HABITACT

Feidhmeannacht um Dhaoine ar Easpa Dídine Réigiún Bhaile Átha Cliath
Dublin Region Homeless Executive
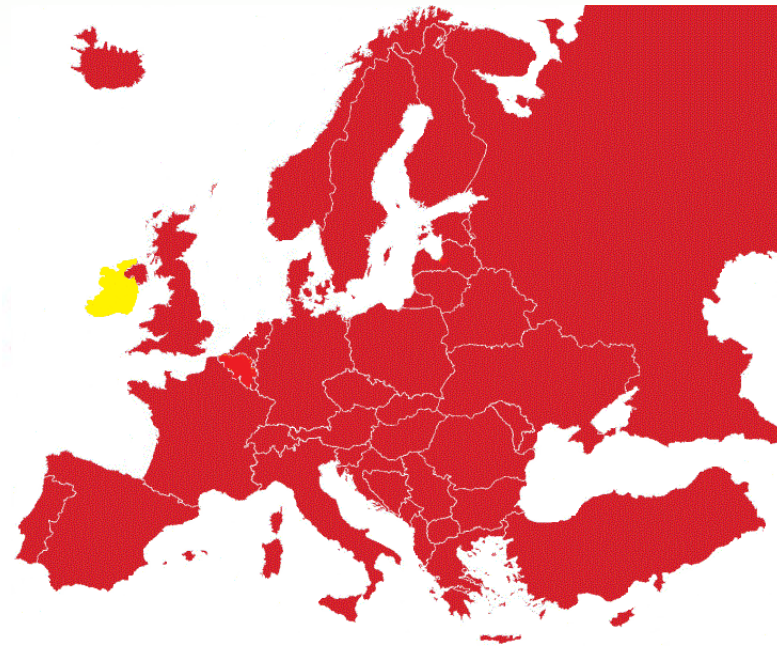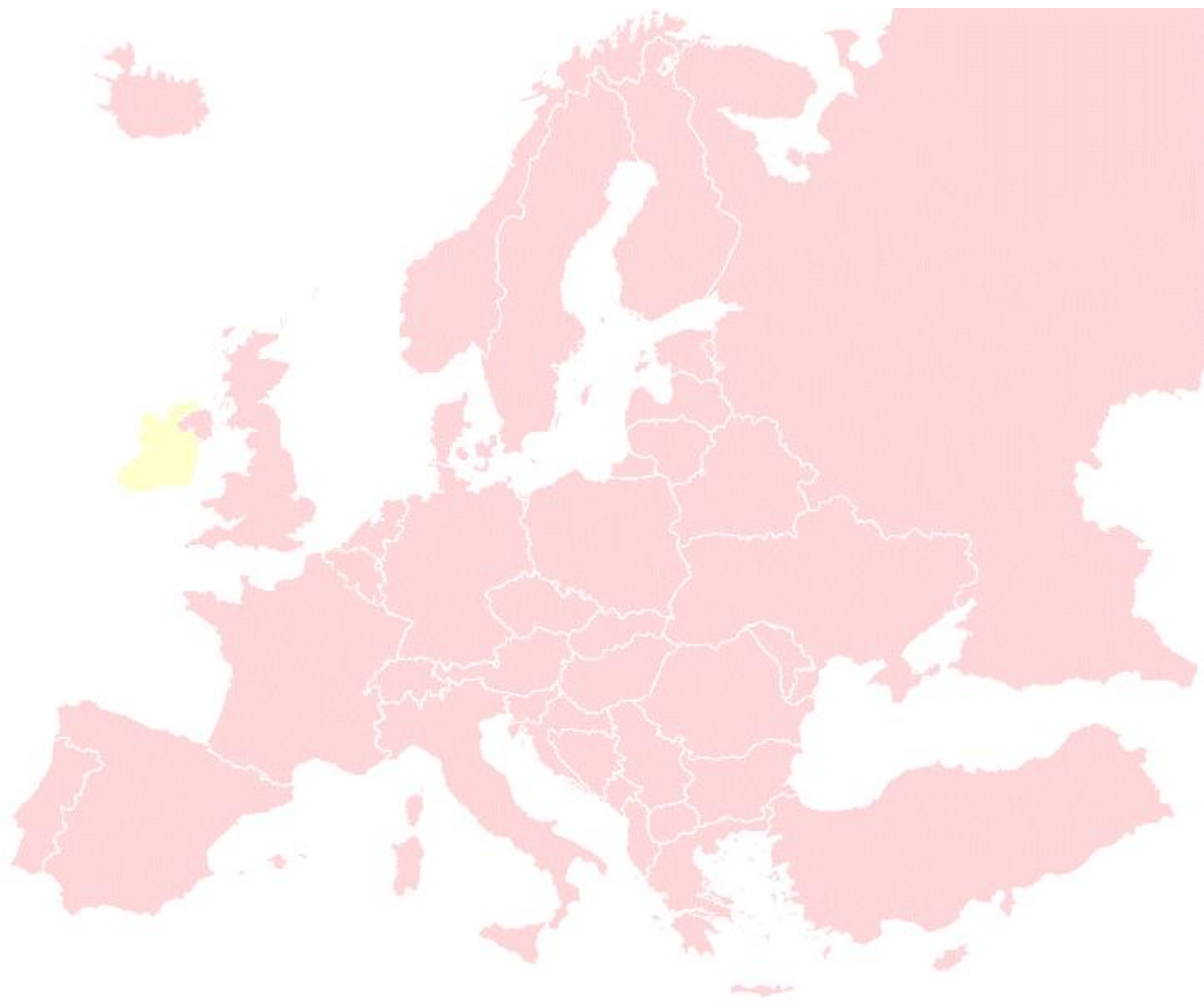
CENTRO DE ESTUDOS PARA A INTERVENÇÃO SOCIAL

PEER REVIEW ON HOMELESSNESS POLICIES IN DUBLIN CITY (IRELAND)

HABITACT PEER REVIEW 2013

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PEER REVIEW on Homelessness Policies in Dublin Discussion Paper

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1. Introduction

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1.1. The EU context

Over the last decades, homelessness has become increasingly established on the EU agenda and changing forms of governance have been identified both at the national and at the local level. Since 2010, the Europe 2020 Strategy, with its target of lifting 20 million people out of poverty, has revised the antipoverty policy context at EU level, and there have been repeated calls from the EU institutions to place homelessness firmly on the EU agenda as a key priority.

The 2010 Joint Report on Social Protection and Social Inclusion[1] calls on Member States to develop comprehensive homelessness strategies, and provides guidance on how to do this, putting a strong emphasis on effective governance, monitoring and evaluation, and the setting of specific targets. Prevention, moving beyond the provision of temporary accommodation only, developing housing first approaches and improving governance mechanisms are some of the components to be included in the adoption of homelessness strategies.

In September 2011 The European Parliament adopted a Resolution on an EU Homelessness Strategy[2] calling for "the development of an ambitious, integrated EU strategy, underpinned by national and regional strategies with the long-term aim of ending homelessness". It also "calls on the Commission to establish a working group for an EU homelessness strategy and to involve all stakeholders in the fight against homelessness".

In June 2012, the EPSCO Council Conclusions[3] on "Responding to demographic challenges through enhanced participation in the labour market and society by all" urge each Member State, "to take actions develop and promote adequate schemes for persons who are homeless".

The increased financial pressure on social policies has increased the need for Member States to use their social budgets more efficiently and more effectively. The recently launched Social Investment Package[4] highlights the funding of social services as a social investment which reconciles both social goals (addressing social risks and implementing human rights) and economic goals (promoting employability and cost-effectiveness), by promoting best practices and providing guidance on social investment. One of the analytical Commission staff working documents, accompanying the Social Investment Package Communication entitled "Confronting Homelessness in the European Union" is specifically dedicated to addressing homelessness in the EU[5].

Commissioner László ANDOR at the Ministries informal Round Table on "Homelessness in the EU and the Social Investment Package", promoted by the Irish Presidency in March 2013, refers that policy guidance set out in the Social Investment Package can help the Member States in developing integrated approaches to homelessness national and local levels. The Commissioner also informed that in order to ensure the monitoring of the implementation of the Package – including also provisions for addressing homelessness - the Commission will feed it into the work for the upcoming European Semesters as part of the Europe 2020 process. The upcoming National Reform Programmes are also expected to reflect a social investment approach towards homelessness. The meeting agreed six principles that will inform homelessness policy across Europe: 1) to develop and share knowledge and best practice; 2) housing-led approaches to homelessness and prevention as core elements for response to homelessness; 3) an adequate level of funding to confront homelessness and enable continuous, high-quality provision of services should be provided; 4) recognising the potential of a comprehensive reference framework for homelessness in improving the capacity for data collection, comparison and analysis; 5) research and ongoing development of knowledge, and innovative approaches to the homelessness are required in order to achieve improved, evidence-based policies and enhanced responses to homelessness; and 6) to enhance the development and implementation of national homelessness plans and respective monitoring.

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[1] http://ec.europa.eu/social/main.jsp?catId=757&langId=en
[2] http://www.europarl.europa.eu/sides/getDoc.do?type=MOTION&reference=B7-2011-0475&language=EN
[3] http://register.consilium.europa.eu/pdf/en/12/st11/st11639.en12.pdf
[4]http://ec.europa.eu/social/main.jsp?catId=89&langId=en&newsId=1807&moreDocuments=yes&tableName=news
[5]http://ec.europa.eu/social/main.jsp?catId=89&langId=en&newsId=1807&moreDocuments=yes&tableName=news

1.2. HABITACT context

It is in this context that HABITACT, the European exchange forum on local homeless strategies, will host its fourth peer review on 4-5 April 2013, taking the Dublin model as a starting point for European exchanges between local policy-makers. Participating "peers" in the 2013 review include: Amsterdam, Bergamo, Bolzano, Bucharest, Edinburgh, Espoo, Galicia, Ghent, Gothenburg, Odense.

The aim is to create a dynamic and motivating process from which both the host and the peers can benefit. The peer review is designed to deliver the following outputs:
- To identify, evaluate and disseminate good practice on the Dublin model;
- To look at the implementation of the model on a practical level;
- To assess whether and how good practice can be effectively transferred to other local authorities;
- To provide a learning opportunity for cities throughout Europe about the implementation process or policy approaches and programmes in Dublin

As local strategies develop across Europe, the peer reviews documents aim to contribute to building evidence base for effective local policies to prevent and reduce homelessness in Europe.

1.3. Structure of the discussion paper

To deal with these questions, we first look in Section 2 at the initiatives which led to the current Dublin model, followed by an overview of relevant developments regarding the establishment and operation of governance mechanisms in both Dublin and Ireland.

Section 3 provides an updated summary of homelessness figures in Ireland and in the Dublin area, resorting both to the latest Census data and – in the case of Dublin – to the statistical information generated by the *Pathway Accommodation and Support System* (PASS).

The paper then moves on in Section 4 to presenting the main characteristics of the *Pathway to Home* model. Several issues are presented and discussed throughout this chapter: homelessness definitions and their impact on service delivery; underlying philosophy and long-term commitments; and the model's structure and main components.

Section 5 highlights five major key features of the *Pathway to Home* model which, in our opinion, are central to the success of its implementation: a continued investment in an evidence-based approach in addressing homelessness; an enhanced focus on collaborative and integrated working for achieving the proposed reconfiguration of service delivery; the development of shared and common procedures for assessing homeless people's needs; the establishment of a care and case management system across the homeless services sector; an outcome driven concern cross cutting the structure the operating mode of the *Pathway to Home* model.

Transferability issues are the last topic addressed in Section 6 of this review. The Dublin experience illustrates the importance of a strong investment in governance models and structures that ensure a consistent and mutual feeding both horizontally and between local and central levels. The informed and critical utilisation of the EU-wide ETHOS typology and its adaptation to the national and the local contexts is one of the key components of the model's evidence-based and assessment mechanisms which proved crucial for its development. The transferability potential of the *Pathway to Home* model is also present in the move towards person-centred support and housing-led approach which has been developed in Dublin.

The paper ends by raising key questions for the peer review.

2. The Pathway to Home Model – understanding the emergence of a local strategy

2.1. Introduction

The *Pathway to Home* Model of service delivery for homeless, housing support and care services developed in the greater Dublin Region represented an important achievement in the process of reconfiguration and delivery of homeless services. At the same time – and from an outsider's perspective – it provides an interesting example of both a point of arrival and a point of departure of a homelessness policy trajectory based on a close interconnection between policy change and development at national and local level.

The *Pathway to Home* Model was adopted in 2009 by the initiative of the Homeless Agency Partnership. The model "would aim to both prevent homelessness and simplify and speed up the journey out of homelessness for those that experience it." (Homeless Agency, 2009: 14)

The most obvious origins of this policy development which introduced key operational changes in homelessness service delivery in Dublin have been extensively identified (Downey, 2011; Homeless Agency, 2009; Dublin Region Homeless Executive, 2013) and they can be traced back to the outcomes of three major projects:

1. The periodic *Counted In* survey (Homeless Agency, 2008a) providing evidence on the extent of homelessness in the Dublin region and assessing the need for the provision of adequate and suitable accommodation for homeless people;
2. The evaluation of all homeless services in Dublin (Homeless Agency, 2008b; Fitzpatrick Associates, 2007; Brooke & Courtney, 2007);
3. The first formal review of finances and current expenditure for homeless services in Dublin (The Homeless Agency, 2008c) methodologically aligned with the *Department of Finance Value for Money and Policy Review Initiative Guidance Manual*.

However, other less obvious and more distant origins of the process of reconfiguration of services embodied in the *Pathway to Home* Model may be found at earlier stages of the development of homelessness policies in Ireland. Such is the case of the partnership approach on which the development of the Dublin model has been built on.

2.2. Origins of the model

New governance arrangements focusing on a shared understanding of social problems and their resolution date back to the late 1980s in Ireland, under the context of negotiations between the government and the social partners. This broader policy environment promoted a partnership-based approach to responding to social problems and to developing strategic public policy approaches. These new forms of consensus-based governance mechanisms (O'Sullivan, 2008) introduced at a national level would influence local policy developments in different areas, namely in the field of homelessness.

The *Housing Act, 1988*[6] introduced new responsibilities on local authorities regarding homelessness, namely a statutory obligation to provide for the needs of the homeless population and to conduct periodic assessments of housing needs and homelessness. At the same time, these new statutory obligations brought about a series of reviews and assessments on the performance of local authorities which highlighted several constraints in the implementation of the *Housing Act 1988* and in responding to the actual needs of the homeless population.

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[6]The Housing Act 1988 provided a legal definition of homelessness for the first time and specified local authorities as the statutory agencies with responsibility for homeless persons as well as extending the powers and responsibilities of local authorities to assess and respond tothe needs of homeless people.

In 1996 the Homeless Initiative[7] was established in Dublin with the objective of enhancing existing planning and coordination mechanisms in order to ensure an effective provision of services for homeless people. By then, it had been possible to achieve an increased understanding of homelessness as a complex and multidimensional phenomenon which in order to be sustainably tackled required the coordinated provision of a wide range of services, including housing but also ensuring the development of responses enabling people to successfully exit homelessness on a long-term basis and to move out of the cycle of homelessness (O'Sullivan, 2008; Baptista and O'Sullivan, 2008).

Moreover, in 1999 an enumeration of homelessness was conducted in Dublin by the Homeless Initiative. The *Counted In[8]* exercise proved not only crucial in terms of assessing the extent of homelessness, but also in the subsequent methodological developments of the data and information strategy in the Greater Dublin region (Downey, 2011). The lessons learned at the local level from the implementation of this regular exercise of data collection and measurement of homelessness would generate important inputs for improving evidence based policy making and implementation both at a local and at a national level.

The adoption of a local innovative approach to addressing cooperation and coordination issues with a strong focus on the development of a data and information strategy in Dublin and the emergence of a broad consensus on the nature of homelessness would prove crucial to stimulate changes in the formulation of national policy to address homelessness.

The adoption in 2000 of *Homelessness: An Integrated Strategy* (HAIS) was the outcome of the work initiated in 1998 by the Cross-Departmental Team on Homelessness with the aim "to formulate a strategy and develop a comprehensive Government response to this issue incorporating all matters relating to homelessness including accommodation, health and welfare, education and preventative measures" (Department of the Environment and Local Government, 2000: 3). Given the high incidence of homelessness in the Dublin area, many of the HAIS recommendations dealt with the Dublin region.

The HAIS represented the first national strategic approach to homelessness in Ireland and it explicitly recognised the progress achieved by the Dublin Homeless Initiative "in integrating services for homeless persons and in securing a greater level of co-operation and collaboration between the agencies providing homeless services". (Department of the Environment and Local Government, 2000:13) The HAIS also acknowledged the importance of the specific nature of the Dublin Homeless Initiative operating through a separate administrative structure and funding, i.e. not based in nor serviced by the local authority.

In order to develop an integrated response to homelessness, the HAIS established the need to create homeless fora in every county. These fora would be responsible for the delivery of homeless services on a joint basis and should include representatives from the local authorities within the county, the health board and the voluntary bodies operating in the county. These local fora are responsible for drawing up three year action plans[9] for the delivery of all services to the homeless, including input from both the statutory and the non-profit sectors. As regards the Dublin region, the HAIS foresees the enhancement of existing coordination and management mechanisms, namely the appointment of a Director for homeless services in the Dublin area and the establishment of a homeless services centre for the delivery of services within the Dublin area.

Following on from this, the *Homeless Preventative Strategy*[10] was launched in February 2002 with the key objective of ensuring that preventative initiatives were agreed and implemented, targeting at risk groups leaving institutional care. A specific focus is put on ensuring "early intervention before people at risk actually become homeless." (Department of Environment and Local Government et al, 2002: 3)

These early developments evidencing close interconnection between national and local level policy change would pave the way for the adoption in 2009 of the Pathway to Home Model in the Dublin region, under the framework of *A Key to the Door: The Homeless Agency Partnership Action Plan on Homelessness in Dublin 2007-2010.*

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[7] The Homeless Initiative was replaced by the Homeless Agency in 2001 and by the Dublin Region Homeless Executive in 2011.
[8] Triannual assessments of the extent of homelessness in the greater Dublin region have been regularly conducted since 1999. These assessments are part of local authorities' obligations under the above mentioned Housing Act, 1988.
[9] Since the adoption of *Homelessness: An Integrated Strategy*, the Dublin Homeless Agency has prepared and implemented three action plans: *Shaping the Future (2001-2003)*, *Making it Home (2004-2006)* and a *A Key to the Door 2007-2010*. The *Dublin Region Homeless Action Plan 2011-2013* is now in place and is being implemented across the four Dublin local authorities.
[10]http://www.environ.ie/en/Publications/DevelopmentandHousing/Housing/FileDownLoad,1798,en.pdf

Some central elements of the model – to be discussed later in this paper – can be identified as major features of those early policy developments namely:

- A shared understanding of homelessness and the need to adopt consensual definitions based on existing knowledge;
- A recognition of homelessness within a housing framework although with supporting services;
- A clear commitment to collaborative and participative interagency work and establishment of the necessary partnership governance mechanisms;
- A central role given to common methodological procedures and tools;
- A clear commitment to preventative approaches;
- A strong focus on needs assessment and sustained pathways to exit homelessness.

2.3. The key role of policy evaluations

A final major policy related feature which cut-crosses the development of both national and local (Dublin) strategic approaches to tackling homelessness is the central role of continued assessment and evaluation and its impact on the introduction of policy changes.

National policy assessments

In 2006 the first independent review of the two national strategies was published (Fitzpatrick Associates, 2006a), examining both the HAIS and the Homeless Preventative Strategy. This assessment of Irish homelessness policy highlighted broadly positive outcomes in the implementation of the HAIS and to a lesser extent of the Preventative Strategy "in order to move the homeless strategy forward effectively and continue progress at a similar pace to the success experienced since 2000" (Fitzpatrick Associates, 2006b: 15). The review proposed twenty-one recommendations, organised around 7 major themes: (i) Strategic Development, (ii) Local Delivery Issues, (iii) Targeting of Resources, (iv) Accommodation Issues, (v) Progression of the Preventative Strategy, (vi) Information Gathering and Dissemination, and (vii) Other Relevant Issues.

For the purpose of better understanding the impact of this review on the development of Dublin homelessness policies, which led namely to the development of the *Pathway to Home* Model, we would point out the following priority areas explicitly mentioned in the review (Fitzpatrick Associates, 2006a):

1. The provision of appropriate long-term accommodation solutions developed in tandem with the appropriate support services;
2. A case management approach for homeless individuals developed and mainstreamed to ensure that the individual's unique needs are addressed and long-term solutions are found;
3. Adoption of consistent methodologies and agreed definitions and establishment of information systems;
4. The development of more formal funding mechanisms to provide more focus on assisting projects with fixed timeframes to meet objectives.

Moreover, the authors proposed the establishment of a national homelessness consultative committee in order to strengthen the existing governance mechanisms and the need to move towards a statutory obligation to produce homeless action plans at the local level[11].

In 2008 the newly revised national homelessness strategy – The Way Home: A Strategy to Address Adult Homelessness in Ireland 2008-2013 – was launched taking on board most of the recommendations included in the review of both national strategies. Particularly relevant are: the strong focus on the provision of long term accommodation, together with the enhancement of standards and quality of service delivery and the outcome focused funding criteria.

Work in this area has been intermittent but has produced reference materials and resources useful to a national consultation exercise. Improvements in the standards of governance, reporting, monitoring and financial accountability have also been achieved under Pathway to Home reconfiguration and these were based on recommendations arising from the Review of Finance and Expenditure in 2008.

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[11] The *Housing (Miscellaneous Provisions) Act 2009* provides a statutory structure to address the needs of people who are experiencing homelessness in Ireland and outlines a statutory obligation for local authorities to have an action plan in place.

Local policy assessments

At the local level, it is possible to identify a parallel concern with the crucial role of independent assessment and evaluation exercises. Between 2007 and 2008, the Dublin Homeless Agency promoted the evaluation of all homeless services in Dublin (Homeless Agency, 2008a; Fitzpatrick Associates, 2007; Brooke & Courtney, 2007) and the first review of finances and expenditure (Homeless Agency, 2008b). Together with results of the *Counted In, 2008* survey, providing evidence on the extent of homelessness in the Dublin region, these reviews of services and finances composed "the most comprehensive evidence-based analysis yet produced by the Homeless Agency as a direct input into the implementation of the national strategy, *The Way Home 2008-2013*, and into realizing the Agency's 2010 vision" [12] (Downey, 2011: 105):

> *"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 2007-2010.

In 2009, the *Pathway to Home* model of tackling homelessness, housing and support provision was put in place in Dublin. The *Pathway to Home* policy document defines the implementation plan for the process of reconfiguration of homeless services in the Dublin region into one agreed model of service delivery arising from the recommendations for change made in the above mentioned evidence-based analysis submitted to Government in 2008 (The Homeless Agency Partnership, 2008d).

The mutual feeding-in between national and local (Dublin) level policy change and development has increased significantly over the last decades and it has been enhanced by (and has enhanced) knowledge transfer on homelessness in Ireland and in the Dublin region.

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[12] Aligned with the Homeless Agency 2001 vision reiterated by *The Way Home: A Strategy to Address Adult Homelessness in Ireland 2008-2013*, particularly in terms of defining what is meant by long-term homelessness: '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.'

3. Counting the homeless population in Ireland and Dublin

3.1. Homelessness in Ireland

According to the 2011 Census, there were 1,110,627 inhabitants in Dublin city and suburbs. This figure represented almost one fourth of the total population of Ireland in April 2011. Dublin's share of the urban population in Ireland in 2011 was 39%.

In the latest – and first comprehensive approach to measuring homelessness as part of a Census of Population[13] - enumeration of homeless persons in Ireland, 3,808 people were either counted in accommodation providing shelter for homeless persons or were identified sleeping rough.

From the information included in the Special Census report on Homeless Persons in Ireland (CSO, 2012), the following characteristics were selected in order to provide a glimpse into the homeless population in Ireland:

- Over 40 per cent of the homeless population were enumerated in accommodation which was categorised as Emergency; the second largest category was long-term accommodation;
- One in every three homeless persons is a woman although only 6 out of the 64 persons sleeping rough were women;
- Almost three quarters of the total homeless population counted was aged 20 to 59 years old;
- 457 children aged 0-14 years were enumerated among the homeless population;
- Among the 3,351 homeless persons aged 15 and over two thirds were single compared with 42 per cent for the general population;
- There were 296 family units enumerated as part of the homeless count; almost 40% (38.5%) of the total families had one child; lone parent families with children accounted for 62.5% of the total families;
- A slightly higher proportion of the usually resident homeless population was non-Irish (15 per cent compared with 12 per cent among the general population);
- Among the 3,351 homeless persons aged 15 and over, 1,660 were in the labour force (274 were at work and 1,386 persons were either looking for their first job or unemployed);
- 49 per cent of the homeless population aged 15 to 59 did not have an educational qualification beyond lower secondary level (compared to 25 per cent among the general population);
- Just over 60 per cent of the homeless population indicated that their general health was 'Very good' or 'Good' (compared to 89 per cent for the general population).

3.2. Homelessness in Dublin

The Dublin Region Homeless Executive[14] (DRHE) is responsible for the enumeration of people who are homeless in Dublin. The 2011 assessment of homelessness took place in partnership with the Central Statistics Office and it was the first time that homelessness had been included in the Census in Ireland.

The available information on the homeless population enumerated in Dublin is less comprehensive than for the whole of the homeless population. Nevertheless, the above mentioned report (CSO, 2012) provides some useful data on the homeless population in Dublin.

Over 60 per cent of the persons enumerated as part of the homeless count were in the Dublin region on Census Night (April 10 2011). A total of 2,375 homeless persons were enumerated in Dublin, which is equivalent to 0.21 per cent of whole population enumerated in Dublin city and suburbs in the 2011 Census.

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[13] For details on methodological issues please refer to the Methodological notes on Census 2011 homeless count included in the special Census report on Homeless Persons in Ireland available in http://www.homelessagency.ie/Uploaded-Files/Census-2011-Special-Homeless-Report.aspx
[14] Which replaced the Dublin Homeless Agency in 2011.

Among those 2,375 homeless persons enumerated, over two thirds (1,590) were male (785 homeless persons were female). Eighty per cent of homeless persons in Dublin were Irish with 15 per cent non-Irish (slightly lower compared to the rest of Ireland where 83 per cent of homeless persons were Irish). A total of 874 homeless persons aged 15 and over were unemployed in Dublin, which represented 53% of the total homeless persons in the labour force and 63% of the total homeless persons unemployed in Ireland. Over 80% of those homeless persons in the labour force in Ireland were either unemployed or looking for their first job.

In 2011, the count of persons sleeping rough was performed by the DRHE on behalf of the Central Statistical Office. The count was conducted on Census Night. A total of 59 persons sleeping rough were identified in the Dublin area.

Table 1: Persons sleeping rough in Dublin, 2002-2012				
2002	**2005**	**2008**	**2011**	**2012**
312	185	111	59	73

Source: Dublin Region Homeless Executive, available at http://www.homelessagency.ie/Facts/Homeless-Figures.aspx

Significantly, the numbers of people sleeping rough in Dublin declined from 312 in 2002 to 59 in 2011, but registered an increase of 24% between 2011 and 2012 which may reflect the impacts of pressing challenges of social and economic circumstances on families and communities in Ireland.

Another relevant source of information is the data generated by the *Pathway Accommodation and Support System* (PASS) in operation since 2011 which replaced the *Counted In* surveys. In September 2011, the total known population confirmed and verified as active homeless service users in Dublin was 1,891[15] (Dublin Region Homeless Executive and Housing and Sustainable Communities Agency, 2012).

The analysis of the information contained in PASS records (Dublin Region Homeless Executive and Housing and Sustainable Communities Agency, 2012) shows some profiling characteristics of the homeless persons using services in Dublin, namely:
- A predominant male population (71% were men and 27% were women);
- Almost one in every three service users in Dublin (31%) was aged between 31 and 40 years followed by 19% between 18 and 25 years;
- As the homeless population gets older, it is increasingly dominated by males with the largest proportion in the 61 to 70 age group (89% males to 11% females);
- The vast majority of individuals have no dependent children living with them (1,663 out of 1,891);
- 147 individuals have dependent children living with them and 158 individuals declared that they had dependent children who were not living with them;
- Dublin homeless service users are predominantly Irish (1,187 individuals) and a further 87 individuals were from other EU27 countries; the remaining 35 individuals were from non-EU countries;
- The last recorded accommodation type occupied shows that the largest proportion resided in private emergency accommodation (43%), with a further 38% residing in supported temporary accommodation (STA) run by non-governmental organisations (NGOs);
- Overall, persons resident in private emergency accommodation (n=699) stayed for the longest duration, with an average stay of five and a half months (166 days).

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[15] PASS data reconciled with data from those people registered on the local authorities housing management data bases.

4. The Pathway to Home model – policy and delivery change in the midst of continuity

4.1 Addressing homelessness: from eligibility to comprehensiveness

In Ireland, homelessness is given a statutory definition[16] in the Housing Act, 1988. This legal definition has been the basis for the work developed by Dublin homeless coordinating governance structures. Nevertheless, the need for the adoption of shared definitions of homelessness had already been raised by the Homeless Agency in its third Action Plan on Homelessness in Dublin *A Key to the Door 2007 – 2010*: "The four Dublin Local Authorities will clarify and co-ordinate a shared definition of homelessness in consultation with voluntary service providers and the Health Service Executive (...)" (Homeless Agency, 2007: 49).

Moreover, in 2008, one of the concerns expressed in the Evaluation of Homeless Services 2008 Series related to the negative impact of the use of different definitions of homelessness by the agencies in Dublin on the methods by which assessments and referrals were made (Homeless Agency, 2008a).

The *Pathway to Home Model* addresses homelessness on the basis of the legal definition of homelessness but, in parallel, adopts the ETHOS typology of homelessness and housing exclusion "in order to help us better understand housing exclusion as a dynamic that can lead to homelessness." (Homeless Agency, 2009).

In fact the ETHOS[17] typology was developed to reflect the different pathways into homelessness and to emphasise the dynamic nature of the process of homelessness. It has been widely disseminated across Europe (and beyond) and it has provided a useful conceptual framework for discussing strategic approaches to homelessness. Busch-Geertsema (2010) explicitly refers the progress made at EU level on defining homelessness and the contribution of ETHOS to policy development in Europe: "Not all European governments (if they care at all about any 'official' definition of homelessness) agree on all categories and accept all the different groups mentioned in ETHOS as being part of the homeless population. But almost everywhere, national definitions are set in relation to ETHOS and it can be clarified which of the subgroups mentioned in ETHOS are included in homelessness definitions at the national level and which are not."(Busch-Geertsema, 2010: 21) The *Pathway to Home Model* covers people in living situations referred to in ETHOS categories: 1, 2, 3, 4 and 7.

4.2 Aims and underlying philosophy

The *Pathway to Home Model* of homeless, housing and support provision was put in place in 2009 as a response of the Homeless Agency Partnership to the recommendations made as a result of the reviews carried out in 2008, namely the periodic Counted In survey 2008, the evaluation of all homeless services in Dublin and the first formal review of finances and current expenditure for homeless services.
The need for a reconfiguration of the provision of services in the Dublin region and the introduction of key operational changes in service delivery was considered crucial to achieve the 2010 Vision to end long-term homelessness[18] and the need to sleep rough in Dublin.

The *Pathway to Home* report published in 2009 sets out a comprehensive implementation plan for this change in direction regarding both policy and service delivery. This new direction directly addresses the commitments put forward at a local level in *A Key to the Door 2007-2010* and contributes to implementing national policy as directed in the national strategy on homelessness *The Way Home 2008-*

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[16] According to Section 2 of the Housing Act, 1988 *"'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."*

[17] For a detailed and updated discussion on ETHOS see Edgar, 2009.

[18] The Model defines a person as experiencing long-term homelessness where the person is resident in temporary accommodation for longer than six months.

2013, as well as the newly published national homeless commitments in February 2013 which aim to end long-term homelessness by 2016[19].

The *Pathway to Home Model* aims at ensuring the prevention of homelessness by delivering person-centred care and support services and to simplify and speed up the journey into independent living, with supports as required for people experiencing homelessness. Access to housing with support as required is central to the *Pathway to Home* model of integrated services.

One important aspect of the operation of the Dublin model is the emphasis to provide more person-centred support and long-term housing options, fostering rapid access to permanent housing. Such an approach clearly illustrates a policy move into the Housing First philosophy and housing-led policy strategies under growing dissemination across Europe. In fact, the Dublin Housing First Demonstration Project initiated in 2011 is an example of this shift in local policy in line with the Pathway to Home model philosophy.

The development and evaluation of the Dublin Housing First Project may lead to its potential dissemination at a regional and national level. Moreover, the evidence it may generate regarding the efficacy of its implementation may be an important contribution to feed into the ongoing debate across Europe regarding the achievements and limits of Housing First (Pleace, 2011; Busch-Geertsema, 2012; Johnsen, 2012; Hansen Löfstrand and Juhila, 2012) as a service response to homelessness.

4.3 The model's structure for the reconfiguration of services: from prevention to resettlement

The Dublin model is structured around three major interconnected components:
- Interventions and services that prevent homelessness;
- Temporary accommodation and homeless services;
- Housing with supports.

The emphasis on reinforcing "the provision of effective early interventions and assistance" (Homeless Agency, 2009: 24) in order to prevent homelessness is clearly in line with some of the orientations issued by the review of homeless services carried out in 2008.

An increased focus on "at risk" groups and a shift towards more strategic preventative approaches have also been identified (Edgar, 2009) in other European countries (e.g. Finland, Norway, Netherlands, Sweden, Scotland).

In Ireland, the shift towards prevention had been a central concern to national and local strategic approaches to homelessness, namely through the 2008 National Homeless Strategy *The Way Home 2008-2013* and the Homeless Agency's Action Plan *A Key to the Door 2007-2010.*

While adopting a person-centred approach – transversal to the three components of the model – the **delivery of preventative services** under the *Pathway to Home model* will ensure that a person or household is diverted from experiencing homelessness or from the need to enter temporary accommodation. (Homeless Agency, 2009).

In order to realise and ensure the person-centred outcomes for prevention, the *Pathway to Home model* comprises a portfolio of housing and temporary accommodation types and services. The five types of prevention services presented comprise different types of activities and interventions, namely:
- independent housing information, advice and advocacy service;
- mediation and dispute resolution services;
- referrals to appropriate prevention services;
- housing support (emotional, practical and informational) service that will assist in reducing the risk of loss of a tenancy and the risk of homelessness;
- day services provision reconfigured to achieve the preventative functions of the model.

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[19] The target to end the need to sleep rough and long term homelessness by the end of 2010 was not achieved.

An effective provision of prevention services will necessarily require a mutually reinforcing strategic working across statutory and voluntary service providers and increased accountability in performance.

The second major component of the *Pathway to Home model* relates to the provision of **temporary accommodation** for persons already experiencing homelessness. The emphasis is put on holistic needs assessment, adequate temporary supports and swift progression to permanent housing solutions with supports as required.

The model establishes two forms of temporary accommodation: Supported Temporary Accommodation (STA) and Temporary Emergency Accommodation (TEA)[20].

The person's progression into long term housing options is facilitated by the assignment of a key-working service, by the adoption of common criteria for the initial and on-going holistic needs assessment and by the operation of a centralised placement service. The key worker will ensure to establish and/or secure links to mainstream services as required and will work in cooperation with the housing support services to ensure that move-on housing options agreed can be accessed.

Housing with supports is the third key element of the Pathway to Home model overall structure. The delivery of person-centred housing supports is a key component of the model which "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 realization of their full potential and rights." (Homeless Agency, 2009: 25)

There are two forms of housing support available: visiting housing-related support services or on-site housing-related support services. Both forms of housing support include more generic activities (e.g. general counselling) and more specialist services (e.g. crisis intervention work, dispute resolution, basic repairs, benefits claim, debt counselling).

The Homeless Policy Statement (issued in February 2013) gives full articulation to the adoption of a housing-led approach within which the Dublin Housing First approach is situated as a distinct model of provision. The Dublin Housing First Project "seeks to provide self-contained, independent, scattered, community-based housing units for each participant, affording them equal rights to any tenant renting privately. There is no staff on-site. Support is provided through home visits by the Housing First Team which is an intensive case management team."[21]

Informed by the same principles (e.g. users' choice, scattered housing within the community, equal tenancy rights to those of other private tenants, visiting support) of the original "Pathways to Housing"[22] Project in New York which have been put in practice in other European experiences, the Dublin Project can be considered one of the most recent developments of the housing-led policy approach adopted by the *Pathway to Home* model of service delivery in Dublin. This new direction for the delivery of services "will allow service providers to focus on the delivery of independent accommodation for homeless people and families, resulting in a move away from the heavy dependence on emergency accommodation in hostels and private B&Bs (bed and breakfast accommodation)." (Dublin Region Homeless Executive and Sustainable Communities Agency, 2012)

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[20] Persons assessed as having multiple mental ill health, psychological or addiction issues or known to be at risk to themselves or others will not be referred to TEA.

[21] Presentation of Dublin's Housing First Demonstration Project available at http://www.homelessagency.ie/Dublin-Homeless-Action-Plan.aspx

[22] http://www.pathwaystohousing.org/

5. Key aspects of the Dublin model

5.1 An evidence-based approach

The FEANTSA toolkit for developing an integrated strategy to tackle homelessness in Europe[23] identifies an evidence-based approach as one of the key methodological principles for designing and implementing successful strategies to address homelessness. Such an approach should include three major components: monitoring and documentation, research and analysis and regular revision of policies.

The emergence and development of strategic approaches to addressing homelessness both in Ireland and in Dublin constitute a good example of a decisive move towards the building up of rigorous and systematic data and information systems, considered crucial for evidence-based decision making on homelessness policy development and implementation. This process was once again facilitated by the convergence of national and local policy concerns on improving methodological and data strategies.

The Dublin model represented "the first comprehensively evidence-based service model implementation plan for the delivery of housing, homeless, care and support services in Dublin." (Downey, 2011: 101) By gathering a wide range of evidence from different sources (e.g. service providers, service users, researchers, policy makers), the Homeless Agency in Dublin has tried to fill the evidence gap and at the same time address the resistances arising from implementation of data and information systems. Edgar (2009) in his review of Statistics on Homelessness in Europe had already identified a set of barriers to the design and implementation of homelessness information strategies.

The continued investment in developing improved methods to assess homelessness in Dublin resulted in the triannual assessment of the extent of homelessness in the Dublin region – *Counted In* surveys – which takes place in the broader context of the national statutory assessment of housing need which is also conducted on a triannual basis. These systematic and regular assessments have been providing crucial information for decision-making on local homelessness policy.

Since 2011, the Dublin Region Homeless Executive (DRHE)[24] has established the *Pathway Accommodation and Support System* (PASS), which is an online system that generates vital information in terms of managing access to accommodation. This system replaces the *Counted In* surveys. The new system provides 'real-time' information on homeless presentation and bed occupancy across the Dublin region. This new system has become central to decision-making on assessment, placement, support and housing allocation in Dublin. The Dublin PASS data system has been used as the basis for a national data system. PASS is already active in two regions and is due to go active in two more by summer 2013.

Another illustration of this evidence-based approach that permeates the development of the Pathway to Home model was the audit undertaken in 2009 of the capacity, configuration and condition of the building stock in current use for housing and homeless services. This audit was a crucial step in assisting "the Homeless Agency Partnership to begin to reconfigure homeless service provision and temporary emergency accommodation into more appropriate built environments that can become places of change and homes for people experiencing homelessness." (Homeless Agency, 2009: 71)

5.2 Governance arrangements

In line with the new forms of consensus-based governance mechanisms which have shaped the development of public policy in Ireland (O'Sullivan, 2008) the *Pathway to Home* model design and implementation has privileged an enlarged partnership approach involving Homeless Agency Partnership stakeholders and other mainstream service providers, from different levels of management and practice.

An implementation advisory group was established in order to prepare and propose the *Pathway to Home* implementation plan and its role has been central in fostering the development of a high level of shared responsibility and shared decision making within the partnership, based on a shared understanding of the roles and responsibilities of each partner.

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[23] Available at http://www.feantsa.org/IMG/pdf/enfr_2006toolkit_5b1_5d.pdf
[24] The former Homeless Agency.

Moreover, one of the guiding principles for the reconfiguration of service delivery under the *Pathway to Home* model regards Partnership (The Homeless Agency Partnership, 2010). An enhanced focus on quality, effectiveness and person centred outcomes is required alongside with a strong emphasis on collaborative or integrated working. Awareness of challenges raised by the reconfiguration of services, namely as regards the utilisation of existing human resources, an explicit commitment from the Partnership towards organisations working within the model reconfiguration, namely in terms of decision-making processes: "Decision making will be fair, transparent and ensure respect for all existing organisations (statutory and voluntary) and staff working within the sector. Service changes required will be by way of negotiation, agreement and where required facilitated processes." (The Homeless Agency Partnership, 2010: 6)

On an operational level it is important to acknowledge that the four Dublin local authorities have a dual role under the *Pathway to Home* model: directly providing housing and services for person's experiencing homelessness, and an enabling role in assisting and ensuring the provision of services by voluntary providers where this is considered both feasible and desirable to help deliver the expected outcomes of the Pathway to Home model.

5.3 The Pathway to home model assessment

The Evaluation of Homeless Services 2008 Series (Homeless Agency, 2008a) identified an important shortcome in the operation of Dublin's homeless services system: "(...) many people who are newly homeless or are repeat homeless do not have their needs assessed using a basic assessment or the Holistic Needs Assessment (HNA). This is highly unsatisfactory, and strongly militates against the effective operation of the homeless services system. The pathways approach to homeless services requires that at the point of entry homeless people are assessed and appropriate information recorded in order that their paths through homeless services can be tracked."(Homeless Agency, 2008a: 97)

In order to overcome the identified obstacles the Pathway to Home model has developed a common process of assessment of people's needs. Such a process is based on the Holistic Needs Assessment and Care Plan which was developed through a partnership approach between statutory and voluntary services. The main objective of the HNA is to ensure that people experiencing homelessness are given the opportunity to engage in a process of planning and action, in which a pathway out of homelessness can be determined.

The HNA is a dedicated assessment tool used by all key workers employed in services operating under the *Pathway to Home* model assessment, and it covers the full range of a person's care and care related needs. It allows the professional working in homeless services to work with a service user to identify barriers, which inhibit their route out of homelessness and work to provide support in addressing them. (Homeless Agency, 2009)

The Holistic Needs Assessment ensures that when a person is experiencing homelessness that they only go through the process of assessment once. This assessment is based on a list of common operational criteria used in the assessment of a person's experience of homelessness and which has been developed in consultation among Dublin's local authorities and the Homeless Agency Partnership stakeholders.

The assessment process establishes several working principles, both with regard to the service user (e.g. voluntary engagement in the process, person-centred assessment and care plan, information security and empowerment) and to the service provider (e.g. training on HNA, compliance to data protection requirements, coordination and communication commitments, respect for choice and alternative support). A care plan will be drawn up as a result of the assessment and will be consistently updated by the staff involved in the support of the individual from their entry into homeless services throughout their progression into settlement.

Moreover, the HNA is used by the local authorities in assessing the person's assessment of overall housing needs, thus leading to the individual's Housing Support Plan (HSP) developed within a care and case management approach. As the person moves along the pathway towards exiting homelessness, the HSP should ensure his or her access to non-housing related services as required, the allocation of housing options and the delivery of the necessary housing related supports once the person has moved into permanent housing. (Homeless Agency, 2009)

The *Pathway to Home* model assessment requires a strong overall engagement of different stakeholders and formal inter-agency arrangements based on common tools and procedures operating from initial assessment to outcome evaluation.

5.4 Person centred care and case management

One of the key findings from the Evaluation of Homeless Services 2008 Series was the enabling role of the development of improved care planning and care and case management working for exiting homelessness. Evidence and experience in international literature has shown the potential of care and case management approaches in responding to the increasing complexity of clients' support needs.

The Homeless Agency's third Action Plan *A Key to the Door 2007-2010* established the implementation of a Care and Case Management system across the homeless services sector as one of its core actions: "This overarching structure has been developed to facilitate care management at structural and policy level, while a number of initiatives have been instigated to support case management at front-line service delivery level, supporting case managers' interventions with complex cases." (Butler, 2008: 122)

In line with these orientations, *the Pathway to Home* model has established care and case management procedures and competencies and introduced them into the practices of key working and support planning for service users. The reconfiguration of service delivery has given a strong emphasis to the need to ensure that the care and case management approach will address some of the constraints identified both at the client level (case management) and at the level of service planning and development (care management).

The Holistic Needs Assessment and the development of the care plan described above are implemented within this **case management approach** which is present throughout the whole process from early contact and assessment to supports in housing, in order to ensure that multiple services are effectively coordinated to respond to the person's needs. The case manager is the lead key worker who coordinates services involved in the support plan and holds responsibility for both the assessment and support plan. Case management involves intensive engagement with a service user who has a broad range of needs or intensive support needs.

The rationale behind the **care management** approach derives from the acknowledgement that there are systemic gaps and barriers which interfere with the case management work and the progression of the support plan. The role of the care manager focuses on structures and policies to support effective case management. Within the *Pathway to Home* model care managers from the Health Service and the local authority "operate as senior level supports to case managers, responding to gaps and blocks identified in the interagency care plans, and refining policy/service planning to respond to needs identified." (Butler, 2008: 119)

The Dublin Region Homeless Executive (DRHE) has developed different strategies to ensuring that front line homeless sector workers are supported in their key roles. Initially this support took the form of local training interventions (via a suite of master classes, cross sector training initiatives and over 26 one, two and three day unaccredited modules, which were delivered three times a year). In 2009, following a tendering process work was undertaken in partnership with Dublin City University to develop a suite of accredited options for front line key workers/case managers and managers. This culminated in the development of a suite of three stand-alone modules covering holistic needs assessment and support planning, socio economic factors and health, illness and addiction was developed along with an 'Effective Managers in the Homeless Sector' module. The three key worker/case manager modules have since been awarded certificate status through the Dublin City University. To date, homeless sector organisations / workers continue to be supported via a funding contribution towards the cost of student fees for front line workers wishing to undertake Certificate in Homeless Prevention and Intervention or the Effective Managers in the Homeless Sector module. To date a total of five groups of students have undertaken the programme with 46 students participating the current programme.

5.5 An outcome driven model

An outcome driven concern cross cuts the structure and operating mode of the *Pathway to Home* model. From the overall strategic outcome that is the Vision to eliminate long-term homelessness and the need to sleep rough in Dublin, it is possible to identify an outcome driven concern in different areas involved in the delivery of the *Pathway to Home* model, namely prevention, needs assessment methodologies, data information systems, move-on housing, access to mainstream and specialist services.

The model recognises the importance to assess performance based on outcome measurement and acknowledges the challenges involved in this shift "from outputs to outcomes" (Homeless Agency, 2009). Measuring the extent to which changes are actually produced as a result of intervention is recognised as a key aspect of improved performance management.

The role of the information system developed (PASS) is a crucial enabler for outcome measurement within the model. It consists of an agreed set of protocols and procedures for gathering and reporting on relevant data aiming at simplifying procedures and minimising the administrative burden of collecting and supplying data. Its implementation needs to ensure accountability, by focussing on outcome measurement and assessing how well the *Pathway to Home* model of service delivery is working to achieve the overall strategic aims.

The link between the provision of funding and specific targets and outcomes is another crucial component of outcome focused and accountability concerns within the model. "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 money. This is a standard requirement of any Service Level Agreement (SLA) signed between statutory funding bodies and service providers." (Homeless Agency, 2009: 29)

6. Transferability issues

6.1 Governance models and structures

A central idea of governance – in spite of its ambiguous use – relates to cooperation and negotiation between public and non-public stakeholders. It has also been argued that the reasons behind the emergence of governance networks are often linked to efficiency factors, resource dependency or the need for a better integration of services. Nonetheless, the nature of the issues at stake may also foster the need for a diversified, multi-dimensional and integrated governance models and structures.

In Ireland, the adoption of a more comprehensive approach towards homelessness since the launching of the 2008-2013 national homeless strategy *The Way Home* fostered the need for a growing engagement and responsibility of stakeholders from various levels and areas of policy and service delivery.

A comparative analysis (Benjaminsen et al, 2009) of governance structures present in national homeless strategies adopted across nine different EU member states – representing diverse welfare regimes – identifies the involvement of a wide range of stakeholders (statutory entities, local authorities, the NGO sector) in all the countries analysed. The emphasis put on the role of local authorities is common to both social democratic regimes (Norway, Finland, Sweden and Denmark) and liberal welfare regimes (Ireland, Northern Ireland, Wales, England and Scotland). However, whilst local authorities are invested with more autonomy and responsibility in the former group of countries, the role of the NGO sector is more significant in the latter group.

The *Pathway to Home* model strong emphasis on collaborative and integrated working and the dual "provider/enabler" role of Dublin local authorities in the provision of housing and services for person's experiencing homelessness directly illustrates the results of the EU comparative analysis mentioned above. Moreover, the consistent and continued mutual feeding in between the national and local level policy making seems to constitute an added value for strengthening the effective and sustained implementation of the Dublin successive local strategies on homelessness. This "relative advantage" may prove particularly promising in the context of a shift of focus from temporary accommodation to permanent housing and prevention and respective challenges, namely as regards access to adequate and affordable housing for homeless people.

6.2 Informed evidence-based and assessment mechanisms

Although the understanding of homelessness varies between countries in Europe and changes over time, significant progress has been made recently in devising common EU homelessness conceptual and operational frameworks. The ETHOS typology of homelessness and housing exclusion provides a broad definition which reflects the dynamics of homelessness as people move between different living situations and has been widely disseminated and used as a conceptual reference in discussing strategic policy approaches to homelessness in different EU countries.

The *Pathway to Home* model's understanding of homelessness reflects an informed and critical utilisation of the EU-wide ETHOS typology, adapting this broad definition to the national context, namely as regards its complementarity with the existing legal definition of homelessness. This adaptation process to the national context has been acknowledged as a crucial initial step in the process of improving data collection systems on homelessness (MPHASIS, 2008).

The reconfiguration of service delivery under the Dublin model focuses on both the "roofless" and the "houseless" ETHOS operational categories. The adoption of the latter was considered crucial for addressing key target areas under the Pathway to Home model housing-led approach (Dublin Region Homeless Executive and Sustainable Communities Agency, 2012).

The strong emphasis on the assessment component of the Model and the building up of specifically agreed criteria and working tools provides a valuable planning mechanism for the provision of support to homeless people. Assessment of housing needs in particular, is a key component for evaluating the efficiency of the housing market operation which is essential in the context of a strategy which aims at fostering access to permanent housing and homelessness prevention.

The experience of Dublin in the development of systematic and regular assessments and their input into policy change – both at the local and the national level – could be a strong transferability component to be put at the core of strategic approaches to homelessness in other local contexts.

6.3 Models of housing and support together

Community based support services tailored to the needs of the persons have proved to increase the chances of formerly homeless individuals to stay housed and sustain their tenancies (Atherton, I. et al, 2008; Tsemberis, 2010; Pleace, 2011; Busch-Geertsema, 2012).

The Housing First approach as developed by *Pathways to Housing* in New York starts from the central assumption of "housing as a basic human right", in opposition to an ideology based on "gaining" the right to permanent housing by proving to meet certain conditions (e.g. participation in treatment, demonstrating sobriety). Dyb (2005) describes these – and a third "intermediate" model – as the normalising (i.e. based on the normalisation of the housing situation) model and the staircase of transition model.

The move from place-centred support (supported housing) to person-centred support (support in housing) embodied by housing-led approaches to homelessness and most notably by Housing First experiences is a core feature of the development of the *Pathway to Home* model in Dublin.

The *Pathway to Home* model person-centred approach directly responds to the shift away from the place-centred support approach, encouraging service providers to focus on the delivery of independent accommodation for homeless people and families.

Moreover, the adoption of a person-centred outcomes cross-cutting the three major structural components of the Model of service delivery – prevention, temporary accommodation and housing with supports – may prove crucial to address the need to keep a focus on the needs of the service user (rather than a focus on service provider goals).

The development of a common process of needs assessment based on the use of common tools and procedures among Dublin service providers should allow for an on-going adequate support for those in need and as long as support is needed.

The increased dissemination of evidence-based methods for individual support, namely case management approaches raise increasing challenges to the actual importance of needs assessment mechanisms. In fact, the use of intensive case management approaches (e.g. Assertive Community Treatment) raises the issue of on-going assessment and flexibility of support according to actual needs. Person-centred support should provide intensive support when needed and as long as needs are complex and multidimensional but should also "withdraw" and reduce when it is not needed any more (Busch-Geertsema, 2012).

The transferability potential of those models of support should thus consider implications of that "request for flexibility" at the policy level (e.g. funding flexibility), at the organisational level (e.g. management of human resources) and on the interaction between workers and users (e.g. recognition of users' expertise and power imbalances).

7. Key questions for peer review

The peer review aims at presenting and discussing the experience of the Dublin model in strategically addressing homelessness. The focus on the following specific questions arising from the analysis of the strategy adopted in Dublin may enhance the discussion among the participants in relation to the situation in Dublin and in the peer cities.

1. What are experiences with partnership based approaches that strengthen consensual decision-making and organisational participation in designing and delivering local policies to address homelessness? What room is there for enhancing users' participation within those governance mechanisms and processes?

2. What challenges arise from the reconfiguration of service delivery based on person-centred approaches and a move towards community-based services which integrate housing with support? What experiences and evidence are there of impact of these changes on workers, on organisations, on funders?

3. How does the growing emergence of data information systems address potential and existing obstacles and barriers in actual implementation? What evidence is there of the impact of these improvements in actual outcomes for homeless persons' living conditions?

4. What experiences do peer cities have of support models addressing high and low intensity needs? How to prioritise and select those support approaches? How to introduce flexibility into the support models according to the person's assessed needs and address emerging challenges?

5. Accessing adequate and affordable housing remains a challenge in spite of the consensual and formal adoption of housing led approaches in policy making at the local and national levels. What experiences are there in other cities of successfully addressing that challenge?

6. How do funding mechanisms adjust (enabling or blocking) to a reconfiguration of service delivery based on a more outcome-focused performance management system? What elements of success is it possible to identify in peer cities' experiences in this area?

7. What scope is there for the promotion of more EU level influence on the homelessness policies in EU cities, particularly with respect to those contexts which have less developed policies on homelessness?

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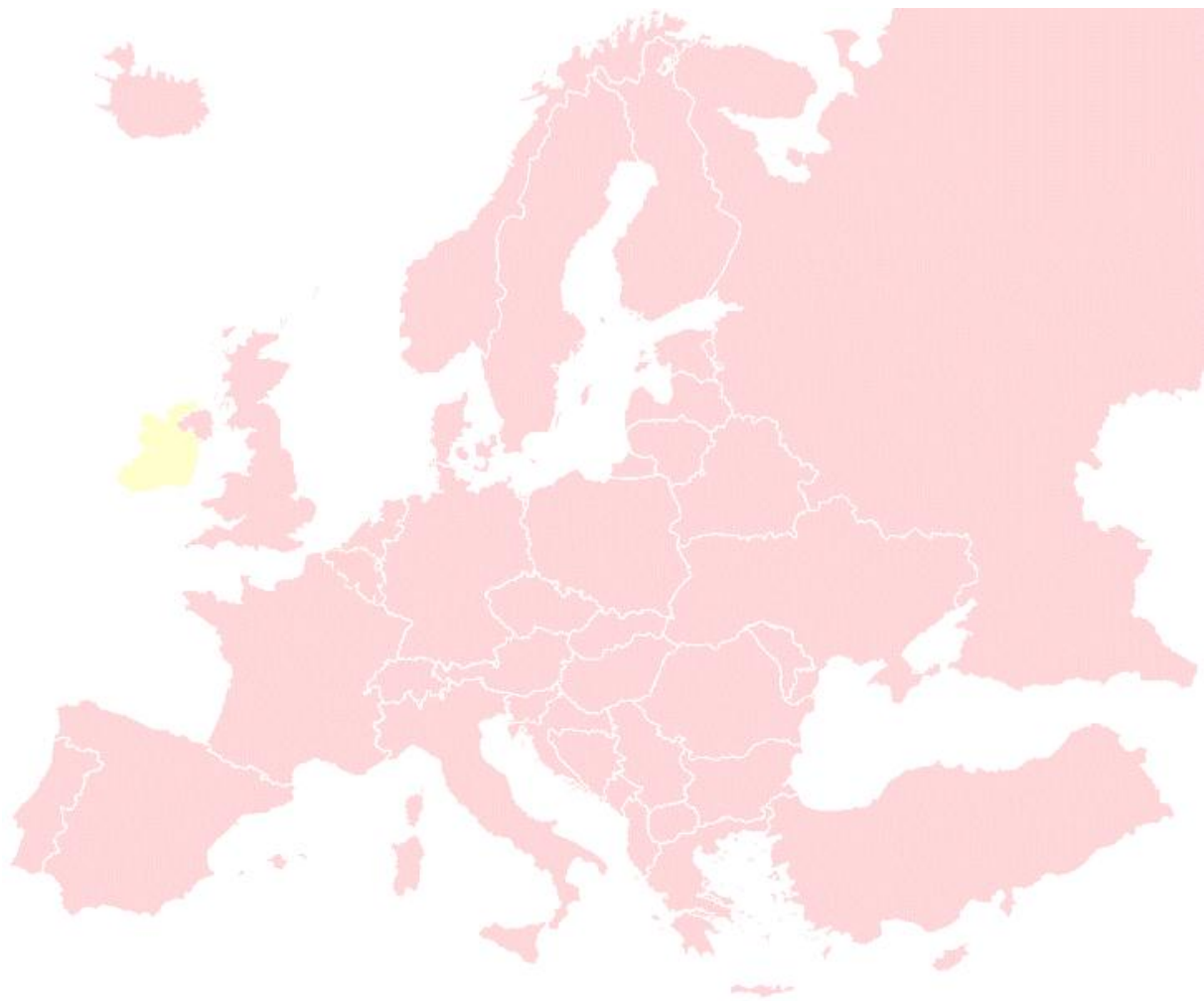
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Annex: ETHOS – European Typology of Homelessness and housing exclusion

			Operational Category		Living Situation	Generic Definition
Conceptual Category	ROOFLESS	1	People Living Rough	1.1	Public space or external space	Living in the streets or public spaces, without a shelter that can be defined as living quarters
		2	People in emergency accommodation	2.1	Night shelter	People with no usual place of residence who make use of overnight shelter, low threshold shelter
	HOUSELESS	3	People in accommodation for the homeless	3.1	Homeless hostel	Where the period of stay is intended to be short term
				3.2	Temporary Accommodation	
				3.3	Transitional supported accommodation	
		4	People in Women's Shelter	4.1	Women's shelter accommodation	Women accommodated due to experience of domestic violence and where the period of stay is intended to be short term
		5	People in accommodation for immigrants	5.1	Temporary accommodation / reception centres	Immigrants in reception or short term accommodation due to their immigrant status
				5.2	Migrant workers accommodation	
		6	People due to be released from institutions	6.1	Penal institutions	No housing available prior to release
				6.2	Medical institutions (*)	Stay longer than needed due to lack of housing
				6.3	Children's institutions / homes	No housing identified (e.g by 18th birthday)
		7	People receiving longer-term support (due to homelessness)	7.1	Residential care for older homeless people	Long stay accommodation with care for formerly homeless people (normally more than one year)
				7.2	Supported accommodation for formerly homeless people	
	INSECURE	8	People living in insecure accommodation	8.1	Temporarily with family/friends	Living in conventional housing but not the usual or place of residence due to lack of housing
				8.2	No legal (sub)tenancy	Occupation of dwelling with no legal tenancy illegal occupation of a dwelling
				8.3	Illegal occupation of land	Occupation of land with no legal rights
		9	People living under threat of eviction	9.1	Legal orders enforced (rented)	Where orders for eviction are operative
				9.2	Re-possession orders (owned)	Where mortagee has legal order to re-possess
		10	People living under threat of violence	10.1	Police recorded incidents	Where police action is taken to ensure place of safety for victims of domestic violence
	INADEQUATE	11	People living in temporary / non-conventional structures	11.1	Mobile homes	Not intended as place of usual residence
				11.2	Non-conventional building	Makeshift shelter, shack or shanty
				11.3	Temporary structure	Semi-permanent structure hut or cabin
		12	People living in unfit housing	12.1	Occupied dwellings unfit for habitation	Defined as unfit for habitation by national legislation or building regulations
		13	People living in extreme overcrowding	13.1	Highest national norm of overcrowding	Defined as exceeding national density standard for floor-space or useable rooms

Note: Short stay is defined as normally less than one year; Long stay is defined as more than one year.
This definition is compatible with Census definitions as recommended by the UNECE/EUROSTAT report (2006)

(*) Includes drug rehabilitation institutions, psychiatric hospitals etc.

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