

1 Why did the Homeless Agency Partnership decide to develop a new model of service delivery?

The *Pathway to Home* model is a culmination of the most comprehensive review that took place on homelessness in 2008, which sought to measure the extent of homelessness in Dublin, 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 that ensures that value for money is achieved.

From this review *Counted In, 2008, Evaluation of Homeless Services 2008 Series and Review of Finances and Expenditure for Homeless Services* were completed. A series of recommendations were made as a result of these reviews resulting in the Homeless Agency Partnership Board's December 2008 Submission to Government on implementing the national homeless strategy, *The Way Home*, and on realising the 2010 Vision as agreed in the Homeless Agency Partnership action plan on homelessness in Dublin *A Key to the Door 2007-2010*.

These recommendations highlighted that there was a need for change to move from the way in which services are currently configured into a model of service delivery that provides better access to long-term housing and the provision of supports to people within housing.

In order to achieve the required changes in how services are being delivered, the Board of the Homeless Agency Partnership agreed the development of a *Pathway to Home*, which sets out a comprehensive implementation plan aligning specific actions to the recommendations arising from the submission to government.

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Where are we now in relation to the actions that are outlined in a Pathway to Home model?

The actions outlined in a *Pathway to Home* have agreed timelines and lead roles responsible for the completion of each action, which responds directly to the recommendations outlined in the submission to government in 2008.

In order to drive the implementation phase over the forthcoming months, the Board of the Homeless Agency Partnership has endorsed a series of priority actions and decisions to ensure the momentum and necessary change including the establishment of a high level Implementation Advisory Group (IAG) and the establishment of high level working groups for the purpose of assisting with the process of change.

Some of these actions are briefly outlined as follows:

1. Roll out of comprehensive communications strategy to ensure that all stakeholders are informed about the details of a *Pathway to Home*.
2. The development of a commissioning and procurement framework for the Homeless Agency Partnership.
3. Work with the Department of the Environment, Heritage and Local Government on the roll out of the Social Housing Leasing Programme (SHIP) in relation to homelessness, Support to Live Independently (SLÍ) scheme and variant of the Rental Accommodation Scheme (RAS) pilot for people who are homeless.
4. Development of services outlined in the *Pathway to Home* model portfolio.
5. A process to be outlined for the transitional arrangements to support reconfiguration including detailed examination of the legal status underpinning licensing and tenancy arrangements.

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Is the Pathway to Home model linked to national policy?

Yes, a *Pathway to Home* is linked to national policy, it is aligned to the national strategy *The Way Home* 2008-2013 and the National Implementation Plan.

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Will the Pathway to Home model be rolled out nationally?

A *Pathway to Home* will not be rolled out nationally, however it will provide information and guidance to other statutory and voluntary services outside Dublin in relation to the development and implementation of a *Pathway to Home* model of homeless, housing and support provision.

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How does the Pathway to Home model work?

There are three elements to the structure of the *Pathway to Home* model including:

1. Interventions and services that prevent homelessness – a *Pathway to Home* will work to ensure homelessness is prevented by services delivering early interventions diverting the person at risk from having to enter temporary accommodation.
2. Temporary accommodation and homeless services – where prevention does not occur a *Pathway to Home* will work to ensure a same day initial assessment of a person's needs and their placement into temporary accommodation. During their residence in this accommodation the person will work with their key worker to complete a Holistic Needs Assessment 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 options being agreed.
3. Housing with supports – this housing support service will deliver person centred housing supports to the person who is residing as a tenant. 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.

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How was Pathway to Home developed?

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

The aims of the ISG were agreed by the Board as follows:

- Consider in detail the recommendations from the aforementioned reports in the context of the agreed priority areas of work for 2009 as set out in the Homeless Agency Partnership Submission to Government.
- Ensure consultation with the relevant stakeholders in relation to the feasibility and impact of the recommendations. The ISG were to make an independent judgement in terms of the applicability of each recommendation and corresponding action.
- Develop an indepth implementation plan with agreed actions with clear timeframes and responsibilities.

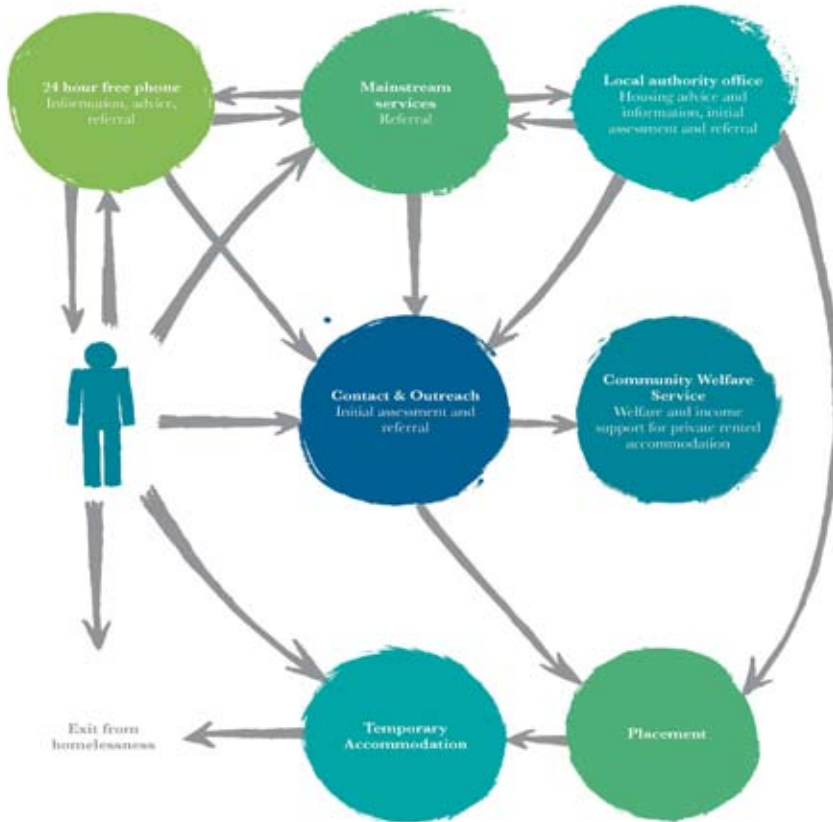
The ISG conducted a number of consultation sessions with key stakeholders, including mainstream and specialist homeless service providers, inviting input into the development of the plan and to explore the impact of reconfiguration of homeless services on organisations. The sessions were aimed at senior management, operational management and practitioner levels.

Consultation began in January 2009 and continued through March 2009, whereby 25 sessions took place.

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What services will be provided through the Pathway to Home model?

The following table illustrates the services that will be provided through the *Pathway to Home* model:



Local Authority Homeless Helpline

The Local Authority Homeless Helpline will be a 24-hour free phone service providing 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.

Local Authority Housing Service

The Local Authority Housing Service will provide information, advice and referral to the Local Authority Homeless Helpline, Community Welfare Service and the Homeless Prevention Service. The service will provide priority access to all available housing options such as mainstream housing including local authority social rental, Rental Accommodation Scheme (RAS), SWA (Social Welfare Allowance) rent supplement private rental, the new Support to Live Independently scheme and specialised housing options.

Community Welfare Service

The Community Welfare Service is a statutory service that will provide income maintenance, early interventions and access to housing options, which will shorten the length of time that a person experiences homelessness

Contact and Outreach Service

When a person is discovered rough sleeping, the Contact and Outreach Service will deliver early interventions, initial contact and placement into temporary accommodation.

Homeless Prevention Service

Homeless Prevention Services are specifically day services, information, advice, advocacy, mediation services and early intervention housing support services that prevent homelessness. In addition, all mainstream public services have a role in preventing homelessness.

Local Authority Housing Service's Central Placement Service

The Local Authority Housing Service's Central Placement Service will be a centralised placement service that will manage, co-ordinate, monitor access and take-up of all forms of temporary accommodation via a unified management system.

Supported Temporary Accommodation (STA)

Supported Temporary Accommodation is a specialised form of accommodation for persons with needs requiring a specialised form of support. The supports will include in reach services provided by the HSE, FAS, VEC etc and housing support services for persons moving into housing.

Temporary Emergency Accommodation (TEA)

Temporary Emergency Accommodation is accommodation for persons with low or no support needs.

Housing Support Service

The Housing Support Service is on-site housing support service that includes Visiting Housing Support Services, which provides support, assistance and advice to a person in their accommodation for a certain length of time.

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What does reconfiguration of homeless services mean?

What will happen to emergency accommodation?

Emergency accommodation in its current form is changing to Temporary emergency Accommodation and Supported Temporary Accommodation.

What will happen to private emergency accommodation?

Occupation of private emergency accommodation will be reduced and eventually phased out.

What will happen to transitional accommodation?

Occupation of transitional accommodation will be reduced.

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How will the Support to Live Independently (SLI) scheme work?

The Support to Live Independently (SLI) scheme is a low to medium support scheme that will move households who are in private emergency accommodation into mainstream housing. The supports will be on a visiting basis and will operate as a flexible support resource. Further details and guidelines of this scheme will be announced by the Department of the Environment, Heritage and Local Government.

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How will the the RAS initiative work for people who are homeless?

This scheme involves the extension nationally of the pilot operation of a variant of the Rental Accommodation Scheme (RAS), which enables local authorities to use RAS to accommodate homeless persons who are not in receipt of rent supplement.

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What is the Social Housing Investment Programme (SHIP) ?

The Department of Environment, Heritage and Local Government has established a new leasing initiative for the delivery of social housing. This new initiative represents an expansion of the options available to local authorities for the delivery of social housing. Properties will be leased from the private sector and used to accommodate households from local authority waiting lists. Leased properties will be allocated to tenants, in accordance with the local authorities allocations schemes.

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What is the operational criteria for the assessment of homelessness?

Stage 1: When a person presents to a local authority, an initial assessment of need will be carried out of their history and current need. All possible options to prevent the need to move into homeless services will be explored. The Community Welfare Officer will assist the housing officer in terms of examining options other than homeless accommodation.

Stage 2: The local authority will decide whether a person is homeless and then a decision will be made as to whether they meet the criteria for homeless priority.

The criteria for defining homelessness is based on the following:

- 1) Applicant has no occupation and is unable to occupy / remain in otherwise suitable accommodation.
- 2) Applicant is living in hospital, county home, night shelter.
- 3) Applicant is unable to provide accommodation from their own resources.

Stage 3: It may not always be possible to assess qualifying criteria in one sitting.

Shortlist:

- Applicant must be from the local authority area
- Applicant must have no other form of secure accommodation available to them.
- Applicant must not be a homeowner
- Applicants must stay in regular contact with local authority
- Applicants will need to produce a number of forms of documentation i.e. passport, birth certificate etc.
- Applicants who have a history of anti-social behaviour must demonstrate signs of improved behaviour and co-operate with the local authority.

Note: 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. The implementation of the Pathways to Home model 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, support to live independently scheme and RAS.)

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What is the H1 report?

The purpose of Action H1 in *A Key to the Door 2007-2010* is an estimate of ‘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’.

The H1 report provides a macro level analysis of the housing and support needs of the current population in homeless services. It is useful for planning purposes and for highlighting the links that need to be developed with mainstream services (e.g. health on an area by area basis as part of the process of moving people out of homelessness and into sustainable housing).

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What are the future options for building stock in current use for housing and homeless services?

An audit of homeless services in Dublin took place in Spring 2009. This was carried out to determine both the capacity and standard of accommodation in use across the sector. The audit included building quality, suitability and adaptability for use. This audit concentrated mainly on the buildings owned by voluntary and statutory service providers. Dublin City Council also carried out a separate audit that focused on private emergency accommodation (B&B) in the four Dublin local authority areas.

The specific purpose of the audit is to facilitate the reconfiguration of current homeless provision into a homeless and housing pathway model to provision to meet the 2010 Vision. Homeless service provision and emergency accommodation will be reconfigured into more appropriate built environs that can become places of change and homes for people experiencing homelessness.

The table below highlights the general location of building stock across Dublin. The sites reviewed 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.

| 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 |

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What are the Homeless Agency Partnership housing targets for 2009?

The Homeless Agency Partnership expect to house 1,000 households in 2009 through the following sources:

| 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