pathway to Home* model specification from existing resources. This will assist in the effort to localise service provision.	Timeline Q2 – Q4 2009

Recommendations from the Evaluations:

Recommendation 11

All people who become homeless for the first time or who are repeat homeless should have a basic assessment carried out using the Initial Contact Form, being developed by the Homeless Agency, and their details should be entered on the LINK system as soon as it is practicable.

Proposed Actions from the ISG on the Reconfiguration of Services	Lead Role
32. An Initial Contact Form has been developed and will be used by the four Dublin Local Authority Housing Services. This includes the free phone function where initial assessment maybe required in the case.	Local Authorities Voluntary Providers
33. Contact and Outreach Service will also be required to use the Initial Contact Form and in some circumstances the Holistic Needs Assessment as appropriate.	Timeline Q1 - Q3 2009

Recommendations from the Evaluations:

Recommendation 12

Emergency services should be configured to ensure that there is adequate provision both for people who have complex higher levels of need including chaotic drug and alcohol users and people who require a higher threshold' drug free environment. These services should incorporate an assessment component and the emphasis should be on moving those who are capable into temporary or permanent housing as soon as possible. At least one existing accommodation service should be adapted as a high support service for people with particularly complex needs (often behavioural) who are not currently ready or able for housing.

Proposed Actions from the ISG on the Reconfiguration of Services	Lead Role
34. Two forms of temporary accommodation will be established under the *Pathway to Home* model, namely Supported Temporary Accommodation (STA) and Temporary Emergency Accommodation (TEA).	HSE, Local Authorities, Voluntary Providers, FAS, CDVEC's
35. The Holistic Needs Assessment will be used by all temporary accommodation providers as appropriate.	
36. In the context of the reconfiguration of service provision, the HSE will work to ensure in-reach provision of GP's, Primary Care Teams, Mental Health and Addiction Services to all Supported Temporary Accommodation. This can be achieved in line with the principle that all homeless persons can access mainstream local health services.	
37. FÁS will promote and ensure awareness raising in terms of training and employment options in all Supported Temporary Accommodation.	
38. CDVEC's will, subject to resources, provide in-reach educational and life skill development in all Supported Temporary Accommodation.	Timeline Q2 – Q4 2009

Recommendations from the Evaluations:

Recommendation 13

All emergency accommodation services should operate a key worker system and should allow services users to remain resident in the service until appropriate move on housing has been identified, subject to compliance with the rules of the accommodation. This should be a condition of funding.

Proposed Actions from the ISG on the Reconfiguration of Services	Lead Role
39. All temporary accommodation providers will deliver a person-centred key working approach to service users as per the Homeless Agency Partnership's Care and Case Management Strategy.	HSE, Local Authorities and Voluntary Providers
40. All *Pathway to Home* model service providers will ensure that their key workers and case managers will have the requisite competence to carry out their function, participate in the care and case management roll out and can participate in the university based accredited educational components being developed in 2009.	
41. Participation in the above will be a condition of the revised SLA.	Timeline Q2 2009 – Q4 2010

Recommendations from the Evaluations:

Recommendation 16

Dublin City Council should review the level of charges paid by private emergency accommodation residents and put in place an effective system for collection of these charges.

Proposed Actions from the ISG on the Reconfiguration of Services	Lead Role
42. A review has been completed by Dublin City Council and a more enhanced system has been developed and will be implemented.	Dublin City Council
43. Charges will be recouped through a more effective collection method.	
44. Effort and focus will now be placed on reconfiguring private emergency accommodation in use leading to its becoming a residual element of the *Pathway to Home* model portfolio.	Timeline Q2 2009 – Q1 2010

Recommendations from the Review of Finance and Expenditure:

Recommendation 4

The Homeless Agency Partnership needs to prioritise the localisation of mainstream and specialist homeless services in Dublin city and county. Resources currently invested in homeless service provision that are released due to reconfiguration are ring-fenced and retained for re-investment in homeless services and housing support (as required) to maintain capacity to deliver sought-after outcomes throughout the transition period and thereafter.

Proposed Actions from the ISG on the Reconfiguration of Services	Lead Role
45 (a) The four Dublin Local Authorities and the HSE will ensure the ring-fencing of existing funding is established in order to facilitate the reconfiguration of services under the *Pathway to Home* model, especially towards ensuring the localisation of services.	Local Authorities, HSE and Homeless Agency
45 (b) The HSE will ensure that a proportion of its existing homeless funding will be ringfenced in order to provide:	
— That specialist health care packages are provided for those requiring same to enable them sustain mainstream housing. **— That specialist care settings can be provided for homeless people with particular needs such as acquired brain injury.**	
46. Special attention will be paid to ensuring adequate emergency service provision in Local Authorities outside of the Dublin City Council area which will include (from existing resources):	
— Immediate setting up of an Temporary Accommodation in South Dublin. **— Establishing a Contact and Outreach service half-time post in Dun Laoghaire Rathdown, Fingal and South Dublin.**	Timeline Q1 2009 – Q4 2010

Recommendations from the Evaluations:

Recommendation 6

We [the evaluation team] strongly endorse Strategic Aim One: Preventing Homelessness that is contained in the current government policy on homelessness, *The Way Home: A Strategy to Address Adult Homelessness in Ireland 2008 – 2103* and urge that it is implemented in full without delay.

Proposed Actions from the ISG on the Reconfiguration of Services Actions	Lead Role
47. In addition to the role of mainstream services preventing homelessness as set out in national policy *The Way Home*, the *Pathway to Home* model will maintain, develop and resource prevention services subject to overall service reconfiguration and resources being available.	Local Authority, DSFA, HSE, Irish Prisons Service, Probation Service and Day Services
48.The role of Day Services will be clearly defined under the *Pathway to Home* model and will be resourced on the basis of offering targeted services in relation to the prevention of homelessness	
49 As part of the Housing Support Service, early intervention Housing Support Teams focusing on prevention will be developed and resourced, subject to reconfiguration and available resources.	
50. An enhanced role for current HPU CWOs will be developed specifically to work alongside Local Authority Housing Services and in relation to prevention work at both committal and pre-release stages with the Irish Prison Service.	Timeline Q2 2009 – Q4 2010

Recommendations from the Review of Finance and Expenditure:

Recommendation 3

A formal transition period be agreed (by the Homeless Agency Partnership) wherein the reconfiguration of homeless services required to support a service delivery model that is focused on moving a homeless person out of homelessness into long-term housing within six months, on a local area basis is undertaken and resourced.

Proposed Actions from the ISG on the Reconfiguration of Services	Lead Role
51. The transition period for the establishment of the *Pathway to Home* model will prioritise the: **— Removal of continued reliance on private emergency accommodation.** **— Procurement of housing and establishment of the Housing Support Service.**	Homeless Agency Partnership
52. All future housing related supports will be delivered under a new commissioning framework to be agreed by the Board of the Homeless Agency Partnership.	
53. Current providers of existing housing support arrangements will continue to receive current allocations (subject to agreement with DEHLG) for an agreed transition period.	Timeline Q2 2009 – Q4 210

Recommendations from *Counted In, 2008:*

Action 4

The Homeless Agency will carry out a smaller-scale repeat study of the number of people using homeless services in 2009 and 2010. The study will include the verification of persons/households using homeless services and will compare that with those given homeless priority by the local authorities.

Proposed Actions from the ISG on the Reconfiguration of Services	Lead Role
54. A small scale repeat survey will be undertaken in 2009 and 2010.	Homeless Agency, Statutory Agencies and Voluntary Providers
	Timeline
	Q4 2009 – Q4 2010

Funding under the *Pathway to Home* Model

Recommendations from the Review of Finance and Expenditure:

Recommendation 2

The Department of the Environment, Heritage and Local Government (DEHLG) must expedite the changes required to current funding mechanisms so as to provide the necessary revenue funding to local authorities to enable them to fund, on an annual basis, provision of all the non-healthcare costs of homeless services required to deliver the range and type of housing supports that progress a person's journey along the pathway out of homelessness.

Recommendations from the Evaluations:

Recommendation 26

The national housing strategy for people with a disability should incorporate a dedicated funding stream for the revenue costs of the provision of supported housing for people whose non housing needs are such that they are unable to sustain a tenancy in mainstream housing.

Proposed Actions from the ISG on Funding	Lead Role
55. In order to realise this recommendation, consultation will occur between the DEHLG, the Department of Health and Children (DoHC), the Health Service Executive and the four Dublin Local Authorities	DEHLG, DoHC, HSE and Local Authorities
56. A National Steering Group on Disability has been established under the aegis of the DEHLG. This issue will be referred to the steering group for consideration.	Homeless Agency, HSE and Local Authorities
	Timeline
	Q1 – Q4 2009

Recommendations from the Evaluations:

Recommendation 24

Consideration should be given to transferring current expenditure by the HSE on non-health care staff working in homeless services, such as project manager/leaders, assistant project leaders and project key workers to the DEHLG by means of a vote transfer if it can be demonstrated that this leads to an improvement in the delivery of homeless services. The HSE should continue to fund the salaries of health care staff in homeless services. The aim of this would be to ensure that one department, the DEHLG has responsibility for both capital and revenue funding of temporary homeless

accommodation and supported housing. In order to realise this recommendation, consultation will occur between the DEHLG, Department of Health and Children, the Health Services Executive and the four Dublin local authorities.

Proposed Actions from the ISG on Funding	Lead Role
57. Exploration and consultation has commenced with the relevant stakeholders.	DEHLG, DoHC and HSE
58. The DEHLG High Level Liaison Group will work so as to identify the most appropriate response to this area.	Timeline
	Q1 – Q4 2009

Recommendations from the *Review of Finance and Expenditure:*

Recommendation 8

It is recommended that a newly revised, expanded and more specified Dublin Service Level Agreement (SLA) be developed in consultation with service providers and funders, and in line with the revised version of *Putting People First.*

Proposed Actions from the ISG on Funding	Lead Role
59. A revised SLA template has been developed in line with *The Way Home* (see appendix C). Further clarification and negotiation is required with the HSE in respect of its SLA's, which have been developed for implementation across all HSE funded projects.	Homeless Agency, HSE, Local Authorities and other Statutory Agencies
	Timeline
	Q2 2009 – Q3 2009

Recommendations from the *Review of Finance and Expenditure*:

Recommendation 9

Building on the work concluded for the value for money review, it is recommended that a more detailed analysis of current unit cost be conducted.

Recommendation 10

A new unit costing system and quality framework method should be developed for implementation across the homeless sector in Dublin city and county.

Recommendation 11

Voluntary service providers should actively pursue changes to share back office resources that aim to reduce duplicated expenditure on administrative and overhead costs and save money.

Proposed Actions from the ISG on Funding	Lead Role
60. Based on further detailed analysis of cost variations a formal unit costing method and system will be developed for all forms of temporary accommodation, housing and services established as part of the *Pathway to Home* model portfolio. As part of this, the Homeless Agency and statutory funders will work with service providers to facilitate the sharing of back office resources.	Homeless Agency, HSE, Local Authorities and other Statutory Agencies
61. The development of a performance management system with identified and agreed inputs, outputs and outcomes as part of a revised SLA process. This will be based on the agreed outcomes and measurement process as developed under the *Pathway to Home* model of Homeless and Housing Support (Finance and Information Management)	Timeline Q2 2009 – Q2 2010

Recommendations from the Review of Finance and Expenditure:

Recommendation 5

Increased investment is required to roll out the Homeless Agency Partnership's Care and Case Management Strategy as a priority across the homeless sector in Dublin.

Proposed Actions from the ISG on Funding	Lead Role
62. The roll out and resourcing (within current allocation) of the Care and Case Management Strategy will be preserved in terms of prioritizing funding (from current resources) for the newly established accredited university based educational programme for key workers, case managers and supervisors. This is critical also in terms of achieving the necessary up-skilling of professionals working in the sector (both statutory and voluntary) as well as being an important feature of the change management process for staff roles, which may change in light of reconfiguration.	Homeless Agency, Dublin City University, Statutory Agencies and Voluntary Providers
	Timeline Q1 2009 – Q4 2010

Healthcare Services

Recommendations from the Evaluations:

Recommendation 7

The HSE should ensure that the actions set out in Strategic Aim One: Preventing Homelessness in *The Way Home: A Strategy to Address Adult Homelessness In Ireland 2008 – 2013,* that aim to reduce the risk of homelessness among patients being discharged from acute hospitals should be fully implemented as a matter of urgency.

Proposed Actions from the ISG on Healthcare	Lead Role
63. The HSE has recently issued a "Code of Practice for Integrated Discharge Planning". The HSE will ensure that in its implementation the needs of homeless people are adequately addressed.	HSE
64. To complement the above document the HSE has also separately developed protocols for the discharge of homeless people from both acute hospitals and mental health facilities. These are currently being implemented by the National Hospitals Office and Primary, Community, Continuing Care (PCCC). The proposal to shortly integrate these two arms of the HSE will facilitate the implementation of the protocols.	
65. As part of the development of Care and Case Management Strategy in Dublin a sub-group has examined how care and case management can facilitate the more effective discharge of homeless people from acute hospitals. The proposals of the sub-group will be implemented as part of the roll out of Care and Case Management.	Timeline Q1 2009 – Q4 2010

Recommendations from the Evaluations:

Recommendation 19

'We [the evaluation team] urge that the recommendations in Report of the HSE Working Group on Residential Treatment and Rehabilitation (Substance Abuse) are implemented without delay, and that the provision of specialist low threshold emergency accommodation for those who require it, and community detoxification facilities for active drug users continues.'

Proposed Actions from the ISG on Healthcare	Lead Role
The HSE is committed to a population health approach,[60] which is in keeping with current government policy and planning approach. This approach is particularly applicable to clients who are marginalised or have emerging needs e.g. homeless. Specifically, in relation to addiction and mental health the HSE commits to the following:	HSE

66. Provision of services to homeless clients with addiction issues at the most appropriate entry level of the 4 Tier Model of Service.

67. The provision of a range of addiction/alcohol services within or accessible to local communities.

68. The acknowledgement that addiction/alcohol services must be a core element of the developing Primary Care Teams and Social Care Networks.

69. The provision of substitute opiate treatments in mainstream services, and where this is not possible, in temporary accommodation.

70. All addiction/alcohol services including those referred to above will be provided in accordance with agreed clinical governance standards.

71. Where addiction services are developed in residential/day services for homeless people consideration should be given to the recent Quality and Standards Report adopted by the HSE (Dec 2007).

72. The continued development of harm reduction services including needle exchange for all clients including those who are homeless. The latter may require innovative solutions including the use of community pharmacies.

73. The continued training and sourcing of Level 1 and 2 GP's to develop methadone services to meet the needs of homeless persons.

74. Cognisance and synergy with the continued implementation of the Residential Treatment and Rehabilitation (Addiction Services) – HSE 2007 and with the continued redevelopment of the Rehabilitation Report on addiction services – Department of Community, Rural and Gaeltacht Affairs (DCRGA)2007.

75. The development of services in line with the new National Drug Strategy 2009-2016.

76. The continued development of the National Addiction Training Programme (NATP) for staff dealing with addiction/alcohol issues, including homelessness.

77. Provision in pilot acute hospital sites of brief intervention type training for staff dealing with alcohol issues (including homeless), under the auspices of the Alcohol Implementation Group. Exploring via the NATP, a similar training module for staff dealing with addiction issues thus providing joined up solutions.

78. In relation to mental health the HSE will ensure a unified city-wide response to homeless people requiring specialist mental health services. In addition, once homeless people are housed they will be entitled to access both primary care and specialist health services (including mental health) in the same manner as any other resident in the community.

Timeline
Q1 2009 – Q4 2010

Information Management

Recommendations from the Review of Finance and Expenditure:

Recommendation 12

Decision-making on resource investment in the development of the shared client database system needs to be expedited to ensure early delivery of enhanced data collection functions that will become a requirement under the revised service level agreements proposed in Recommendation 8 above. Furthermore, the current Quarterly Service Activity Reports and the financial returns should be immediately revised and updates and their data function confirmed and agreed as part of current SLA's.

Recommendations from the Evaluations:

Recommendation 22

    a. Enhance the data collection function in LINK to ease the burden of data entry for service providers and encourage/require that service providers enter their activity data;

    b. Establish and resource a data quality management function within the Homeless Agency to ensure that the information on LINK is accurate and relevant;

    c. Work with other government organisations that collect and maintain relevant statistics and/or service provider data (e.g., CSO, Dublin Local Authorities, Department of Health & Children, Department of Social Welfare, etc.) to enhance the LINK database with existing data that could be of relevance to service providers, policy makers and/or researchers in homeless policy.

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60 The population health approach encompasses structures, policy, planning, funding and delivery of services and is in keeping with current government policy and planning approaches. This approach is particularly applicable to clients who are marginalised or have emerging needs e.g. homeless, new communities, travellers, people with deprivation issues and adolescents with dual diagnosis and addiction or disability. A population health approach would, as one of the starting points, aim to:

— firstly set out the needs of the population with regard to substance misuse (i.e. Ireland's population is 4.2million....% currently using illicit drugs, % that combine alcohol and illicit drug use), (In this respect it is relevant to note that the most recent NACD prevalence statistics for Ireland - those for 2006/2007 - suggest that among the population aged 15-65 years: 87,000 people have used any illegal drugs in the last month; 204,000 people have used any illegal drugs in the last year and 698,000 people having taken any illegal drugs in their lifetime).

— then develop projections over the lifespan of the strategy on the % who may become dependent, the % who may have problematic drug use

— identify the most effective responses that need to be universal...e.g. education, prevention, early intervention, research.

Proposed Actions from the ISG on Information Management	Lead Role
79. Link Version 1 has already been evaluated and the tendering process for LINK 2 has taken place. The Homeless Agency has a staff resource allocated in respect of the management of LINK. It is envisaged that the revised version of LINK will form part of the national roll out of data and information management under *The Way Home*.	Homeless Agency
80. Homeless Service Providers will continue to provide quarterly returns to the Homeless Agency that include a focus on performance management related to the measurement and monitoring of outcomes and the identification of changes in trend of demand for homeless services.	
81. Linkages have already been established via the EMPHASIS (under the aegis of the DEHLG) initiative with respect to the collection of relevant data sources and remain ongoing.	Timeline Q4 2007 – Q2 2010

Best Practice

Recommendations from the *Review of Finance and Expenditure*:

Recommendation 6

Investment in personal and social development to progress towards participation in training, education and employment opportunities. It is recommended that resources invested in ensuring mainstream Training, Education and Employment (TEE) providers (e.g. FAS, CDVEC) provide innovative responses and programmes that address the needs of homeless persons are maintained and that in turn resources are invested in voluntary homeless service providers' delivery of progression routes towards TEE outcomes.

Proposed Actions from the ISG on Best Practice	Lead Role
82. Mainstream training, education and employment providers will continue to ensure access to services that support active labour market participation among people experiencing homelessness by:	FAS/VEC
— Promoting and raising awareness of their services.	
— Developing inter-agency protocols that ensure the delivery of in-reach programmes to temporary accommodation.	Timeline
— Ensuring the development and delivery of settlement skills programmes for independent living.	Q1 – Q4 2010

Recommendations from the Evaluations:

Recommendation 23

    a.   The Homeless Agency should include in its training programme the specific quality areas where this evaluation has highlighted particular weaknesses.

    b.   The Homeless Agency should instigate a series of Best Practice Briefings to help services develop a clearer picture of what best practice looks like using case studies of those organisations that have already achieved that level in the relevant quality areas.

    c.   The Homeless Agency should consider the establishment of Best Practice Quality Groups to encourage services to benchmark good practice, regularly review their services through self-assessment and provide each other with peer support.

    d.   The Homeless Agency should initiate a formal review of all relevant aspects of health and safety compliance in all the homeless services funded through the Homeless Agency.

e) The Homeless Agency should negotiate with each service it funds an agreement on the quality standards it currently complies with and those it will achieve over the period of the service level agreement.

f) The Homeless Agency should ensure that funding and service level agreements include the following:

— A requirement to participate fully in LINK.

— Following the review of the Holistic Needs Assessment (HNA) a requirement to consistently use the HNA.

— Evidence of current compliance with Hazard Analysis and Critical Control Point (HACCP) if appropriate.

— Evidence of annual fire safety inspections and current compliance with Fire Safety in Hostels (Department of the Environment, Heritage and Local Government, 1998).

— Evidence of annual health and safety audits, including an assessment of compliance with health and safety at work requirements, carried out by a qualified person.

g) The Homeless Agency should address its internal capacity to promote and ensure quality (including negotiating and checking compliance with agreed quality targets and negotiate flexibility to reconfigure services to meet changing needs).

h) The Homeless Agency should take specific action in relation to those services where the evidence from the self-assessments shows that the service is consistently below standard, offering appropriate support and advice to help them approve, as well as the potential to eventually lose funding if there is a lack of willingness to address the relevant issues.

i) The Homeless Agency should consider mechanisms to enable small organizations to share or access specialist services e.g. IT, payroll, finance, HR, strategic planning, evaluation, etc.

Proposed Actions from the ISG on Best Practice	Lead Role
83. Training has been developed in respect of sector managers, key workers and case managers and will be delivered on an accredited basis via a university setting.	Homeless Agency, HSE and Local Authorities
84.Best practice briefing sessions will be organised subject to a revision of *Putting People First* and in full cognisance with the forthcoming National Implementation Plan under the aegis of DEHLG.	
85. A review of health and safety has been undertaken as part of the audit (carried out by an independent architect) of homeless accommodation with follow up already underway with providers where health and safety is a concern.	Timeline Q2 2009 – Q3 2010

Recommendations from the Evaluations:

Recommendation 20

a. The provision of independent information, advice and advocacy to homeless people and people at risk of homelessness should be established in the two local authorities where this service is not currently provided.

b. Food centres should ensure a provision of a range of on-site information, advice and other relevant services such as health to maximise the added value for the provision of food. Staff should actively encourage service users to avail of these services, and should also work to reduce dependency by service users.

c. All services in receipt of funding through the Homeless Agency, including food services, should actively participate in the LINK system and ensure that the details of all homeless service users are accurately entered on the system.

Proposed Actions from the ISG on Best Practice	Lead Role
86. Food centres currently funded under the Homeless Agency arrangements will be required to operate as day services as per the agreed *Pathway to Home* model.	Homeless Agency, HSE, Local Authorities, Day Services and Voluntary Service Providers
87. All day services will be required as a condition of funding to use the LINK system.	
88. Food service operating as a stand-alone form of provision will no longer be considered or funded as a core homeless service. The Homeless Agency and statutory partners will pursue the possibility of alternative funding streams for the food component of day services.	Timeline Q2 2009 – Q2 2010

Recommendations from the Review of Finance and Expenditure:

Recommendation 7

Delivery of the revised version of Putting People First, the current Homeless Agency Partnership guidance manual for developing quality services, auditing and performance management, should be prioritised under future resource allocation.

Proposed Actions from the ISG on Best Practice	Lead Role
89. *The Way Home* and the National Implementation Plan has prioritised the need to develop national standards for housing and homeless services and has agreed with the Homeless Agency to work to develop a revised version of *Putting People First* as the basis for the national quality standards framework.	Homeless Agency, DEHLG, People who are currently and who were formerly homeless
	Timeline
	Q3 2009 – Q2 2010

9.1 Timeline for the Actions in the Homeless Agency Partnership Implementation Plan 2009

Action(s)	Lead Role	Q1 2009	Q2 2009	Q3 2009	Q4 2009	Q1 2010	Q2 2010	Q3 2010	Q4 2010
1 - 5	DEHLG, HA, LAs, HSE, Voluntary		●						→
6 - 7	LA, Homeless Services, Housing Services, HSE		●			→			
8 - 11	HA, HSE, LAs, Probation, Voluntary		●						→
12	DEHLG, HA, LAs		●	→					
13	DEHLG, DoHC, HSE	●			→				
14 - 16	LAs		●		→				
17 - 19	LAs, HSE, Voluntary		●		→				
20	Homeless Agency, Local Authorities, HSE, Voluntary						●		→
21 - 22	HA, Voluntary, Volunteer Centres of Ireland		●						→
23 - 25	HSE, DoSFA, LAs		●		→				
26 - 28	LAs		●		→				
29 - 31	HA, LAs, Voluntary		●		→				
32 - 33	LAs, Voluntary	●		→					
34 - 38	HSE, LAs, Voluntary, FÁS, VEC		●		→				
39 - 41	HSE, LAs, Voluntary		●						→
42 - 44	DCC		●			→			
45 - 46	LAs, HSE, HA	●							→
47 - 50	LAs, DoSFA, HSE, Prisons, Probation, Day Services		●						→
51 - 53	HA Partnership		●						→
54	HA, Statutory Agencies, Voluntary				●				→
55 - 56	DEHLG, DoHC, HSE, LAs, HA	●			→				
57 - 58	DEHLG, DoHC, HSE	●			→				
59	HA, HSE, LAs, Other Statutory Agencies		●	→					
60 - 61	HA, LAs, HSE, Other Statutory Agencies		●			→			
62	HA, DCU, Statutory Agencies, Voluntary	●							→
63 - 65	HSE	●							→
66 - 78	HSE	●							→
79 - 81	HA	●						→	
82	FÁS, VEC						●		
83 - 85	HA, HSE, LAs		●						→
86 - 88	HA, HSE, LAs, Day services, Voluntary		●						→
89	HAP, DEHLG, People currently/formerly homeless		●						→

10. Consultation, Communications, Change Management and Implementation

10. Consultation, Communications, Change Management and Implementation

In agreeing the approach to developing a *Pathway to Home* and in keeping with it's agreed terms of reference, the ISG developed a comprehensive work programme, which involved a significant level of time and effort given by the ISG and the Homeless Agency in developing a *Pathway to Home* model of Homeless and Housing Provision.

10.1 Consultation process in developing a *Pathway to Home*

An extensive consultation process took place with key stakeholders across a spectrum of mainstream and specialist service provision, whereby voluntary and statutory service providers played an active role of engagement and input into the development and direction of a *Pathway to Home*.

As part of this process, the ISG identified all key stakeholders[61] in the Homeless Agency Partnership and additional mainstream service providers and undertook a series of consultation sessions, which were primarily aimed at senior management, operational management and practitioner levels.

The ISG invited stakeholders to examine the impact of the recommendations outlined in the submission to Government arising from *Counted In, 2008, Evaluation of Homeless Services 2008 Series* and *Review of Finance and Expenditure for Homeless Services in Dublin.*

Discussion was centred on the development of a *Pathway to Home,* examining sustainable solutions to ending long-term homelessness and also the impact that reconfiguration would have on homeless service providers and their respective services.

The consultation sessions worked to formulate the actions that have been put in place to respond to the recommendations outlined in the Submission to Government in 2008.

Further consultation, in the context of implementing the agreed actions in this report, will take place with key stakeholders once *Pathway to Home* is in place to ensure that collaborative working is maintained.

10.2 Communicating a P*athway to Home*

A comprehensive Communications Strategy has been developed and is in place to support the dissemination of a *Pathway to Home* to all relevant target groups so as to manage the planned delivery of clear and timely information and to minimise confusion in relation to the detail of a *Pathway to Home.*

The primary purpose of the Communications Strategy is to support collaborative working within the Partnership, to inform homeless service providers, service users and other target groups about the change that will arise from the implementation process and to harness the different messages and information arising from a *Pathway to Home*. The Partnership will ensure that its communications will be as clear, open, transparent and reliable as possible.

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61 See Appendix B for consultation sessions held.

The aims of the Communications Strategy will be to:

— Ensure that all homeless service providers are aware of a *Pathway to Home* and realise the value of their contribution to making the roll out of the plan a success.

— Ensure that all service users are informed about the proposed change in the way homeless services will be provided to them in Dublin.

— Communicate the value and direction of a *Pathway to Home* to relevant stakeholders including all members of the Partnership, service users, government, mainstream services and members of the public.

— To support and promote the strategic direction of the Homeless Agency Partnership in the public domain (via the media) working to ensure that there is an increased awareness about the responses that are in place to address the needs of people who are homeless in Dublin.

10.2.1 Key messages in communicating a *Pathway to Home*

The following messages will be outlined in all communications, where relevant and appropriate, to the target group:

— The Homeless Agency Partnership has made a commitment to place the needs of service users at the centre of the reconfiguration of effective and efficient homeless services and to act on the recommendations as outlined in the submission to government on realising the 2010 Vision to eliminate long-term homelessness and the need for people to sleep rough in Dublin.

— To fulfil these commitments, the Homeless Agency Partnership will continue to work in a collaborative and participative way with all homeless service providers, service users and all other relevant target groups.

— The roll out of the a *Pathway to Home* requires joint ownership of the challenges ahead and willingness to share knowledge and learning from partner organisations, in order to be able to deliver successful progression routes out of homelessness for people who are currently accessing services and also for those who may enter into homelessness in the future.

— The Homeless Agency Partnership in conjunction with its funding bodies, the Department of the Environment, Heritage and Local Government and the Health Service Executive will work to allocate its resources effectively and provide support to underpin the changes outlined in a *Pathway to Home*.

10.2.2 Channels to disseminate a *Pathway to Home*

The Communications Strategy outlines the following channels and tools that will be used to communicate with all target groups. They include:

— Information sessions outlining the detail of a *Pathway to Home.*

— *Pathway to Home* distributed to all target groups.

— Circulation of information memorandums, specifically tailored to each target groups area of interest/priority need.

— Information booklet developed specifically to be distributed to service users.

— Information leaflets and posters developed specifically for distribution in homeless and mainstream services.

— Homeless Agency Partnership Communication Tools:

– Website (http://www.homelessagency.ie).

– Update – bi-monthly 14 page newsletter.

– CornerStone – quarterly 32 page journal.

– Partnership organisation's own communication tools (websites, newsletters and magazines).

— Media releases issued to relevant media including news, medical, political and social affairs.

10.3 The change management process

The journey taken by the Homeless Agency Partnership since the beginning of 2008 under the three critical priorities through to the development of a *Pathway to Home* has legitimately allowed the development of a genuine Partnership model for homeless and housing support services that has had comprehensive involvement from all relevant stakeholders.

The ISG is particularly cognisant of the need to maintain the momentum of collaborative working that is already established between statutory and voluntary providers and will continue to work in conjunction with stakeholders in order to implement the plan to meet the Vision of eliminating long-term homelessness and the need to sleep rough.

10.4 Implementation

In order to drive and lead the implementation phase, it is proposed that the Board of the Homeless Agency Partnership endorse the following course of action so as to ensure the momentum and necessary change involved.

10.4.1 Setting up the Implementation Advisory Group (IAG)

The Homeless Agency Partnership will prioritise the immediate setting up of an Implementation Advisory Group (IAG) with the task of leading, negotiating and monitoring the implementation of this plan.

10.4.2 The IAG reporting mechanism

The IAG will report and be accountable to the Board and will provide updates to the Consultative Forum.

10.4.3 Membership of the IAG

The IAG will comprise of the Director of the Homeless Agency, one Local Authority Rep and one senior HSE representative (to cover the Dublin area) as statutory reps and representation from the Voluntary Network. The Voluntary Network will be consulted via the Chair of the Network and its executive planning group on the appropriate way to ensure Network representation on all decision-making forums underneath the *Pathway to Home* model.

10.4.4 Subgroup constituted by IAG to co-ordinate and support implementation

The statutory members of the IAG and Director of the Homeless Agency will constitute a subgroup in order to co-ordinate and support implementation actions pertaining to the statutory partners and will replace the pre-existing Homeless Agency Assessment Panel.

The statutory members will be at senior management level and in a position to ensure decision-making with regard to budget allocation and or budget transfer as appropriate.

The subgroup will liaise closely and meet with Fingal, South Dublin and Dunlaoghaire Rathdown Local Authorities so as to ensure, in particular, the localisation of service provision and in relation to the commissioning process for housing supports (and forthcoming DEHLG schemes).

The subgroup will continue to liaise with the High Level Liaison Group set up under the aegis of the DEHLG.

10.4.5 Liaison at interagency level to ensure clear communication

The Implementation Advisory Group and the respective statutory representatives will ensure intensive liaison at interagency level so as to ensure clear communication and decision making capability with regard to change in service delivery and funding arrangements.

10.4.6 Immediate areas of priority action for the IAG

The IAG will prioritise the following areas immediate to its establishment as follows and in line with the *Pathway to Home* model;

    a.   Develop a commissioning and procurement framework for the Homeless Agency Partnership.[62] The ISG notes a similar process which has been developed in the UK. Reference is made to the Appendices (see Appendix J) as an example of how this process has worked for the London Borough of Camden (i.e. Supporting People Programme).

The commissioning and procurement framework should align to the following set of principles and abide by EU and local regulations as agreed.

The following principles are proposed in terms of the commissioning framework:

— Keeping the person at the heart of the process.

— Focusing on outcomes to identify what is valuable in current services and what needs to change and improve.

— Managing change effectively and engaging stakeholders.

— Building positive and effective relationships with providers.

— Maximising the scope of and the opportunity to contribute to the prevention agenda by supporting independence.

— Working with other strategic partners to deliver integrated solutions across agencies and budgets (e.g. Probation, FAS, VEC, etc).

— Delivering commissioning priorities in the most efficient way.

— Encouraging innovation and using procurement as a tool to get the best solution.

— Focusing on delivery.

— Sharing and learning from the re-commissioning activities carried out across Dublin.

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62 Commissioning may be described as a series of interlinked processes that include a robust analysis of need, development of policy and creation of service models and delivery capability to meet these identified needs. This is intended to enable the purchasing of services in a timely, efficient and acceptable way that meet the requirements of quality and cost effectiveness. Once they are purchased, it involves managing performance and seeking service improvement through relationships with providers and other commissioning partners. Procurement is the process involved in identifying and selecting a provider of goods or services within the context of this broader commissioning process. Public sector procurement is governed by Central Government and EU procurement directives. These are the requirements for non-discriminatory specifications and contract award notices.

b. Develop the detail of the leasing and support arrangements under the DEHLG scheme with particular attention to be paid to the duration of housing support and leasing arrangements.

c. Develop in detail the operational components of housing support teams, (e.g. specialist and generic) and:

– How new housing support teams will operate and interact with existing housing support services.

– Further development of housing support for people with high supports or complex needs.

d. Further development of Contact and Outreach Services and day services

e. Outline a process for the transitional arrangements to support reconfiguration and including detailed examination of the legal status underpining licensing and tenancy arrangements to be established also.

The IAG will set up and initiate, as appropriate, inter-sectoral working groups for the purpose assisting with the above tasks.

Appendices

Appendix A: Implementation Steering Group Terms of Reference

The ISG was established by the Board of the Homeless Agency Partnership with the express role to consider, consult, develop and present a detailed implementation plan arising from the recommendations as set out in *Counted In 2008, Review of Finance and Expenditure for Homeless Services in Dublin* and *Evaluation of Homeless Services 2008 Series* and the Homeless Agency Board's submission to Government in respect of the new homeless strategy *The Way Home 2008-2013*.

A *Pathway to Home* is developed in cognisance of the National Homeless Strategy, *The Way Home 2008-2013* and the National Implementation Plan being developed under the aegis of the Department of Environment, Heritage and Local Government.

The aims and outcomes for the ISG were agreed by the Board as follows;

a. Consider in detail each recommendation as outlined in *Counted In 2008, Review of Finance and Expenditure for Homeless Services in Dublin* and *Evaluation of Homeless Services 2008 Series* and in the context of the agreed five priority areas for 2009 as set out in the Homeless Agency Partnership Submission to Government.[63]

b. In considering the above, ensure consultation with the relevant stakeholders in relation to the feasibility and impact of the said recommendations. Not withstanding the aforementioned, the implementation steering group should make an independent judgement in terms of the applicability of each recommendation in light of the purpose as stated above.

c. Develop an in-depth implementation plan with agreed actions with clear timeframes, roles and responsibilities.

The membership of the ISG was established in respect of statutory and voluntary representatives and at senior management/decision making level within their respective organisations.[64]

The primary aim of the steering group was to consider in detail each recommendation as outlined in *Counted In, 2008, Review of Finances and Expenditure for Homeless Services in Dublin* and the *Evaluation of Homeless Services 2008 Series* and in the context of the outlined agreed five priority areas for 2009 as set out in the Homeless Agency Partnership Submission to Government.

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63 See Submission on the implementation of national homeless strategy *The Way Home* (2008-2013) and on realising the 2010 Vision of the Homeless Agency Partnership's Action Plan on Homelessness in Dublin, A Key to the Door (2007-2010), page 20 onwards. All reports can be accessed and viewed online at www.homelessagency.ie/Research-and-Policy/Publications.aspx

64 Members of the ISG were agreed as follows: Cathal Morgan, Director, Homeless Agency (Chair of the ISG) Ciaran Dunne, Executive Manager, Dublin City Council and representing Local Authorities), Sam Mc Guinness, Chair, Voluntary Network representing and liaison with the Voluntary Network) Frank Mills, National Planning Specialist, (Representing the Health Service Executive).

In relation to the membership and governance of the Implementation Steering Group, the Director of the Homeless Agency acted as chair. In respect of statutory and voluntary sector representatives, members were at a senior management decision-making level within their respective organisations. This was necessary for the agreement structure and the approval of detail of the a *Pathway to Home*. The Dublin City Council Executive Manager and the Director of the Homeless Agency on behalf of the Steering Group worked with Fingal County Council, South Dublin County Council and Dun Laoghaire-Rathdown County Council in respect of the agreement on the development of responses within local authority areas.

The Health Service Executive representative worked with respective colleagues on obtaining agreement on the development of responses from the Health Service Executive. In respect of the Voluntary Network, the representative had the specific role of providing a 'voluntary sector perspective' in terms of the development of the Implementation Plan and was also tasked to act in a liaison capacity with the Voluntary Network in respect of the input into the development of a *Pathway to Home*.

Appendix B: Consultation Programme
January to March 2009

As part the development of a *Pathway to Home* the Implementation Steering Group embarked on an series of consultation sessions with key stakeholders, including mainstream and specialist homeless service providers, inviting input into the development of the plan and to explore the potential impact of the reconfiguration of homeless services on organisations and their respective services. The sessions were aimed at senior management, operational management and practitioner levels.

The Implementation Steering Group concentrated on examining the impact of the recommendations arising from the *Evaluation of Homeless Services 2008 Series* exploring the role of each organisation in implementing crucial changes needed to the current homeless system. Particular focus was given to the provision of health care within the *Pathway to Home* model of homeless services and also for households who have progressed out of homelessness into mainstream housing with supports.

Discussion also centred on the development of sustainable solutions towards ending long-term homelessness in relation to obtaining commitments to develop training, education and employment initiatives and to ensure improved links between homeless services and such providers under the new *Pathway to Home* model.

Consultation began in January 2009 and continued through March 2009, whereby over 25 sessions took place. Stakeholders included statutory and voluntary organisations and for larger organisations such as the HSE, a number of sessions were held with representatives from social inclusion, mental health service, drug and alcohol addiction service, community welfare service and primary care teams.

A consultation document on the *Pathway to Home* model was developed and circulated to all stakeholders in advance of a number of workshops, which were held in order to further develop the *Pathway to Home* model.

Voluntary homeless service providers were actively engaged, with sessions held with the Voluntary Network together with individual meetings with all organisations represented on the Network and a member of their Board. Sessions were also held with service providers who are not formally part of the Homeless Agency Partnership structure to take into account their contribution in the provision of homeless services.

Several meetings were also held with the Department of Environment, Heritage and Local Government's High Level Liaison Group in February and March. The High Level Liaison Group is the official forum to support the work of the Implementation Steering Group whereby specific issues requiring departmental attention can be raised. The High Level Liaison Group is chaired by the Assistant Secretary General, DEHLG, and comprises representatives from the DEHLG, the Department of Health and Children and the statutory members of the ISG, and the Director of the Homeless Agency.

Consultation sessions were as follows (in chronological order):

January 2009

Four Dublin local authorities

February 2009

Health Service Executive:
Social Inclusion, Addiction, Mental Health and
Primary Care Teams, Homeless Persons Unit

***Pathway to Home* model Workshop:**
Statutory Agencies, DEHLG, DH&C, Irish Council for
Social Housing and Homeless Network

Fingal County Council:
Housing Section (Homeless, Allocation and Welfare)

South Dublin County Council:
Housing Section (Homeless, Allocation and Welfare)

Homeless Network:
Individual Organisations and Provider Board
representatives (two and a half full days of consultation)

Irish Council for Social Housing

Dublin City Council
Homeless Services Section

March 2009

Probation Service:
Corporate Services, Operations, Research, Training
and Development, Young Persons, Funded Projects.
(Two sessions held)

Dún Laoghaire Rathdown County Council:
Housing Section (Homeless, Allocation and Welfare)

Action H1, A Key to the Door Reference Group
(Two sessions held)

**Operational Criteria for Common Assessment
of Homelessness**
(Two workshops held)

Health Service Executive:
Special Advisory Group Session on Addiction, Mental
Health and Primary Care

Health Service Executive:
Social Inclusion Unit

Homeless Network:
Transitional service providers

Homeless Network:
Day Service Providers

Irish Prison Service

FÁS

VEC

Volunteer Centres of Ireland

**Department of Environment, Heritage and
Local Government High Level Liaison Group
including Department of Health and Children**

Department of Social and Family Affairs

Membership of the Voluntary Network*
Aids Fund
Ana Liffey Drugs Project
Capuchin Day Centre
Coolmine Therapeutic Services
Crosscare
Daisyhouse
Depaul Ireland
Dublin Simon
Focus Ireland
HAIL

Merchants Quay Ireland
Miss Carrs (Ecclesville)
PACE
Peter McVerry Trust
Respond
Salvation Army
Sonas Housing
Sophia Housing
Tallaght Homeless Advice Unit
Threshold
Vincentian Housing Partnership Rendu Apartments

*The Irish Council for Social Housing also participates
and provides support to the Voluntary Network.

Appendix C: Service Level Agreement

Content of the Service Level Agreement

The service level agreement will cover the following:

— The name, address and legal status of the parties to the agreement.

— The period of the agreement.

— The inputs, which will be covered by the funding, e.g. the number and type of staff.

— The outputs, which the funded body is agreeing to provide, e.g. the number of bed spaces, occupancy levels, opening hours, the number of users of a day centre etc.

— The outcomes to be achieved by the funded body, e.g. the number of people to be housed.

— The amounts being committed, when payments will be made, the financial reporting required, etc.

— The powers of the Homeless Agency (statutory funders) to terminate the agreement and recover any funding not expended as agreed.

— The obligation on a funded body to participate fully in all Homeless Agency Partnership agreed monitoring and evaluation arrangements and to cooperate with all established information requirements.

— The arrangement for varying the terms of the service level agreement, e.g. only in writing and agreed by both parties.

— The obligation on the funded body to comply with all relevant health & safety regulations.

— The obligation on the funded body to have appropriate insurance to cover all reasonable risks and that the funding body will not be responsible for any claims arising from the activities of the body.

— The obligation on the funded body not to sell, or otherwise dispose of any capital item wholly or partly funded through the new arrangements, unless approved in writing.

— The arrangements for appointing staff, i.e. where a post is being funded (wholly or partly) through the new arrangements and the post is a new post or becomes vacant, the position must be filled in accordance with good equal opportunities practice.

— The requirement to acknowledge the source of funding in any recruitment advertisement. Posts funded through these arrangements should only be advertised at the salary scale approved as part of the funding.

— Potential applicants for consultancy work or employment must declare their relationship with existing staff or trustees in the organisation. The Homeless Agency (statutory funders) must be informed where it is intended to appoint a consultant who is related, by birth or marriage, to a staff member or trustee involved in the organisation. Where the cheapest tender is not being accepted a detailed written explanation must be provided. An up to date tax clearance certificate must be provided.

— Arrangements when things go wrong, i.e. when it becomes apparent to an organisation in receipt of funds that they will not be able to deliver the agreed service level agreement objectives, or there are allegations of fraud, misuse or misappropriation of funds, the organisation must immediately inform the Local Management Group (or the Homeless Agency in the case of Dublin) in writing. Failure to do so may result in the immediate withdrawal of the funding.

— Where the organisation informs the Homeless Agency (statutory funders) that some aspect of the service level agreement will not be delivered as agreed, for a justifiable reason, the Homeless Agency (statutory funders) may agree to a limited renegotiation of the service level agreement. Where the reason is not considered justifiable, the funding may be wholly or partially withdrawn.

— Arrangements for the production of audited accounts. The funding should be allocated to the financial year(s) in accordance with the proportion of expenditure to which it relates. Accounts should show all income and expenditure details.

— Arrangements for terminating the agreement.

— The duties and responsibilities of the relevant statutory body and the Local Management Group (or the Homeless Agency in the case of Dublin) in relation to services, which are funded under the new arrangements.

— Mandatory use of LINK and version II when implemented (to include a sanction process for non compliance).

Appendix D: Operational criteria for the common assessment of homelessness

Introduction

As part of the development of an implementation plan in response to the Homeless Agency Partnership Submission to Government, a homeless and housing support model will be proposed for consideration by the Board of the Partnership for implementation across the four Dublin local authority areas. In keeping with developments proposed thus far, and in the context of the agreed action plan to localise service provision,[65] the four local authorities will play a pivotal role in respect of the assessment and placement of individuals presenting as homeless into appropriate accommodation, where prevention is not possible and in partnership with other statutory (especially HSE) and voluntary providers.

The development of this operational definition builds on consultation with key stakeholders as outlined in the Information Paper developed by The Centre for Housing Research. This paper reviews the international experience as well as a number of important case scenarios, which amplify some of the key challenges in terms of achieving a common approach.

It should be noted that the implementation of a common operational definition is dependent on the reconfiguration of current provision into a homeless and housing support pathway model where key services are developed locally in order to ensure needs can be met.

It must also be stressed that the implementation of this model and operational definition is also reliant on the move towards utilising the range of housing options in response to housing need (i.e. from social housing, private rented, leasing, RAS, etc.)

Proposed operational approach

It is envisioned that there would be three key stages to the proposed process as follows:

Stage One: Assessment of Need and focus on Prevention
On presentation to a local authority, an initial assessment of need should be carried out of the applicant's history and current need.[66] All possible options to prevent the need to move into homeless services should be explored, such as possible referral to private rented accommodation etc. It is proposed that the CWO will have a critical and pivotal role in assisting the housing officer in terms of examining options other than homeless accommodation.

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65 See Core Action Five of *A Key to Door*.

66 Note: an Initial Assessment template and appropriate training for officials working in this area will be required.

Stage Two: Offering support where prevention has not worked
The local authority would decide whether an individual is homeless and then a decision would be made as to whether they meet the criteria for homeless priority.

Criteria for defining homelessness;

— Applicant has no accommodation available and is unable to occupy or remain in occupation of otherwise suitable accommodation, or/

— Applicant is living in hospital, county home, night shelter or similar institution solely because he/she has no suitable alternative accommodation and/

— Applicant is unable to provide accommodation from their own resources.

Stage Three: Shortlist of qualifying criteria for homeless priority under housing allocations
Note: It may not always be possible to assess qualifying criteria in one sitting. Where there is an obvious need to ensure appropriate temporary accommodation in the first instance, by way of a referral to temporary accommodation (supported or otherwise), follow up in terms of meeting the above qualifying criteria can be ascertained within the target of not being in occupation of temporary accommodation beyond six months. There is a requirement and need for local authorities to actively link with and collaborate with the relevant service provider/key worker to ensure the assessment of housing need and entitlement is maintained. Equally key workers and the service user have a responsibility to maintain a link with the local authority.

— Applicant must be from the local authority area unless an acceptable reason is given:

  – On the basis of improving and developing localised services, this issue would be greatly minimised.
  – Residency condition needs to be consistent across the four local authority social housing allocation policies.
  – A pragmatic approach regarding area of origin needs to be taken into account where domestic violence is a concern. The security and well being of the individual (and his/her family) needs to be central to decision making in relation to placement.
  – Where a person is from another local authority area and wishes to be housed back within that local authority area, liaison between the respective housing departments should take place with a view to assessing options to transfer/make an application, etc.

— Applicants must have no other form of secure accommodation available to them

  – This should include rough sleepers who wish to avail of services. There should be a detailed assessment of need in respect of those who do not access services with the aim of providing a more person-centred response to their needs. Local authorities and Contact and Outreach Services will need to collaborate closely in relation to working with rough sleepers.

— Applicant must not be a homeowner.

— Applicants once registered must stay in touch with local authorities through regular engagement:

  – It is essential that the client take responsibility for ensuring that they are or remain registered with their local authority in terms of the Housing Waiting List.
  – Homeless Service Providers should ensure that all clients receiving support are actively engaged with their respective local authorities and remain registered.
  – Local authorities should make all possible effort to facilitate this process from the beginning by searching LINK system and contacting homeless service providers before terminating an application by way of actively liaising with clients and service providers.

— Non EU applicants must be granted refugee status or permanent permission to remain with a Stamp 4 (and those with subsidiary status) on their passport to be eligible for inclusion on homeless priority list (note: this needs further clarification). (Note: Further clarification and guidance in relation to EU Citizens and entitlement to housing and supports is required by central Government and to be issued to local authorities).

— Non EU applicants residing in accommodation by the Reception and Integration Agency are not eligible to be defined as homeless.

— Applicants need to produce a number of forms of documentation including, PPS Number, Birth Certificate, proof of last accommodation, proof of income.

— Applicants must be willing to accept appropriate accommodation, which is considered reasonable to occupy by the local authority after consultation with key workers.

— Those presenting where rent arrears is a concern will need to address and actively address the issue, with the support of relevant agencies such as MABS etc.

— Regarding people with a history of anti-social behaviour:

  – This approach needs to be complimented by an in-depth assessment of the case in conjunction with appropriate support service, development of a care or support plan and case management and a clear pathway back to housing with appropriate interventions is required.

— Applicants who have a history of anti-social behaviour must demonstrate signs of improved behaviour and co-operate with the local authority to be eligible for inclusion on homeless priority list.

Proposed process where anti-social behaviour is a concern:

1. Information and referral following eviction and where there is a record of eviction for reasons of ASB.
Where a person presents to a local authority with a history of anti-social behaviour, the applicant will be provided with information, which explains this protocol and advises them to seek assistance from a relevant support service (which could be either a statutory or voluntary service) if they are not already in contact with one. The local authority will actively liaise and refer to an appropriate support service with and on behalf of the client.

This information will also explain that the person can apply to join the housing waiting list but that that an offer of housing will be dependent on the rest of this procedure being followed.

2. Assessment and support/care plan
Officials from the local authority housing department will liaise between the relevant support service and the local authority.

The support service will (with the persons permission) seek information from the local authority about the anti-social behaviour, assess the needs of the household (in particular non-housing needs), and draw up a support/care plan. This will have specific actions to be taken that will address the issues that contributed to the anti-social behaviour.

When the support service assesses that the issues that contributed to the anti-social behaviour have been or are being addressed and the households is approaching the time when housing would be considered appropriate, it will inform the local authority of this.

3. Case Management Meeting (Note: guidance, protocols and templates developed under the Homeless Agency Partnership Care and Case management process should be considered here – e.g. Guidance for Interagency Case Meetings.)
The local authority will convene a case meeting, following receipt of the above information. The purpose of the case meeting is to make a recommendation to the Director of Housing/Executive Manager and or Assistant City Manager concerning re-housing.

Invitees to this meeting will include all those who have been involved with the household in a professional capacity and may include representatives from:

— Allocations.

— Housing welfare.

— Area housing office as appropriate.

— The voluntary service provider that has been advocating on the household's behalf.

— HSE social services.

— Gardaí.

— Other professionals as appropriate, e.g. public health nurse, mental health professionals, family support worker, GP, school teacher, as appropriate.

The case meeting should make one of three recommendations:

a.   The household is ready for re-housing.

b.   More information is required before a recommendation can be made about re-housing.

c.   The household is not yet ready for re-housing.

If the case meeting recommends that the household is not yet ready for re-housing it should, where possible, set out what further steps need to be taken for the household to be considered ready for re-housing.

If the case meeting recommends that the household is ready for re-housing, the case meeting should also consider what specific actions are required that will aim to ensure that there is no repeat of anti social behaviour.

These may include the following:

a.   Attaching conditions to the tenancy agreement.

b.   Provision of continuing support for the household such as:

— Visiting support.

— Housing where on site support is available.

— Intensive family support.

— A one-off arrangement agreed between a number of agencies.

Note: The local authority is ultimately responsible for a decision in relation to housing entitlement and adjudication.

4. Interview Housing Options
If the recommendations from the case meeting are accepted by the local authority, then the household will be interviewed (normally with the support service present) and an offer of housing subject to these conditions will be made.

Appendix E: Indicative outline of main features of proposed scheme of housing support for people progressing from homelessness to independent living.

Objective of the Support to Live Independently (SLÍ) scheme

The objective of the scheme is to make available, to people residing in homeless facilities who have potential to progress to independent living, accommodation in mainstream housing along with appropriate housing supports to help them to make a successful transition out of homelessness. Accommodation will be assigned to the scheme from sources already available to local authorities while supports will be sourced through a general procurement process for support services to be undertaken by local authorities for the purposes of the scheme. Accordingly, while each household accommodated under the scheme will be provided with appropriate supports, the provision of support services will not be linked to particular units of accommodation; rather it will operate as a flexible support resource that can be redeployed, as necessary.

Target group

Households with low to medium support needs who, with appropriate support over a period, should be capable of sustaining a home independently in mainstream accommodation. The scheme will be focused primarily on persons in emergency or transitional accommodation with the emphasis, particularly in the initial stages, on persons who have been residing in such facilities on a long-term basis i.e. longer than six months.

General features of SLÍ scheme

— Support services will be procured through a process of competitive public tendering. In view of the sources of accommodation now at the disposal of local authorities, it is not considered necessary to implement a separate accommodation procurement process for the purposes of this scheme. Moreover, procurement of support services separately from accommodation should allow authorities maximum flexibility in sourcing and deploying support services, matching support to households across its functional area or particular locations or bundles of tenancies or units of accommodation as the case may be. It also has the potential to promote greater competitiveness and value for money in the overall scheme.

— The supports to be provided, within the low to medium support range, will be defined in the details of the scheme and tenants will be selected having regard to their potential to sustain an independent tenancy with this level of support.

— Tenants, who have been assessed as in need of accommodation and having capacity, following a period of support, to maintain an independent tenancy on a long-term basis, will be selected by the local authority in accordance with criteria, to be issued to local authorities, which will be defined having regard to guidelines being developed by the Homeless Agency.

— Homeless service providers will be required to co-operate fully in the selection of tenants and to manage emergency accommodation so as to ensure that savings arising from vacancies resulting

from transfers to the scheme are realised so as to provide funding for the scheme. Procedures will also be developed to deal with situations where people refuse to accept the offer of accommodation despite been considered eligible.

— A key feature of the accommodation aspect to the SLÍ scheme is that, unlike the Homeless RAS Initiative, accommodation will not be under the control and management of a private landlord but of a local authority or an appropriate service provider organisation. Accommodation for use under the scheme will be sourced either through the social housing leasing scheme or from available suitable unsold affordable housing, including any future accommodation, which is procured from those sources. In all cases dwellings assigned for use under the scheme should be suitable to address the needs of the homeless household. In relation to the social housing leasing scheme the DEHLG is currently developing arrangements to broaden the scheme to enable the voluntary sector to procure accommodation under the scheme and it is expected that details on this will issue shortly.

Funding aspects

The scheme will be funded entirely through the proceeds of savings on emergency accommodation that is vacated as persons move to their mainstream accommodation. A proportion of the current funding available to DEHLG for homelessness will be ring-fenced for this purpose. This will be done when the position regarding likely costs and numbers becomes clearer.

Roll out of scheme

It is envisaged that roll-out of the scheme will focus particularly on the Dublin area, but targeting also areas of relatively high and long-term occupancy of emergency and transitional accommodation outside Dublin.

Appendix F: Local Housing Areas across all four Dublin Local Authority Areas

Dublin City Council (10 areas)

Area B	Artane; Killester; Kilmore; Marino; Priorswood; Raheny; Beaumont; Clontarf; Coolock; Darndale; Donaghmede; Donnycarney; Edenmore; Kilbarrack
Area D	Ballymun; Poppintree
Area E	Ashtown; Santry; Whitehall; Blackhorse Avenue; Cabra; Finglas; Glasnevin
Area H	Ballybough; Dorset St/Dominick St. East Wall; North Strand; Phibsborough; Sheriff St; Summerhill
Area J	Ballyfermot; Bluebell; Chapelizod; Inchicore
Area K	Crumlin; Kimmage; Drimnagh; Walkinstown
Area L	Clanbrassil; Charlemount; Dolphin's Barn; James Street; Kilmainham; Rialto; Coombe/Maryland; York St; Ushers Quay
Area M	City Quay; Donnybrook; Mount St; Pearse St; Ringsend; Irishtown
Area N	Harolds Cross; Ranelagh; Rathmines; Terenure
Area P	North King St; Church St; O'Devaney Gardens; Ormond Quay; Chancery St

Dún Laoghaire-Rathdown County Council (4 areas)

Area A	Blackrock/Stillorgan
Area B	Dun Laoghaire/Dalkey
Area C	Ballinteer/Ballyogan
Area D	Ballybrack/Shankill

Fingal County Council (4 areas)

Area A	Malahide/Howth
Area B	Swords
Area C	Balbriggan
Area D	Blanchardstown

South Dublin County Council (areas)

Area A	Lucan
Area B	Clondalkin
Area C	Terenure
Area D	Rathfarnham
Area E	Tallaght Central and South

Appendix G: HSE Local Health Areas
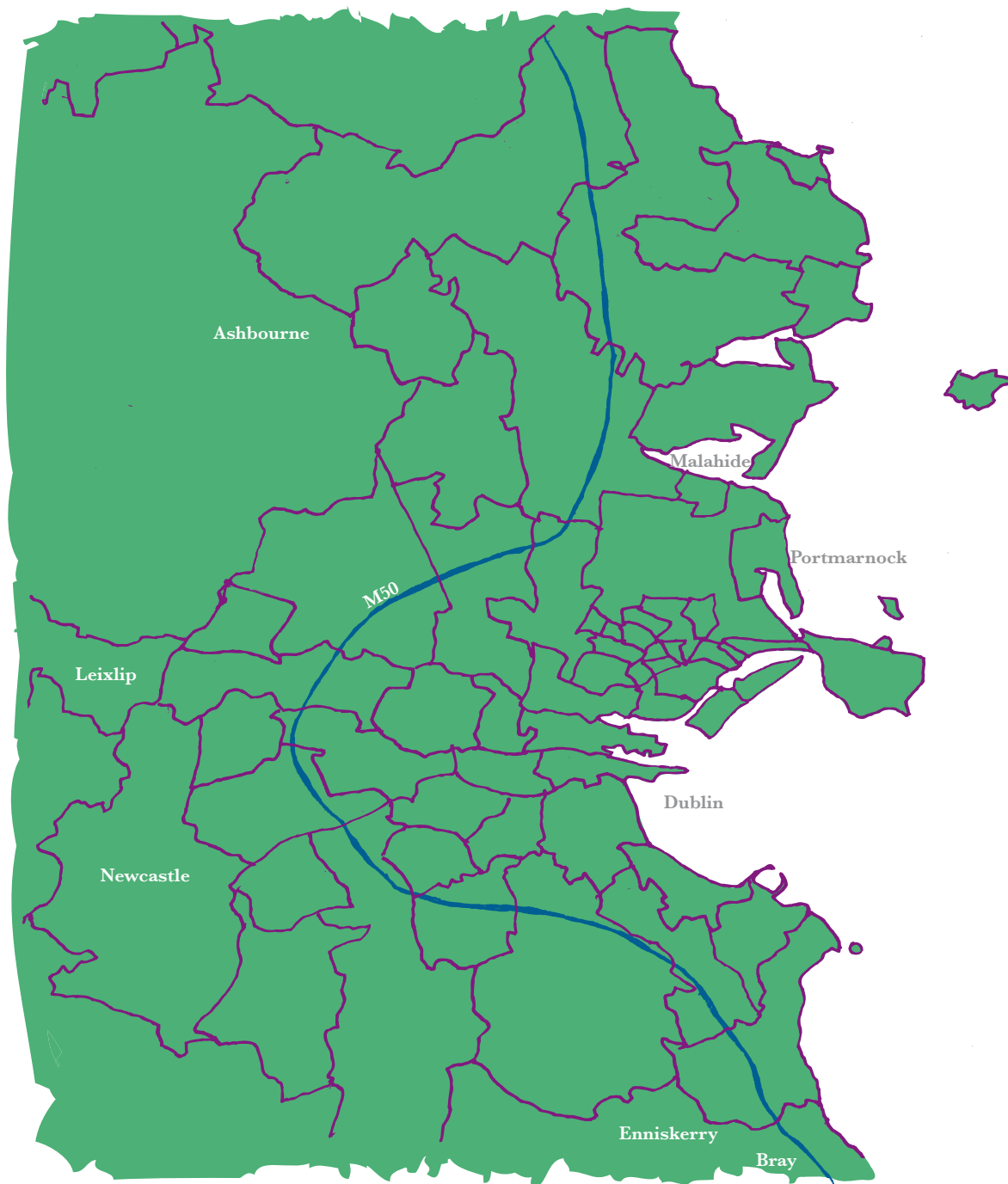
The outlined boundaries in the above map represent each HSE Local Health Areas.

Appendix H: Homelessness as per the European Typology of Homelessness and Housing Exclusion (ETHOS)

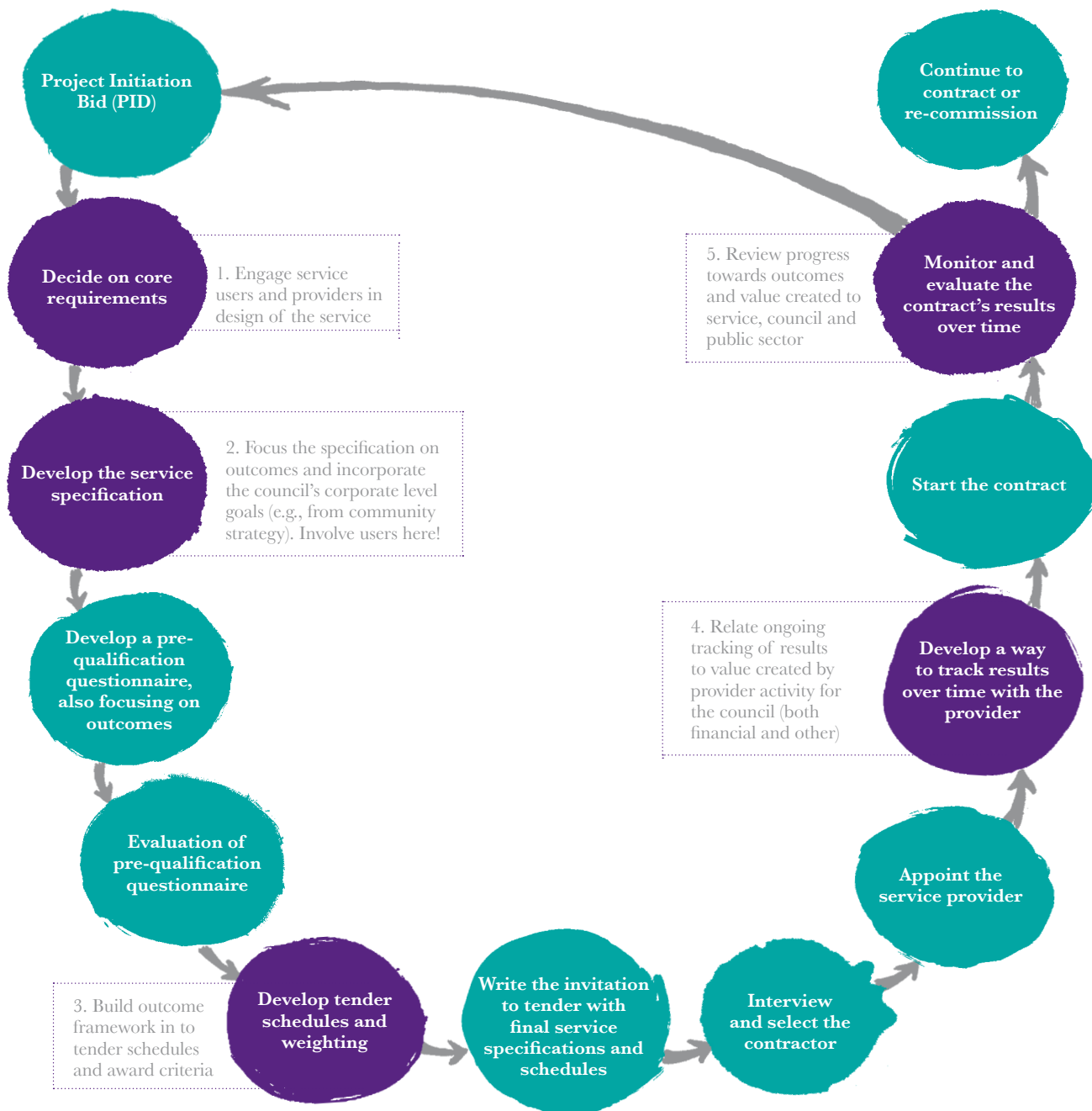| Conceptual Category	Operational Category		Living Situation	
Roofless	1	People living rough	1.1	Public space or external space
	2	People in emergency accommodation	2.1	Night shelter
Houseless	3	People in accommodation for the homeless	3.1	Homeless hostel
			3.2	Temporary accommodation
			3.3	Transitional supported accommodation
	4	People in Women's Shelter	4.1	Women's shelter accommodation
	5	People in accommodation for immigrants	5.1	Temporary accommodation/reception centres
			5.2	Migrant workers accommodation
	6	People due to be released from institutions	6.1	Penal institutions
			6.2	Medical institutions
			6.3	Children's institutions/homes
	7	People receiving longer-term support (due to homelessness)	7.1	Residential care for older homeless people
			7.2	Supported accommodation for formerly homeless people
Insecure	8	People living in insecure accommodation	8.1	Temporarily with family/friends
			8.2	No legal (sub)tenancy
			8.3	Illegal occupation of land
	9	People living under threat of eviction	9.1	Legal orders enforced (rented)
			9.2	Re-possession orders (owned)
	10	People living under threat of violence	10.1	Police recorded incidents
Inadequate	11	People living in temporary/ non-conventional structures	11.1	Mobile homes
			11.2	Non-conventional building
			11.3	Temporary structure
	12	People living in unfit housing	12.1	Occupied dwellings unfit for habitation
	13	People living in extreme overcrowding	13.1	Highest national norm of overcrowding

(2007, from www.feantsa.org)

135.

Appendix J: Process flow from the London Borough of Camden

Ref 1

This process flow shown below from the London Borough of Camden – Supporting People Programme – is included as a useful method which aims to map key stages, processes and stakeholder involvement in developing a commisioning framework.

Project Initiation Bid (PID)

Decide on core requirements

1. Engage service users and providers in design of the service

Develop the service specification

2. Focus the specification on outcomes and incorporate the council's corporate level goals (e.g., from community strategy). Involve users here!

Develop a pre-qualification questionnaire, also focusing on outcomes

Evaluation of pre-qualification questionnaire

3. Build outcome framework in to tender schedules and award criteria

Develop tender schedules and weighting

Write the invitation to tender with final service specifications and schedules

Interview and select the contractor

Appoint the service provider

Develop a way to track results over time with the provider

4. Relate ongoing tracking of results to value created by provider activity for the council (both financial and other)

Start the contract

Monitor and evaluate the contract's results over time

5. Review progress towards outcomes and value created to service, council and public sector

Continue to contract or re-commission

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