



**Performance Report 2014 relating to the Protocol
Governing Delegation of Section 10 Funding for Homeless
Services to Dublin City Council**

END OF YEAR 2014 REPORT (Including Qtr 4 Activity)

31 January 2015

2014 Headline Items:

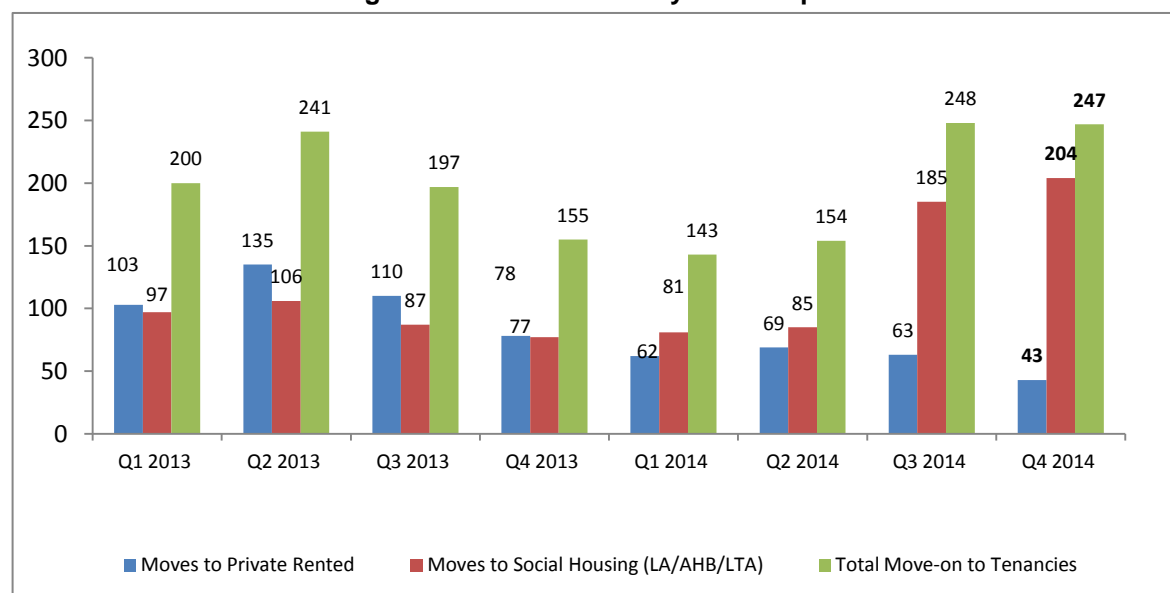
- In 2014, 792 adult individuals moved out of homelessness to independent living in tenancies. This is one less than in 2013.
- In total, 80% of individuals moving to tenancies in 2014 availed of visiting or on-site support after departing emergency accommodation.
- The number of individual adults moving to social housing tenancies reached a high of 204 in Q4 2014, while moves to private rented accommodation fell to its lowest rate yet of just 43 adults in the quarter. This reflects the declining affordability of private rental accommodation for lower income households and increased competition to access rental accommodation in Dublin.
- Since its inception in June, the Tenancy Protection Service has succeeded in the prevention of homelessness among 344 private renter families, whose tenancy was at risk due to rental inflation.
- In 2014, a total of 4,976 adult individuals engaged with homeless services in the Dublin region. In total, 54% of adults in emergency accommodation on the last day of 2014, were using services in excess of six months (either continuously or cumulatively over the year).
- During Q4 2014, 2,660 adult individuals accessed emergency accommodation in the Dublin region while 54% of adults in emergency accommodation during the quarter had a support plan.
- Following the introduction of an additional emergency accommodation capacity of 271 beds during Q4 2014, there was a noted increase in the number of people placed in emergency accommodation on a nightly basis.
- The Rough Sleeper Count in November discovered a minimum of 168 adult individuals sleeping rough on the night of November 11th 2014. However, the additional new capacity of 271 beds has made a significant positive impact on rough sleeping. In total, 84% of individuals rough sleeping also accessed emergency accommodation in Q4 2014. This is a significant increase on the previous two quarters and is as a result of the additional emergency accommodation capacity introduced in the quarter.

Part 1**1. 2014 Target for Accommodating Homeless Persons with Full Tenancies**

Table 1: Individuals moved on to independent living					
Target number of individuals for 2014*	Number of Accommodation Units Delivered with Full Tenancies	Quarterly Total Units	Total Units to Date in 2014	Quarterly Total Adult Individuals Q4 2014	Total Adult Individuals to Date in 2014
350	Local Authority Lettings			113	274
	Approved Housing Bodies (AHB) Lettings			57	185
	LTS (long-term supported accommodation)			34	96
350	Private Rented			43	237
700	Totals¹			247	792

*Following a review of performance outcomes within the context of significant rental inflation in the Dublin private rental sector, this target was adjusted downwards by the Dublin Joint Homeless Consultative Forum at the end of Qtr3, 2014 from 1,100 to a minimum of 700 for 2014.

The highest number of moves to social housing was recorded Q4 2014, with 204 individuals taking up social housing tenancies. This increase was partially offset by an unprecedented drop in numbers of individuals moving to private rented accommodation, as only 43 individuals moved to this type of accommodation in the final quarter. Overall, 247 individuals reported leaving emergency accommodation to take up a tenancy in Q4 2014.

Figure 1: Moves to tenancy in each quarter

In total, 792 individuals departed emergency accommodation to take up tenancies, a very similar number to 2013 when 793 individual moved to tenancies. This figure is below target but, given the dramatic decline in access to private rented accommodation, it was a

¹ PASS records the number of unique adult individuals moving-on to independent living

significant accomplishment to have been able to maintain departures to tenancies at the 2013 level. Table 1a, below, reveals that the number of individuals moving to private rented accommodation fell by 189 in 2014 relative to 2013. This was offset by an increase of 188 additional individuals who took up a social tenancy in 2014.

Table 1a: Moves to tenancies, 2013 and 2014

	2013	2014	<i>Difference</i>
Social housing	367	555	188
Private rented accommodation	426	237	-189
Total number of individuals moving to tenancies each year	793	792	-1

Additional Information on Homeless Prevention:

The Tenancy Protection Service (TPS) – Interim monitoring report and results for period 16th June 2014 – December 2014

The Tenancy Protection Service is the key provider in ensuring families at risk of homelessness in Dublin can remain in their current accommodation and avoid having to access homeless services. The TPS is provided by Threshold and can deliver an uplift to rent supplement payment rates to households at risk of homelessness due to income inadequacy and rental inflation. The uplift in payment is based on a protocol agreed between DRHE, the four Dublin local authorities and Department of Social Protection (DSP)².

Over the first five months of the service 2, 910 people have contacted the service. Since the inception of the service 27 weeks ago, 16th June 2014, the TPS has achieved the following:

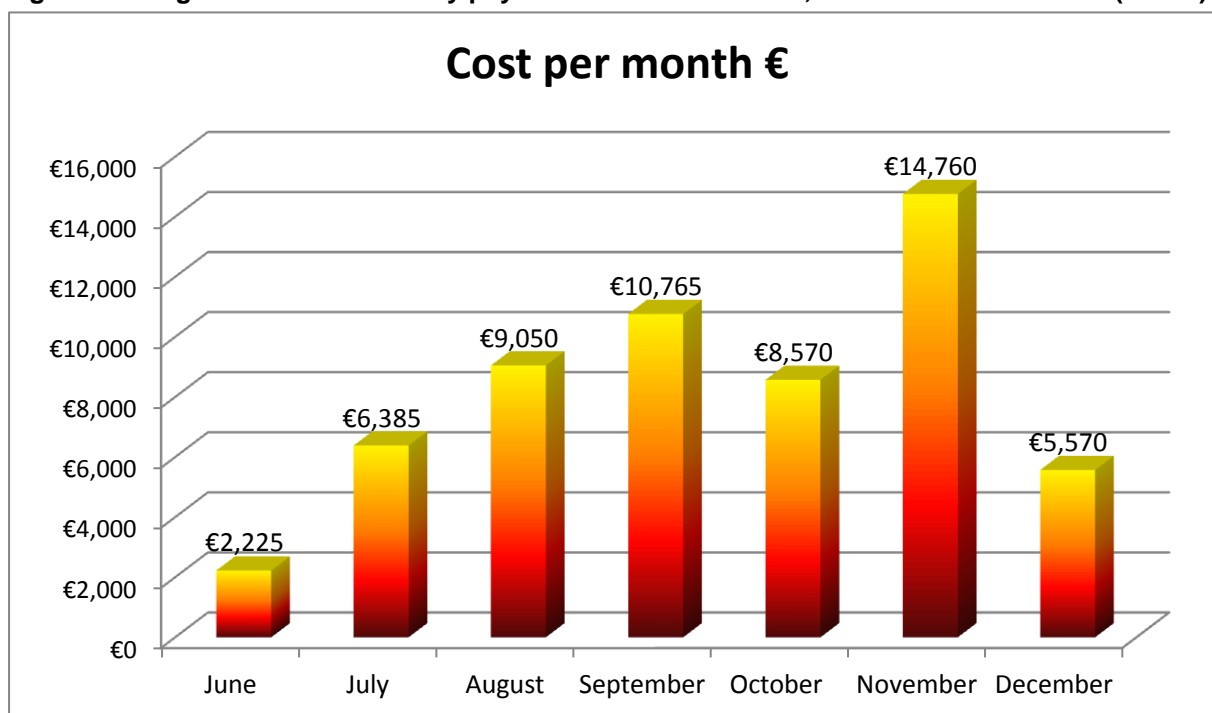
- 2910 Callers helped in total
- 1607 Clients required early intervention (Families advised on their rights)
- 1303 Families identified as being at risk of homelessness
- 344 Tenancies protected through TPS interventions

The TPS has responded to 2,910 calls since 16th June 2014. Of these, 1,607 (55%) have been assisted and advised on their rights. This early intervention can prevent these families moving into the 'at risk' category. The remaining 1,303 of families (45% of total) have been identified as being at imminent risk of homelessness. Families at risk are assessed immediately on the grounds that they have received notice of arrears, notice of termination,

² Referred to as the Dublin Interim Tenancy Sustainment Protocol (ITSP)

warning letter, letter of rent increase, or have been threatened with an illegal eviction. Of these, 220 were resolved after and initial intervention by TPS, 681 remain ongoing cases and 50 were referred to the PRTB. The remaining 344 households had their tenancies protected and remain in situ as tenants, with 277 households having an approved 'uplift' to their rent supplementation via the ITSP protocol with DSP (the remaining 45 families remained in their tenancies due to TPS advocacy work while 22 families were assisted in being re-housed in other private rented accommodation). This has ensured that 615 children within these families have remained in their home. The table below gives the range of additional monthly payments made under the ITSP.

Figure 2: Range of addition monthly payment made under ITSP, June – December 2014 (n=277)



In total, the additional cost incurred under the ITSP for the period sums to €201,882. This is a hugely cost-effective spend when compared to the potential costs of accommodation families with dependent children in hotels in Dublin (in lieu of access to available emergency accommodation). The estimated cost from Threshold for providing hotel accommodation for the 344 families were the ITSP protocol not in place is €3,709,300.

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

	New	Repeat	Total Q4 2014
Number of adult individuals using emergency accommodation in Q4 2014	403	2,257	2,660
Number of days in Q4 2014	92		
Daily average	4.4		

There were 2,660 adult individuals who accessed emergency accommodation during Q4 2014. As illustrated in Figure 2 below, higher numbers of individuals were accommodated in this quarter relative to any other quarter over the past two years. This was because a significant amount of additional emergency accommodation capacity was introduced in the region. The most notable increase was during the month of December 2014 when there was a net increase of 241 extra beds in the region. The majority of the individuals gaining access to services were existing service users rather than individuals who were new to the experience of homelessness. In fact, Q4 2014 sees the lowest number of new presenters recorded over the past two years.

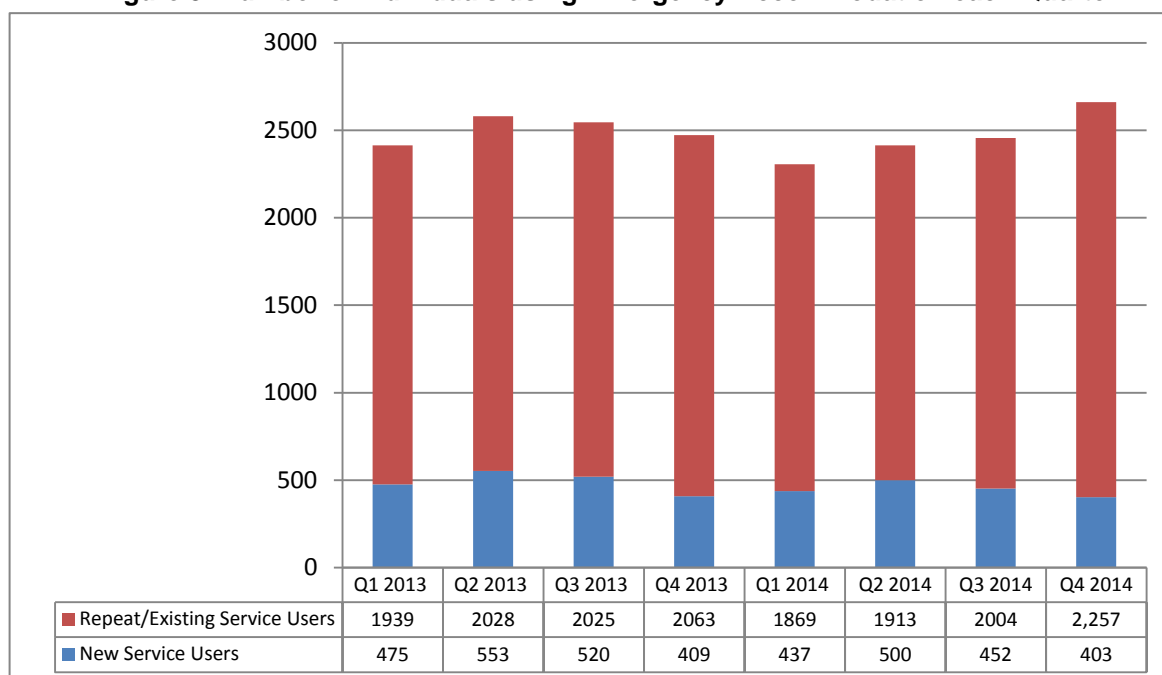
Figure 3: Number of Individuals using Emergency Accommodation each Quarter

Table 2a below details the increase in the number of individuals who have engaged with services in 2014 relative to 2013. What is noticeable in 2014 is high the number of existing and/or repeat service users relative to new service users.

Table 2a: Number of adult individuals using emergency services, 2012-2014

	2012	2013	2014
Existing/Repeat	2,351	2,655	3,197
New	2,486	1,958	1,779
Total	4,837	4,613	4,976

There are two distinct patterns of service use that can explain much of the increase in repeat/existing service users accessing services. The first relates to an increase in the number of individuals in emergency accommodation for six months or more (discussed in relation to Table 4 below) and the second is an increase in the number of individuals who engage in rough sleeping accessing emergency accommodation (discussed in relation to Table 3a below). Long-term duration of residence in emergency accommodation increases as a result of a lack of move-on to housing.

This in turn reduces daily access to available emergency accommodation beds. Demand for access to emergency accommodation is continuing to grow while capacity is fully occupied. When the additional capacity was introduced in December 2014, service users who had only been gaining intermittent access to beds, and had thus be at risk of and also engaging in rough sleeping, were able to increase the number and frequency of their placements into emergency accommodation.

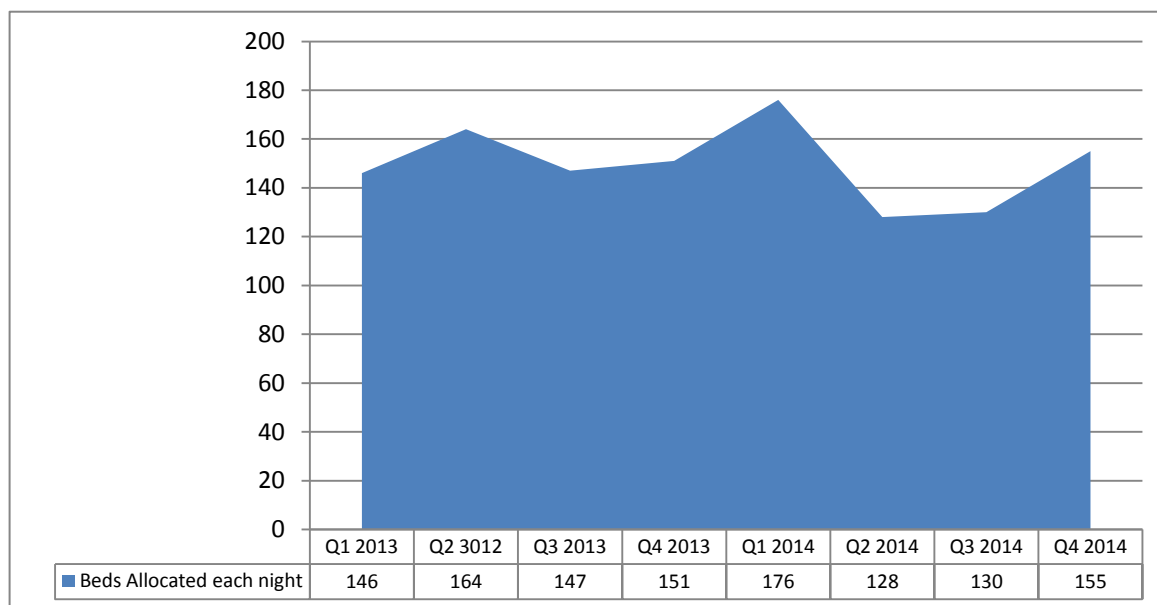
Additional Information:

Table 3: Number of placements or unique individuals in emergency accommodation				
Service	Number of placements in Q4 2014	Number Offered accommodation	Number of 'No shows'	Number unable to be accommodated due to insufficient capacity /unsuitability (Sleeping bags booked)
Calls from Service Users: Helpline	8,971	9,124		2,776
Placement Service	5,298	5,298		79
Total	14,269	14,422	1,760	2,855
Average per night	155	157	19	31

There was an increase in the number of placements being made each night during Q4 2014. Figure 3 below details placements dropping to lows of 128 and 130 placements per night in Q2 2014 and Q3 2014 respectively. These low figures were due to a lack of beds becoming

available each night to adequately meet the demand that existed, particularly as moves to tenancies had dropped in Q1 and Q2 2014.

Figure 4: Average number of beds allocated each night during each quarter



However, it was the introduction of a substantial number of new emergency beds (271 in total) in December 2014 that led to the increase in nightly placements into emergency accommodation in Q4 2014.

A review of placements made after the introduction of the additional capacity reveals that the average number of placements each night was 241 during the last two weeks of 2014 and the first week of January 2015.

Table 3a shows that despite a consistent availability of beds, there was a dip in the number of individuals seeking placement in the second week to 215 per night, most likely because it was the week that incorporated Christmas Day and New Years Eve. However, demand increases substantially in the following week jumping up to 262 per night as more regular patterns of service use resume and excess bed capacity diminishes as a consequence.

Table 3a: Average number of placements each night for December 18th 2014 to January 7th 2015

Number of Placements		
Week 1: December 18 th – December 24 th 2014	Average per night	246
Week 2: December 25 th – December 31 st 2014	Average per night	215
Week 3: January 1 st – January 7 th 2015	Average per night	262
	Average per night over three week period	241

The demand for beds was particularly evident amongst those in contact with the Housing First Intake Team (HFIT) or the RCOS team. Table 3b below illustrates that the percentage of those engaged in Rough Sleeping that gained access to Emergency Accommodation had been dropping from an access rate of 75% in Q1 2014 to 63% in Q3 2014. Following the introduction of the additional beds in Q4 2014 there was a sizable increase in both the number and percentage of individuals who accessed emergency accommodation with 84% of all individuals in contact with the HFIT using emergency accommodation during the quarter, 154 more than in Q3 2014.

Table 3b: Individuals engaged in rough sleeping and accessing emergency accommodation

	Q1 2014	Q2 2014	Q3 2014	Q4 2014
In contact with RCOS/HFIT during the Quarter	406	446	354	450
Accessing Emergency Accommodation during the Quarter	304	312	224	378
Percentage using in contact with RCOS/HFIT and using Emergency Accommodation	75%	70%	63%	84%

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

	Number of Persons on last day of Quarter 4 2014	Resident < 6 Months	Resident > 6 Months	
			<i>Consecutively or continuously in emergency accommodation for longer than 6 months</i>	<i>Non-consecutively in emergency accommodation for longer than 6 months in the previous 12 month period</i>
Supported Temporary Emergency Accommodation (STA)	779	332	288	159
Temporary Emergency (TEA)	63	27	33	3
Private Emergency (PEA)	850	412	374	64
Total	1,692	771	695	226
			921	

The percentage of individuals who accessed emergency accommodation for six months or more, either consecutively or cumulatively over a twelve month period has been relatively constant. In Q1 2014, Q2 2014 and Q3 2014 the rate was 55%. There was a minor drop to 54% in Q4 2014 however, as the absolute number of individuals categorised as using services for six months or more increased each quarter.

Table 4a: Number of individuals in Emergency Accommodation for more than six months

	Q1 2014	Q2 2014	Q3 2014	Q4 2014
Total number of individuals in emergency accommodation on last day of the Quarter	1,394	1,414	1,491	1,692
Total number of individuals in accommodation 6 months or more (consecutively or cumulatively)	763	774	826	921
Difference (increase each quarter)	-	11	52	95

In Q4 2014, there were 201 more adults being accommodated than in Q3 2014, of which 95 were in accommodation for in excess of six months, either consecutively or cumulatively.

The major contributing factor to this pattern was the low level of move to tenancies, particularly to private rented accommodation.

Additional Information:

Accommodation Category	Total Number of Persons During Quarter 4 2014	Number with a Support Plan
Supported Temporary Accommodation (STA)	1,596	981
Temporary Emergency Accommodation (TEA)	155	109
Private Emergency Accommodation (PEA)	1,423	571
Other (Simon Detox and Residential Alcohol Service)	67	52
<i>(less) people accessing multiple accommodation types during the quarter*</i>	(550)	(294)
Total (Unique Individuals accessing emergency accommodation)	2,691	1,491
<i>*Note – some individual's access services in more than one accommodation type during the quarter.</i>		

More than 54% of individuals in emergency accommodation had a support plan in place during Q4 2014. This is in line with Q3 2014, where 55% of individuals had a support plan, and a slight increase on Q2 2014 when 51% had support plans and Q1 2014 when 53% had a support plan. The absolute number of individuals with support plans has increased each quarter as illustrated in Table 5a. 254 more adults had a support plan in place in Q4 2014 than in Q1 2014.

Table 5a: Number of individuals with a Support Plan

	Q1 2014	Q2 2014	Q3 2014	Q4 2014
Individuals with a support plan	1,237	1,242	1,399	1,491
Difference		5	157	92

4. Number of persons leaving emergency accommodation

Table 6: Number of persons leaving emergency accommodation Q4 2014	
Moved to new/independent accommodation (As reported in table 1)	247
Staying with family or friends	56
Relocated to another country	4
Departure to Medical Facilities: Hospital	61
Departure to Medical Facilities: Residential Treatment	21
Departure to Correctional Facilities: Prison (on remand)	17
Total	406

In addition to moves to tenancies, there were a number of different reasons for service users' departures from services. Typically, those returning to family or friends account for the highest number of departures, other than tenancy, but this was not the case in Q4 2014. In this quarter, departures to hospitals exceeded family or friends.

5. Occupancy rate in emergency accommodation

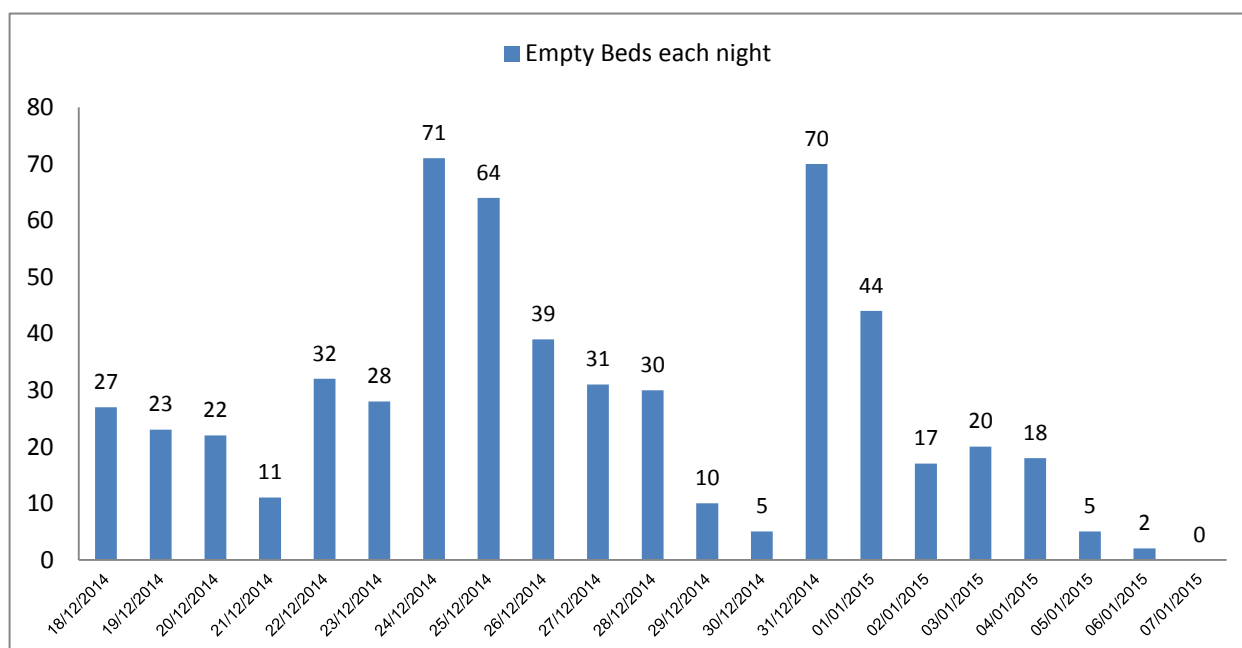
Total number of beds available at (31 st December, 2014)	1,762
Number of beds occupied at (31 st December, 2014)	1,692

On the night of the 31st December 2014, there were 70 beds available at 1 a.m., however, this is an anomaly. Over the course of 2014, there were fewer than 3 beds unoccupied on any given night but following the introduction of the additional capacity in December, the number of beds vacant increased temporarily in the final two weeks in December 2014, as illustrated in Table 7a. In the week leading up to Christmas, there was an average of 31 beds unoccupied at the 1 a.m. count each night. This figure increased to 36 beds each night on the nights between Christmas and the New Year but fell to an average of 15 per night as a more normal pattern of service use resumes in January. Since then, the average has resumed to the typical average of less than 3 per night as additional capacity has filled up.

Week 1: December 18 th – December 24 th 2014	Average per night	31
Week 2: December 25 th – December 31 st 2014	Average per night	36
Week 3: January 1 st – January 7 th 2015	Average per night	15

Figure 4 below reveals that since New Year’s Day there has been a consistent and substantial decrease in the number of empty beds each night with no beds left empty on January 7th, evidence that we have once again reached near full capacity.

Figure 5: Empty beds December 18th 2014 to January 7th 2015



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

Persons moved on into independent living with support	Total Q4 2014
Number in supported accommodation (LTA on-site supported)	34
Number in Approved Housing Body accommodation (AHB on-site supported and visiting support)	55
Number in local authority owned accommodation with support (LA on-site supported and visiting support)	99
Number in private rented accommodation with floating support services (visiting support only)	34
Total	208

Q4 2014 saw the highest number of number of individuals accessing post-settlement support with 84% (or 208 individuals) availing of some level of visiting or on-site support.

There was a very substantial increase in the number of adults receiving post-settlement support in 2014. It increased from 67% (or 534 individuals) in 2013 to 80% or (635) individuals in 2014. This is due in large part to the increased allocation of social housing that was realised in the latter half of 2014. Access to social housing facilitates the move to tenancy of adults with moderate to high levels of support need Therefore they are more likely to access post-settlement support.

Additional Information:

SLI Service Provider	Number of Persons Currently Supported in tenancy	Number of Persons No Longer Requiring Support	Total Cases to Date
Focus/PMVT Sli Visiting Support	121	195	316
Simon Sli Visiting Support	114	730	844
Hail Mental Health Visiting Support	43	119	162
Sonas Domestic Violence Visiting Support	30	87	117
Housing First On-going Visiting Support	36		36
Total	344	1,131	1,439

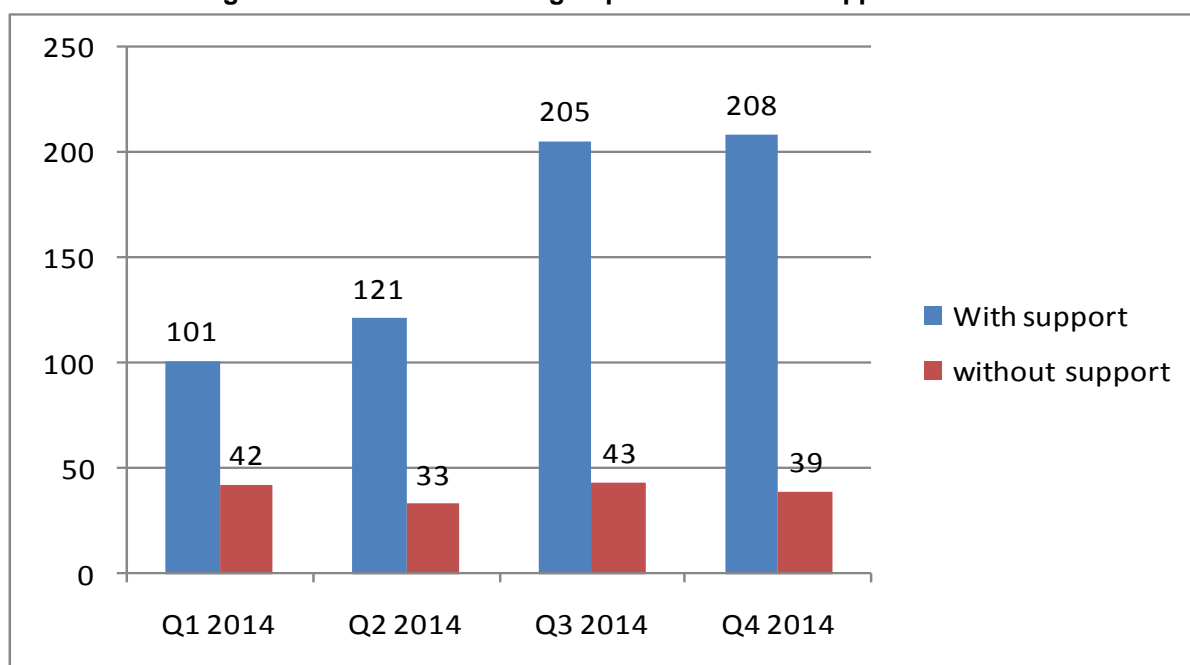
Q4 2014 sees the highest number of individuals accessing visiting support services. Both SLI services have exceeded 100 open cases during the quarter. In total, there were 344 adults receiving support, which is 64 more than in Q3 2014 or a 23% increase over Q3 2014.

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

Persons moved on into independent living without support	
Number in private rented accommodation without support	23
Number in local authority owned accommodation without support	14
Number in other Approved Housing Body accommodation without support	2
Total	39

The proportion of individuals moving to tenancies without support falls as access to social housing increases. As illustrated in Figure 5 below, the number of individuals moving to tenancies without support has remained low, despite the dramatic increase in the number of individuals moving to tenancies in the latter part of 2014.

Figure 6: Individuals availing of post-settlement support in 2014

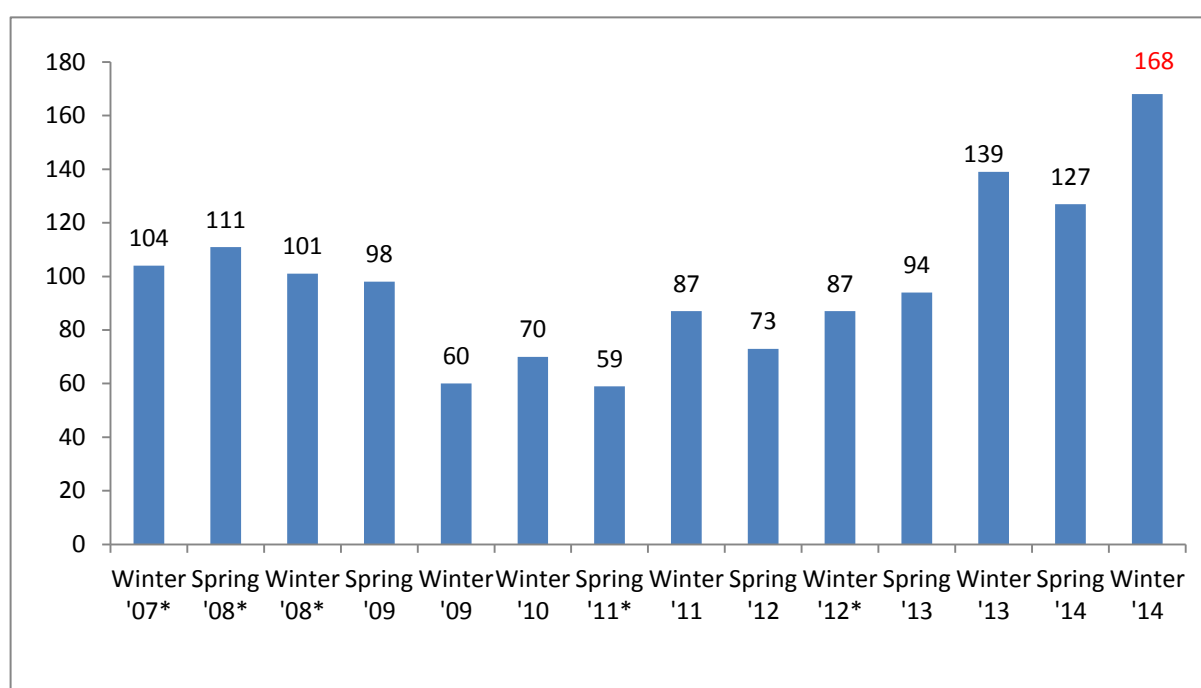


8. Number of persons sleeping rough voluntarily and involuntarily

Persons sleeping rough Spring/Winter Year	n/a	With a Support Plan
Number of persons sleeping rough	168	
Number of persons sleeping rough with a PASS record	81	42

There were a minimum of 168 individuals discovered sleeping rough on the night of the Winter 2014 Rough Sleeping Count which took place on the night of November 11th and morning of November 12th. The trends displayed in Figure 6 below illustrate that this represents an increase of 21% on the Winter 2013 count.

Figure 6: Rough Sleeper Counts Winter 2007 to Winter 2014



The ratio of males to females is 8:1 while the ratio of Irish to Non-Irish stands at 3:2. There was a significant increase in the number of 18-25 year olds discovered sleeping rough, a slight increase in the number of 31-40 year olds sleeping rough, while those aged between 51-60 decreased. The locations in which individuals were discovered shifted from being predominantly found in the south city centre areas (42%) to being primarily found in the north city centre areas (47%) and 11% discovered outside the city centre areas.

Names were provided for 91 of the 168 persons counted (names are not recorded when persons are sleeping). A total of 81 (or 89%) of the 91 named persons had a PASS record. A review of the PASS records revealed that a majority of persons sleeping rough were known to homeless services. They used emergency accommodation, were in contact with the outreach team and collected sleeping bags regularly. There were also a number of

individuals who had appeared on previous Rough Sleeper Counts. The details of these persons are as follows:

Length of time known to services:

- At least 53 (65%) had been using services for in excess of a year

Access Emergency Accommodation (EA):

- 70 (86%) had accessed emergency accommodation
- 17 (21% of those using EA) had in excess of 100 different placements
- 42 (52% of those using EA) had a support plan in progress
- 59 (73% of those using EA) had patterns of 'no shows'
- 11 (14% of those with 'no shows') had in excess of 20 'no shows' recorded

Sleeping Bags:

- 67 (83%) had collected sleeping bags at some point since the start of their PASS records. 17 of the persons discovered sleeping rough had collected a sleeping bag on the night of the count.

RCOS/Housing First Intake Team contacts

- 74 (91%) had recorded contacts with either the Regional Contact and Outreach Support (RCOS) or the Housing First Intake Team.
- 8 (10%) of those in contact with the RCOS/Housing First Intake team had in excess of 100 contacts

Previous Counts

- 16 (20% of those with a PASS record) had been counted in on at least one of the previous six Rough Sleeper Counts.

There were 450 individuals in contact with the HFIT in Q4 2014. As detailed below, this was the highest level of engagement in 2014. However, more of these individuals gained access to emergency accommodation than any other quarter in the year.

Table 12: Number of persons recorded as rough sleepers engaging/in contact with Outreach/HFIT, Q4 2014	
Number of persons in contact Bedded Down	229
Number of persons in contact Not Bedded Down	221
Total Individuals	450
Number of persons who also used Emergency Accommodation	378

Part 3

Highlight results of actions taken in 2014 (Business Plan).

1. A comprehensive homeless prevention campaign was developed on an interagency basis involving a range of NGO and statutory partners. This included the introduction of a new tenancy protection service *via* Threshold and protocol arrangements between the Dublin Local Authorities and the Department of Social Protection.
2. 271 new emergency beds were introduced to respond to the major concern of rough sleeping. This includes a comprehensive day and residential programme for vulnerable homeless women. The Abigail's Women's Centre opened centre as a collaborative interagency project involving the following partners: DCC, DRHE, HSE, Probation Service, Irish Prison Service, CDTEB, NOVAS Initiatives and Depaul Ireland.
3. Tenancy Sustainment Teams had their remit extended to renter households in private rental accommodation.
4. The HSE and DRHE introduced a pilot Hospital In-reach worker *via* Focus Ireland to assist Local Authority Placement Assessment Services and Hospital Social Workers in respect of homeless-related discharges.
5. The Dublin Local Authorities, DRHE and the HSE tendered for a Housing First Service. This service includes the street outreach service and the Housing First Intake Team that provides comprehensive wrap around supports for people sleeping rough (including transport).
6. The homeless sector received a very significant capital allocation of circa €17million *via* the Department of Environment's Capital Assistance Scheme.
7. Arrangements have been advanced in terms of the introduction of a pilot Housing Assistance Payment scheme for homeless households.
8. Dublin City University and DRHE provided bespoke training and education for key workers *via* the Undergraduate Certificate in 'Homeless Prevention and Intervention' course.

Part 4**9. Meetings of the Management Group and Consultative Fora**

Table 13: Details of Management Group, Consultative Fora and HATs			
	Dates of meetings held in the Q4 2014	Membership Details	Attended
Statutory Management Group	27 th November – meeting cancelled	<ul style="list-style-type: none"> Dublin Region Homeless Executive South Dublin County Council HSE Integrated Service Directorate The Probation Service 	
Regional Homelessness Consultative Forum	25 th November 2014	An Garda Síochána	x
		City of Dublin Education & Training Board (CDETb)	Awaiting nomination of representative
		Department of Social Protection	x
		Department of Social Protection - HPU	✓
		Dublin City Council	✓
		Dublin Region Homeless Executive	✓
		Dún Laoghaire-Rathdown County Council	✓
		Fingal County Council	✓
		Homeless Network	
		<ul style="list-style-type: none"> 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	x Apologies
		MAG – Peter McVerry Trust	✓
		South Dublin County Council	✓
The Probation Service	x		
TUSLA – Child & Family Agency	x		

Signed:

Date: 31 January 2015