

Performance Report 2018 relating to the Protocol Governing Delegation of Section 10 Funding for Homeless Services to Dublin City Council

Quarter 4 2018

January 2019

Q4 2018 Headline Items:

Tenancy protection and sustainment

- The Tenancy Protection Service (TPS) has been contacted by 1,723 households in Q4 2018, the total number of contacts since January 2018 was 10,313.
- In Q4 2018 a total of 690 households were considered to be at risk of homelessness and progressed to active case management. The overall total at risk in 2018 was 3,205.
- In Quarter 4 a total of 359 households have been protected and sustained under the TPS through a rent uplift (20), advocacy (324), through private rented tenancies (12) or through the Housing Assistance Payment (3).

Rough Sleeping

- A total of 601 individuals engaged with the rough sleeping team in this quarter, this is a decrease on the Q3 figure of 628.
- Of these 601 individuals engaging in rough sleeping over the quarter a total of 403 or 67% did access emergency accommodation at some point. This is in line with the emergency accommodation access rate of 68% in the previous quarter.

Use of Emergency Accommodation

- A total of 5,423 adults used emergency accommodation during Q4, 2018.
- Of these, 14%, or 762 individuals, were new presentations assessed as homeless and placed in emergency accommodation. The remaining 86% or 4,661 individuals were repeat or existing service users.
- The average nightly placement rate into emergency accommodation or night services for adults using the local authority placement service and the homeless freephone in Quarter 4 was 259.
- Of the 4,016 adult beds available in emergency accommodation in Dublin on the last day of the quarter (31st December 2018), 2 beds were unused.

Support Plans for Emergency Accommodation Users

A total of 2,963 adults residing in emergency accommodation have an active support plan.
 The represents 54%, or more than half of all adults residing in emergency accommodation over the quarter.

Q4 2018 Headline Items:

Long-term homelessness

 Of the 4,014 adult individuals in emergency accommodation on the last day of Q4 2018, a total of 2,746 (or 68%) have resided in emergency accommodation for 6 months or more and are considered to be experiencing long-term homelessness.

Family Homelessness

Among the 4,175 adults in emergency accommodation in December 2018, 1,764 were adults accompanied by child dependents.

At the end of the quarter, a total of 1,252 families – comprising 1,764 adults and 2,686 dependent children - were residing in emergency accommodation.

Of these, 711 families were accommodated in commercial hotels/B&B over the last week of the quarter, with 541 families in supported temporary accommodation.

Tenancy creation and housing support

- The total number of adults who moved to tenancies in Q4, 2018 was 954, and the total number for 2018 was 3,572. This reflects the extensive work being carried out by the prevention and place-finders teams.
- The significant majority moved to a social housing option during the quarter, with 253 adults in social tenancies and 687 adults in HAP tenancies. The remaining 14 adults were accommodated in private rented tenancies.
- Of the 954 adults who moved to tenancies, just 201 accessed post settlement supports.
 This indicates that a large majority of adults (79%) had a general housing need and were able to move on without supports.

Departures from homeless services to other living situations

- In addition to departures to independent living in tenancies, 197 adults departed homeless services to other living situations in Q4 2018.
- These departures included staying with family or friends (65 persons), relocation to another country (17 persons), admission to a medical facility (hospital – 48 persons), (residential treatment – 42 persons) and admission to correctional facilities (prison remand – 25 persons).

Part 1

1. 2018 Target for Accommodating Homeless Persons with Full Tenancies

Table	Table 1: Individuals moved on to independent living. Based on total monthly reported tenancies (Jan-Feb-March)						
Target	Number of Accommodation	Quarterly Total Units = Households	Total	Quarterly	Total		
number of units for 2018	Units Delivered with Full Tenancies		Units to Date in 2018	Total	Individuals in 2018		
2016			Persons	Total to date in each category			
				Q4 2018			
	Local Authority Lettings: number of new lettings, re- lets, leasing, purchase/acquisitions, NAMA and other delivery mechanisms	128	317	154	390		
	AHB Lettings: number of new lettings and re-lets (via LA nominations),	72	265	86	333		
	LTS (long-term supported accommodation) leasing, purchase/acquisitions (via CALF and/or private finance), CAS, NAMA and other delivery mechanisms	13	45	13	45		
	Private Rented (RAS and Rent Supplement, etc.)	14	29	14	30		
	Housing Assistance Payment (HAP)	567	2,266	687	2774		
	Totals[1]	794	2,922	954	3572		

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Table 1: Indivi	Table 1: Individuals moved on to independent living						
Target	Number of		Quarterly	Total Adult			
number of	Accommodation Units		Total Adult	Individuals to			
individuals	Delivered with Full		Individuals	Date in 2018			
for 2018	Tenancies		Q4 2018				
	Local Authority Lettings		154	390			
	Approved Housing Bodies (AHB) Lettings	Approved Housing Bodies (AHB) Lettings		333			
	LTS (long-term supported accommodation)		13	45			
	Private Rented	14	30				
	Housing Assistance Payment (HAP)	687	2,774				
	Totals ¹		954	3,572			

A total of 954 adults moved to tenancies in Q4 2018. A total of 687 or 72% of these tenancies were achieved through homeless HAP. Social housing tenancies (i.e., Local Authority, Approved Housing Bodies and LTS combined) account for 27% (n=253). Moves to private rented accommodation remained consistently low as in the previous quarter at approximately one percent, with only 14 adults moving to private rented tenancies in the quarter.

In total, there were 517 tenancies created to accommodate families with children in the period October to December 2018. The prevention of homelessness through new tenancies is a key element of the work of the DRHE. In Q4 2018, a total 420 households presented to homeless services and were prevented from entering homelessness through tenancy placement. The remaining 374 households left emergency accommodation to tenancies.

Over the course of the year 60% of households were housed through homeless prevention work carried out by the four local authorities in the region. Table 1a below shows the total number of households prevented from entering homelessness over 2018.

Table 1a: Household equivalent total of homeless prevention tenancies

	Total Households Prevented
Q1 2018	347
Q2 2018	467
Q3 2018	518
Q4 2018	420
Total	1,752

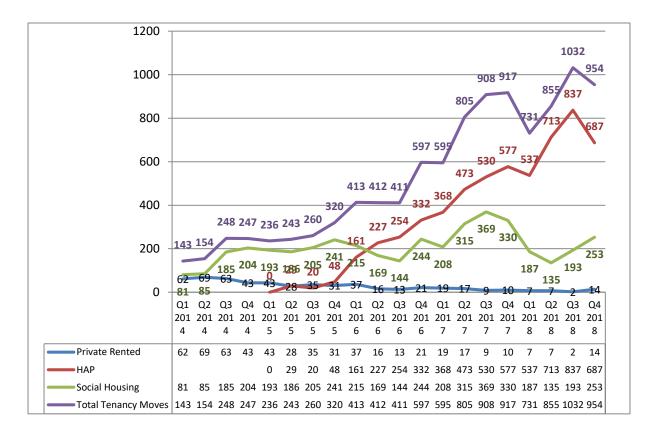


Figure 1: Moves to Tenancies Q1 2015 - Q4 2018

Figure 1 shows a decrease of 78 tenancies between Q3 and Q4, 2018. The majority of tenancies continue to be sourced through the use of HAP, however there was an increase in the proportion of social housing tenancies in quarter 4, with 27% of tenancies coming from this sector. This figure was 19% over quarter 3 2018.

Table 1b: Number of adults moving to tenancy each year - 2015 to 2018

	Q4	Q4	Q4	Q4
	2015	2016	2017	2018
Private Rented	137	87	55	30
НАР	97	974	1,948	2,774
Social Housing	825	772	1,222	768
Total Tenancy Moves	1,059	1,833	3,225	3,572

Tenancy Protection Service

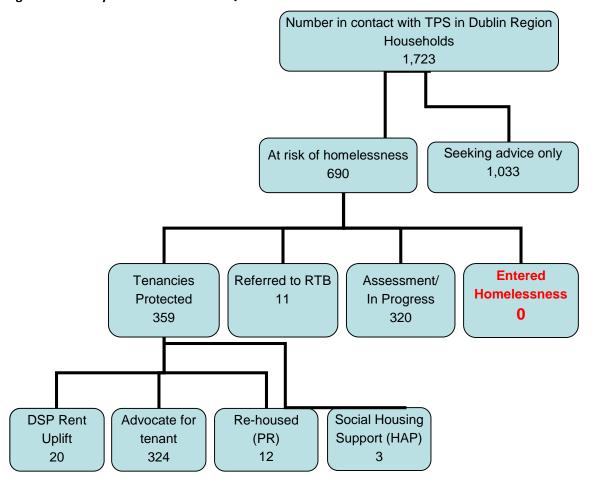
The Tenancy Protection Services (TPS) is a Section 10 funded service operated by Threshold in the Dublin Region. It serves a critical role in preventing households from experiencing homelessness.

Table 1c: Number of households contacting TPs in the Dublin Region 2014 – 2018

	Q4 2018	Total 2018	Since June 2014	%
Number of households seeking advice on their rights only	1,033	7,108	14,686	58
Number of households 'at risk' of tenancy loss	690	3,205	10,542	42
Total number of households contacting TPS	1,723	10,313	25,228	100%

As detailed in Figure 2 below, 359 tenancies were protected by the service in Q4 2018. Twenty received a rent uplift from the DSP while 324 tenancies were protected after Threshold liaised with landlords and advocated on behalf of the client. Three households were supported to source HAP tenancies and 12 households rehoused in the private rental sector over quarter 4. The remaining cases are being actively case managed.

Figure 2: Tenancy Protection Service: Q4 2018



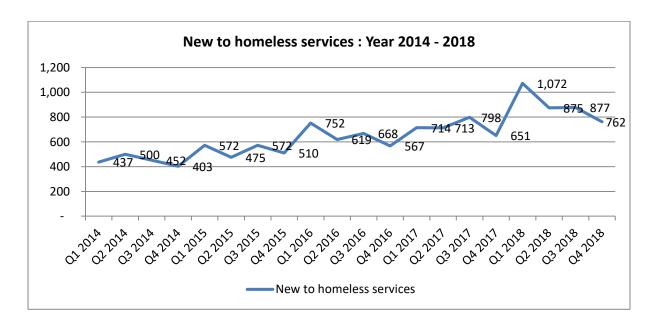
Part 2
2. Number of new presentations on a daily basis

Table 2: Number of Individuals using Emergency Accommodation during Q4 2018					
	New	Repeat	Total in EA Q4 2018		
Number of presentations in reporting period	762	4,661	5,423		
Number of days in reporting period	90	90			
Daily average	8	52			

In Q4 2018 the number of individuals new to homelessness accounted for 14% of the overall number of individuals using emergency accommodation. This is a reduction of 2% on the previous quarter. There was a daily average of approximately 8 people presenting as homeless for the first time over the period.

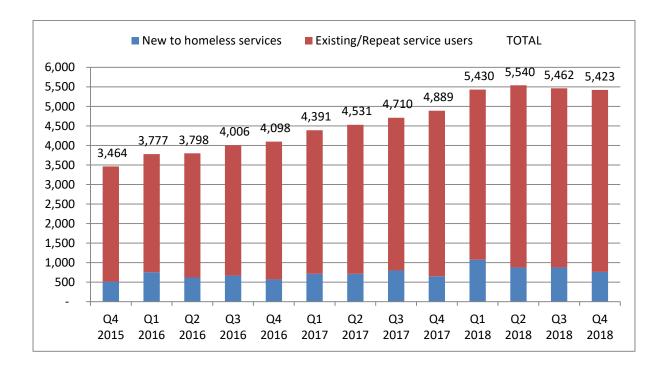
Figure 3 below shows the trend in new presentations in the Dublin region from the first quarter of 2015 to the 4th quarter of 2018. The chart indicates a trend where presentations tend to dip in the second quarter following a peak in the first quarter of each year. Due to extreme weather conditions experienced in the first quarter of 2018 the peak was exceptionally high, followed by a reduction which has remained steady to the end of quarter 4.

Figure 3: Number of adults new to homeless services each quarter in the Dublin Region



Overall the number of adults accessing emergency accommodation during Q4 2018 was 5,423, a decrease of 39 people on the previous quarter. In the Q4 2018 period a significant number of adults accessing emergency accommodation were repeat or existing service users totalling 4,661 adults. Figure 4 shows the total number of adults accessing emergency accommodation from Quarter 4 2015 to Q4 2018.

Figure 4: Number of adults using emergency accommodation each quarter in the Dublin Region



To give further insight into the adult population accessing emergency accommodation, a breakdown of the population by household type is given in Figure 5 indicating numbers of adults with and without children accessing emergency accommodation at a point in time each month. The numbers of adults with no children still outnumber those with children, however the number of adults with children has grown significantly.

In reference to the period December 2017 to December 2018 the population of adults with children has increased by 202 adults.

Figure 5: Breakdown of adults accessing emergency accommodation each month²

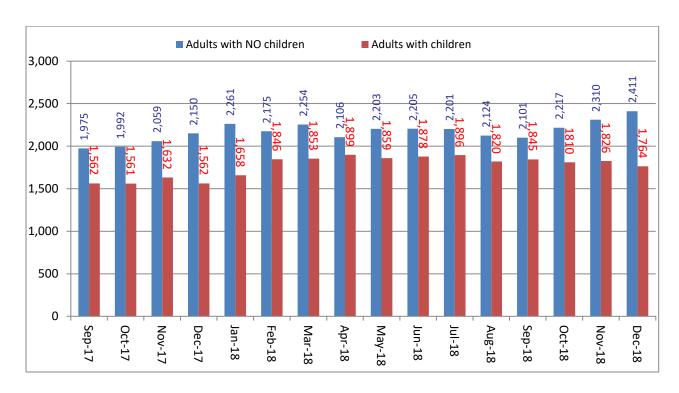
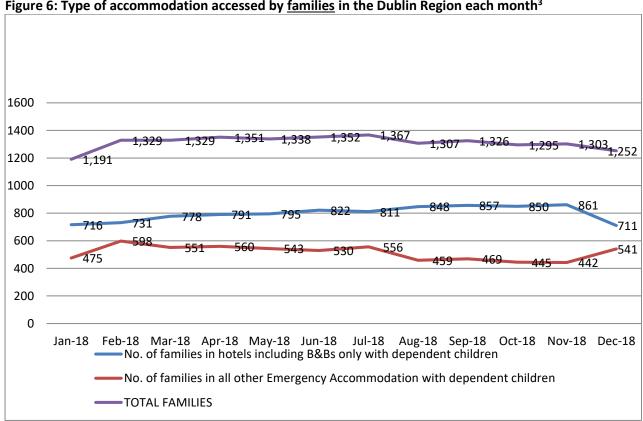


Figure 6: Type of accommodation accessed by families in the Dublin Region each month³



² The monthly figure represents the number accessing emergency accommodation over a single week during each month. Available: http://www.environ.ie/en/DevelopmentHousing/Housing/SpecialNeeds/HomelessPeople/
The monthly figure represents the number accessing emergency accommodation over a single week during ea month

Figure 7 shows the growth in the population over time when adults and children are considered together. Over the twelve month period January 2018 to December 2018, the number of adults in emergency accommodation increased by 256 and the overall total population in emergency accommodation increased by 433.

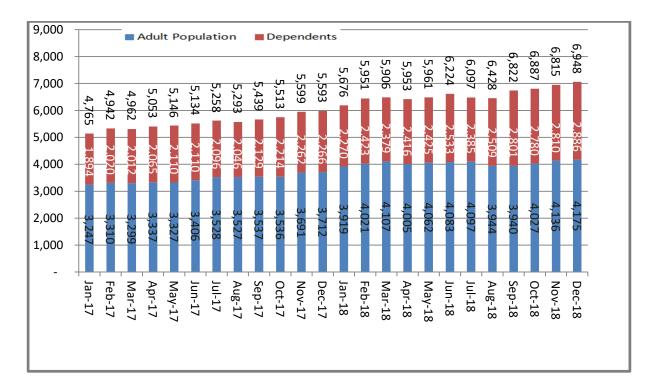


Figure 7: Number of adults and children in emergency accommodation in the Dublin Region each month⁴

Table 3 gives information on the number of emergency accommodation placements to individuals throughout the quarter. The average number of placements into emergency accommodation per night over the quarter was 259. This represents a decreased of 83 per night on the Q3 average number of 342.

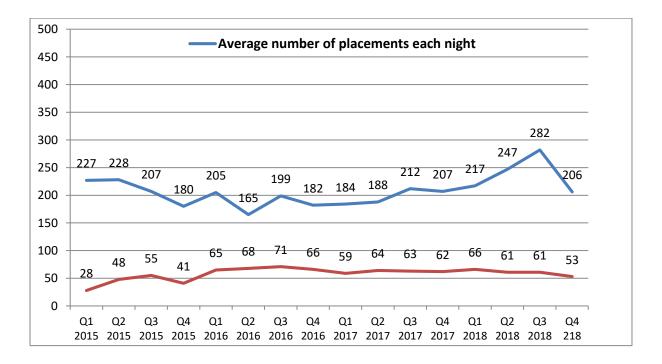
⁴ The monthly figure represents the number accessing emergency accommodation over a single week during each month

Additional Information

Table 3: Number of placements or unique individuals in emergency accommodation							
Service	Number of placements in Q4 2018	Number Offered accommodation	Number of 'No shows'	Number unable to accommodate - insufficient capacity / unsuitability (Sleeping bags booked)			
Calls from Service Users: Helpline	14,752	14,752	1,346	1,665			
Placement Service	9,104	9,182		1			
Total	23,856	23,934	1,346	1,666			
Average per night	259	260	15	18			

Figure 8 shows the average nightly placements into emergency accommodation and the MQI Night Café. The average nightly placements into emergency accommodation over the period was 206, while the average number of nightly placements into the MQI Night Café was 53.

Figure 8: Number of nightly placements into emergency accommodation each quarter in the Dublin Region



2. Number of persons in emergency accommodation for longer than 6 months

The Q4 2018 period recorded 4,014 or 135 additional adults accessing emergency accommodation. There was also an increase of 63 individuals accessing emergency accommodation for longer than six months compared to the Q3 2018 period. A total of 68% of the overall total adults were experiencing long term homelessness in the second quarter of 2018.

Table 4a indicates a slight decrease in the long term homeless population in the indicated time period up to the end of Q4 2018. As can be seen from the table, on the last day of Q4 2018 68% of the population of adults experiencing homelessness for a period of 6 months or longer.

⁵ These figures exclude MQI Night Café

Table 4a: Change in number and rate of adult long-term homelessness each quarter in the Dublin Region

	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
	2016	2017	2017	2017	2017	2018	2018	2018	2018
Total Adults	2,922	3,116	3,280	3,313	3,489	3,877	3,819	3,879	4,014
Adults 6 months +	1,957	2,039	2,095	2,103	2,167	2,436	2,474	2,683	2,746
Percentage	67%	65%	64%	63%	62%	63%	65%	69%	68%
Change:	125	82	56	8	64	269	38	209	63

Additional Information:

The majority of individuals accommodated in STAs, TEAs and Detox/alcohol residential services avail of supports as those types of accommodation have onsite service providers who immediately engage with service users to facilitate exits from emergency accommodation. Clients in private emergency accommodation have lower levels of supports as can be seen in Table 5 due to the fact that these are commercial entities not designed for the accommodation of homeless individuals.

Table 5: Number of clients with a support					
Accommodation Category	Total Number of Persons During Quarter 3 2018	Number with a Support Plan	% total with Supports		
Supported Temporary Accommodation (STA)	3,265	2,188	67%		
Temporary Emergency Accommodation (TEA)	95	78	82%		
Private Emergency Accommodation (PEA)	2,926	1,062	36%		
Other (Simon Detox and Residential Alcohol Service)	88	76	86%		
(less) people accessing multiple accommodation types during the quarter*	-896	-441			
Total (Unique Individuals accessing emergency accommodation)	5,478	2,963	54%		
*Note – some individuals access services in more than one accommodation type during the quarter.					

While there is still a significant number of individuals accommodated in PEAs work is ongoing to end the use of commercial hotels as a form of emergency accommodation and to ensure homeless individuals are accommodated in suitable accommodation designated for homeless services. Figure 9 indicates that the overall percentage of individuals with support plans in Q4 2018 is 54%, meaning that more than half of the individuals accessing emergency accommodation are offered supports to exit homelessness.

Figure 9: Number and percentage of adults in emergency accommodation with support plans each quarter in the Dublin Region

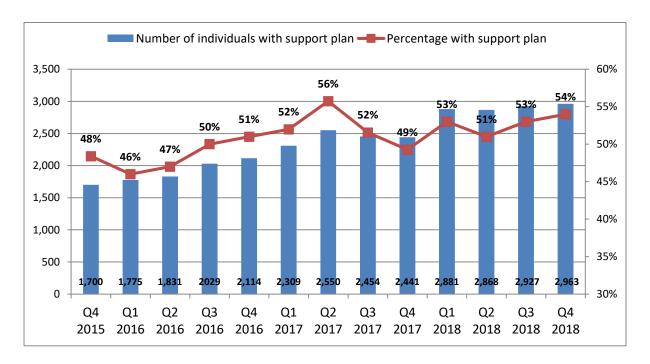


Table 5a: Support Planning in the Dublin Region during Quarter 4 2018

	Number of Adults accessing services Q4 2018	Number with a Support Plan	Percentage with Support Plan Q4 2018
Supported Temporary Accommodation (Service Provider on-site 24 hours)	1,562	1,415	91%
Supported Temporary Accommodation (Service Provider on-site night-only)	1,703	773	45%
Temporary Emergency Accommodation (Service Provider on-site: low support needs)	95	78	82%
Private Emergency Accommodation: Hotel / B&B (Visiting Support Homeless Action Teams)	2,926	1,062	36%
Detox/Residential Alcohol Services	88	76	86%
TOTAL	5,478	2,963	54%

As indicated previously, the rates of support planning are higher in services where 24 hour supports are provided. Where no service provider is on site, rates of support planning are comparatively low.

4. Number of persons leaving emergency accommodation

Table 6: Number of persons leaving emergency accommodation Q4 2018				
Moved to new/independent accommodation (As reported in table 1)	954			
Staying with family or friends	65			
Relocated to another country	17			
Departure to Medical Facilities: Hospital	48			
Departure to Medical Facilities: Residential Treatment	42			
Departure to Correctional Facilities: Prison (on remand)	25			
Total	1,151			

In addition to the 954 adults who departed to tenancies, there were 197 adults who departed emergency accommodation for other reasons. While many of those departing to family or friends, prison, hospital or residential treatment return to homeless services at some later point in time, the trend has shown that those relocating to another country do not. The majority of departures to another country are facilitated by the Barka project with others relocating through their own resources. Of the 17 individuals relocating in Q4 2018, 16 were supported to relocate through the Barka project.

5. Occupancy rate in emergency accommodation

Table 7: Adult occupancy rate in emergency accommodation				
Total number of adult beds available at (31st December 2018) 4,016				
Number of adult beds occupied at (31st December 2018)	4,014			

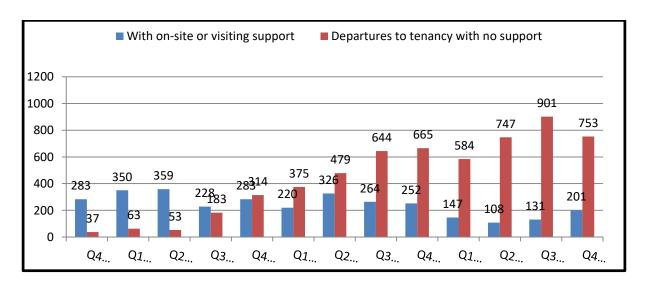
On the last day of the quarter there were 4,014 adults accommodated in emergency accommodation, an increase of 135 on the last day of Q3 2018.

6. Number of persons moving on into independent living with support

Table 8: Number of persons moving to independent living with support				
Persons moved on into independent living with support	Total Q4 2018			
Number in supported accommodation (LTA on-site supported)	14			
Number in Approved Housing Body accommodation (AHB on-site supported and				
visiting support)	57			
Number in local authority owned accommodation with support (LA on-site				
supported and visiting support)	121			
Number in private rented accommodation with floating support services (visiting				
support only)	7			
Housing Assistance Payment (HAP)	2			
Total	201			

In Q4 2018 the number of persons who moved to tenancies with some form of visiting or on-site support was 201 or 21%. This is a higher level than that recorded in Quarter 3 of 13%, and may be due in part to the higher number of people moving to Local Authority tenancies. The number moving to tenancies without support, 79%, does indicate that the large majority of adults moving to housing only have a general housing need. Figure 10 below shows this trend in the decline of number of adults with supports in tenancy compared to number of adults moving to housing without any supports.

Figure 10: Number of tenancies with and without post settlement support each quarter in the Dublin Region



The Dublin Region continues to offer housing supports to individuals who need support in tenancy. There are currently four support services that offer support to individuals moved to housing, these are Support to Live Independently (SLI), Visiting Tenancy Sustainment Service (VTSS), HAIL Mental Health Visiting Service and Housing First supports. The services are offered by Focus/PMVT, Dublin

Simon and HAIL. Table 9 below gives quarterly details on the number of individuals availing of the various types of supports to enable tenancy sustainment.

Additional Information:

Table 9: Number of former service users supported by Visiting Support Services on 31st December 2018								
SLI Service Provider	Number of new cases opened Q4 2018 – adults	Number of cases closed Q4 2018 - adults	Number of adults Supported at close of Q4 2018	Number of cases extended to next quarter – adults	Total new cases Year to date – adults	Total closed cases Year to date – adults	Total number of cases extended Year to date - adults	
Focus/PMVT (SLI) Visiting Support	63	2	61	61	209	6	203	
Simon (SLI) Visiting Support	102	11	91	91	329	37	292	
VTSS Focus-DLRCC	8	0	8	7	33	0	33	
VTSS Focus-FCC	6	2	4	8	28	9	19	
VTSS Focus-SDCC	4	0	4	4	11	0	11	
VTSS Simon	48	18	30	30	113	21	92	
Hail Mental Health Visiting Support	18	11	7	7	72	21	51	
TOTAL	249	44	205	205	795	94	701	

In Q4 2018 a total of 249 adults availed of post settlement support through Support to Live Independently (SLI), VTSS and HAIL support services. At the close of the quarter 205 of these adults were still receiving support with 44 no longer needing support.

The number of adults being supported in tenancies under the Housing First programme continues to increase as the program is extended to individuals with high support needs exiting to tenancy. As these individuals have high support and complex needs, there are occassions where tenancies fail and subsequent alternative tenancies have to be sourced. Figure 10 below shows this pattern. At the end of 2018 tenancies for 243 unique individuals had been created and managed by housing first since the beginning of the programme.

Figure 10: Total Unique Individuals Supported in Tenancies through Housing First Programme.

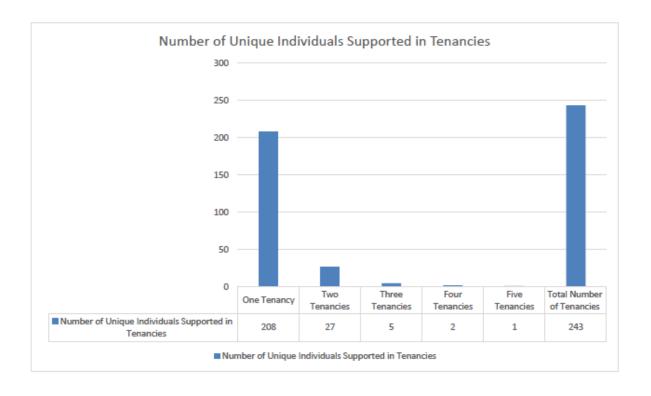


Figure 10 shows that a total of 208 individuals successfully sustained their first tenancy through housing first supports, while a total of 35 individuals have availed of more than one tenancy, The tenancy sustainment rate through the housing first supports is high at eighty six percent. Housing First support is not time bound and when a tenancy fails support is continued so as to facilitate placement into another tenancy thereby preventing the individuals from sliding back into homelessness.

7. Number of persons moving on into independent living without support

Table 10: Number of persons moving on into independent living without support Q4 2018				
Number in private rented accommodation without support	5			
Number in local authority owned accommodation without support	34			
Number in other Approved Housing Body accommodation without support	31			
Number in Housing Assistance Payment without support	683			
Total	753			

In Q4 2018, a total of 753 individuals moved to housing without taking up any tenancy sustainment supports. This represents 79% of individuals moving to housing in Q4 2018. As indicated earlier,

the high rate of individuals moving to housing without supports is influenced by the high number of homeless prevention cases which are mostly households with a general housing need and not requiring any other form of support for tenancy sustainment.

8. Number of persons sleeping rough

Table 11: Number of persons sleeping rough					
		With a Support Plan			
Number of persons discovered sleeping rough on night of Rough Sleeping Count (27th November 2018)	156	-			
Number of persons sleeping rough with a PASS record	81	31			

The Winter 2018 Rough Sleeping Count (RSC) took place on the night of 27th November 2018. There were over 100 volunteers and Local Authority staff members involved in the count across the Dublin Region. The results from the count show that there were a minimum of 156 individuals sleeping rough across the Dublin Region on that night.

Winter 2018 Trend

The graph in Figure 11 shows the results from each of the rough sleeping counts between 2007 and 2018. The November 2018 Rough Sleeper Count at 156, shows an increase in the number of individuals discovered sleeping rough in Dublin from 110 in Spring 2018. However there is a decrease of 28 individuals discovered sleeping rough when the Winter 2018 count is compared with the Winter 2017 count.

200 **Dublin Region: Dublin City Council only** Dublin City Council, 180 Fingal County Council, South Dublin County Council. 160 Dún Laoghaire-Rathdown County Council 140 120 100 80 60 40 20 Spring '11 Spring '14 Spring '18 Winter '18 Spring '09 Spring '12 Spring '13 Winter '07 Winter '08 Winter '09 Winter '13 Winter '16 Spring '17* Winter '17 Spring '08 Winter 10 Minter '12

Figure 11: Rough Sleeping Counts 2007-2018

The Rough Sleeping Counts carried out in winter and spring complement the work carried out by the Housing First Intake Team that engages with individuals sleeping rough each night throughout the year. In Q4 2018 a total of 601 adults engaged with the Housing First Intake team.

Table 12: Number of persons recorded as rough sleepers engaging with HFIT in Q4 2018				
Number of persons in contact Bedded Down				
Number of persons in contact Not Bedded Down				
Total Individuals				
Number of persons who also used Emergency Accommodation				

The engagement rate has decreased slightly, however significant progress continues to be made by the Housing First Intake Team in relation to engaging with individuals sleeping rough and placing them in emergency accommodation. Of those engaging with the team a total 403 or 67% of individuals also accessed emergency accommodation, a decrease on the Quarter 3 total of 69%.

Table 12a: Emergency accommodation use amongst individuals rough sleeping

	Q4 2016	Q1 2017	Q1 2017	Q2 2017	Q3 2017	Q4 2017	Q1 2018	Q2 2018	Q3 2018	Q4 2018
Adults in contact with Housing First Intake Team (Street Outreach) over three month period	407	431	431	371	339	452	622	681	628	601
Adults also accessing emergency accommodation during three month period	283	291	291	249	236	315	456	471	432	403
Percentage accessing emergency accommodation	70%	68%	68%	67%	70%	70%	73%	69%	69%	67%

The Housing First Intake Team data continues to indicate that the majority of individuals engaging with the team have a low engagement rate as they only sleep rough for a very short period of time. In Q4 2018 total of approximately 16% of the individuals engaging with the team had twenty one or more contacts.

Table 12b: HFIT number of contacts with individual adults in Q4 2018

Number of contacts Q4, 2018	Number of adults individuals Q4, 2018	Percentage	Number of contacts	Percentage
1-10 contacts	554	92%	1,372	60%
11-20 contacts	34	6%	473	21%
21-50 contacts	11	2%	334	15%
50+ contacts	2	0%	135	0.6%
Total	601	100%	2,269	100%

Part 4

10. Meetings of the Management Group and Consultative Fora

	Dates of	Membership Details	
	meetings held		
	in the Q2 2018		
Statutory	26/04/18	Dublin Region Homeless Executive	
Management Group	29/06/18	South Dublin County Council	
	4/10/18	HSE Integrated Service Directorate	
		The Probation Service	
		Tusla	
Regional	21/02/18	An Garda Síochána	
Homelessness	18/04/18	City of Dublin Education & Training Board (CDETB)	
Consultative Forum	20/06/18	Department of Social Protection	
	26/09/18	Department of Social Protection - HPU	
		Dublin City Council	
	28/11/18	Dublin Region Homeless Executive	
		Dún Laoghaire-Rathdown County Council	
		Fingal County Council	
		Homeless Network	
		Crosscare	
		Merchants Quay Ireland	
		Threshold	
		HSE Integrated Service Directorate	
		HSE Dublin North City	
		HSE Dublin West – Social Inclusion / HSE Dublin	
		Mid Leinster	
		Irish Council for Social Housing	
		Irish Prison Service	
		MAG – Peter McVerry Trust	
		South Dublin County Council	
		The Probation Service	
		TUSLA – Child & Family Agency	

Signed:

Eileen Gleeson, Director, Dublin Region Homeless Executive

Eileen Gleeson.