## MID EAST REGION

## HOMELESSNESS ACTION PLAN

2024-2026













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## **Abbreviations and Glossary**

АНВ	Approved Housing Body
DEASP	Department of Employment Affairs and Social Protection
DHLGH	Department of Housing, Local Government and Heritage
DoJ	Department of Justice
HAT	Homelessness Action Team
НАР	Housing Assistance Payment (HAP). HAP is a national scheme and a form of social housing support provided by all local authorities. Under HAP, local authorities can provide housing assistance to households with a long-term housing need, including many long-term Rent Supplement recipients.
ННАР	Homeless HAP Assistance Payment. The Homeless HAP scheme provides additional financial and related supports to tenants and landlords, along with all of the benefits of the national HAP scheme. The local authority must have determined that the household is homeless and has no alternative accommodation options prior to approval of a HHAP payment.
HSE	Health Service Executive is responsible for the provision of healthcare and social supports for homeless persons managing a significant annual budget for direct homeless services.
LA	Local Authority
LTAS	Long Term Supported Accommodation
NTQ	Notice to Quit. If a landlord or tenant wants to terminate the tenancy of a house let for rent or other valuable consideration, a valid written notice of termination must be served. The Emergency Period under the Residential Tenancies Act 2020 brought in temporary restrictions on ending tenancies when restrictions on travel outside a 5km radius of a person's home are in place. These restrictions were introduced in 2020 in response the Covid-19 pandemic.
PEA	Private Emergency Accommodation: this may include hotels, B&Bs and other residential facilities that are used on an emergency basis.
RAS	Rental Accommodation Scheme is a form of social housing support provided by local authorities.
STA	Supported Temporary Accommodation: accommodation, including hostels, with onsite professional support.
TEA	Temporary Emergency Accommodation: emergency accommodation with no (or minimal) support
TUSLA	Child and Family Agency. Dedicated State agency responsible for improving wellbeing and outcomes for children.
TAP	Traveller Accommodation Plan

## **Executive Summary**

The Mid East Region Homelessness Action Plan 2024-2026 was prepared by the local authorities of Kildare, Meath and Wicklow and the Health Services Executive (HSE), having regard to the Housing (Miscellaneous Provisions) Act 2009 as it relates to Homelessness, and it sets out the priorities for the region for the next three years. During the lifetime of the previous Action Plan, 2021-2023, significant challenges were faced across the region in dealing with the increasing numbers of individuals and families presenting as homeless to the local authorities. The removal of the ban on NTQs during the period of the last plan resulted in increased presentations by families and support was provided through a number of measures including the introduction of Tenant in Situ Acquisitions and a Cost Rental Tenant in Situ Scheme through the Housing Agency. An increased focus on allocations of Local Authority or AHB properties was beneficial for families and individuals experiencing or in danger of experiencing homelessness. Further supports including the introduction of shared housing on a pilot basis and increasing the availability of transitional units from local authority housing stock are also proving a successful intervention.

Relationships continue between the local authorities and homeless service providers in the region and have been critical in dealing with the many and complex issues that have arisen, not least of which is access to accommodation either through local authorities, approved housing bodies or the private rental market.

Unfortunately, the backdrop to the development of the new Action Plan 2024-2026 remains the persistent high level of homelessness in the region, despite the significant interventions undertaken to prevent homelessness in the first instance. The causes of homelessness are complex and diverse and the significant numbers presenting to Homeless Services, and the increase in placements in emergency accommodation, have continued throughout the duration of the last Action Plan. Increased resources for Tenancy Support in the Region during the last plan are expected to yield positive results in homelessness prevention throughout the lifetime of the 2024-2026 plan.

The cycle of presentations, placements to and exits from emergency accommodation continues and the priority areas listed below will remain for the foreseeable future:



Homeless Prevention



Tenancy Sustainment



Emergency Accommodation

- Models of Provision
- Quality Provision
- Exit Strategies



Health and Welfare Supports



Multi Agency Approach



Youth Homelessness



## MID EAST REGION

# HOMELESSNESS ACTION PLAN

2024-2026

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# Introduction: Mid East Region Homelessness Action Plan 2024-2026

The local authorities of Kildare, Meath and Wicklow form the Mid East Region Homelessness Forum, together with the Health Service Executive (HSE) and relevant statutory and voluntary agencies. Kildare County Council has been designated as lead authority for the Mid East region.

The Mid East Region Homelessness Action Plan was prepared having regard to the Housing (Miscellaneous Provisions) Act 2009 as it relates to Homelessness and sets out the priorities for the region for the next three years.

In accordance with Section 37 of the Housing (Miscellaneous Provisions) Act 2009 each Housing Authority must prepare an Action Plan to address homelessness. The Plan must specify the measures proposed to be undertaken to address homelessness in the administrative area(s) concerned by the Housing Authorities, HSE and other bodies providing services to address homelessness.

The Plan must include, but is not limited to, the following objectives:

- The prevention of homelessness
- The reduction of homelessness in its extent or duration
- The provision of services, including accommodation, to address the needs of homeless households
- The provision of assistance under Section 10(b)(i), as necessary, to persons who were formerly homeless
- The promotion of effective co-ordination of activities proposed to be undertaken by the bodies referred to in this subsection for the purposes of addressing homelessness in the administrative area or areas concerned.

Housing supply is critical to dealing with homelessness. A key priority of Housing for All is to accelerate and expand the delivery across all tenures, including social housing.

Each of the Local Authorities in the Mid East Region are advancing their respective housing capital programmes under the various delivery mechanisms (direct construction, accelerated delivery, vacant units, affordable housing delivery, acquisitions, leasing, Part V), which are subject to ongoing liaison with the Department of Housing, Local Government and Heritage. Furthermore, Approved Housing Bodies have also intensified their delivery of new social units in collaboration with the three local authorities concerned. The delivery of social units is progressing in parallel with the activities set out in this action plan.



## Statutory Provision of the Housing Act 1988

The relevant statutory provisions regarding homelessness are provided under Section 2 and Section 10 of the Housing Act 1988, as outlined below:

#### **SECTION 2 OF THE HOUSING ACT 1988 PROVIDES:**

A person shall be regarded by a housing authority as being homeless for the purposes of this

- (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.

#### SECTION 10 OF THE ACT OF 1988 PROVIDES:

- (1) A housing authority may, subject to such regulations as may be made by the Minister under this section:
  - (a) make arrangements, including financial arrangements, with a body approved of by the Minister for the purposes of section 5 for the provisions by that body of accommodation for a homeless person,
  - (b provide a homeless person with such assistance, including financial assistance, as the authority consider appropriate, or
  - (c) rent accommodation, arrange lodgings or contribute to the cost of such accommodation or lodgings for a homeless person
- (10) A housing authority may, while making enquiries to enable them to determine if a person is homeless, exercise the powers provided for in subsection (1).

It is the Housing Authority that must form the requisite opinion, following an assessment of need, on whether the criterion as set out in Section 2 is fulfilled. The decision to provide emergency accommodation supports rests within the competence and expertise of the Housing Authority and is made within the context of available resources and competing demands on those resources.

In accordance with Section 37 of the Housing (Miscellaneous Provisions) Act 2009, each Housing Authority must prepare an Action Plan to address homelessness in the administrative areas concerned by the Housing Authorities, the Health Service Executive and other bodies providing services to address homelessness.

A Homelessness Action Plan shall specify the measures proposed to be undertaken to address homelessness in the administrative area or administrative areas concerned by the housing authorities as the case may be, the Health Service Executive, specified bodies, or approved housing bodies or other bodies providing service to address homelessness, or the performance of whose functions may affect or relate to the provision of such services.

## **Public Sector Duty**

There is a requirement on public bodies to promote equality, protect human rights and prevent discrimination in accordance with the Irish Human Rights and Equality Commission Act, 2014. The Local Authorities of the Mid East Region are committed to addressing equality and human rights concerns for all in the delivery of housing, including Traveller accommodation, by the promotion of the values of dignity, inclusion, social justice, democracy, and autonomy. The Mid East Region will endeavour to develop a human rights focus into the work of the Regional Action Plan, in accordance with our Public Sector Duty as set out in Section 42(1), Irish Human Rights and Equality Commission Act, 2014.

The Mid East Region is committed to eliminating discrimination, achieving equality, and fulfilling human rights for all service users and in doing so recognises the diversity of people across the identified groups for the Duty. The identified groups are those covered by the nine grounds under the equality legislation, including gender (including gender identity); civil status; family status (including lone parents and carers); age (young and older people); disability; sexual orientation; race (Black and minority ethnic people); religion and belief; and membership of the Traveller community. In addition, groups encompassed on the grounds of socio-economic status and who are at risk of or experiencing poverty and exclusion are also included under the Public Sector Duty. It is accepted that people may hold more than one identity and be part of more than one of the identified groups. Accordingly, the Mid East Region will keep a focus on intersectionality in its implementation. The Mid East Region will continue to monitor and assess the Plan under the Duty enabling the tracking of its current responses to the issues and to further develop and expand these responses as found to be necessary, thereby advancing equality and human rights. The Duty monitoring process as outlined will form part of the review of the Action Plan by the Mid East Region, that will be conducted on an annual basis. In fulfilment of our Public Sector Duty, a specific objective on the Duty has been included in the Table of Actions.



## **Review of the Mid East Region** Homelessness Action Plan 2021-2023

An annual review was carried out in 2021 and 2022 of the above Action Plan, and this final review sets out the roadmap for the new Mid East Region Homelessness Action Plan 2024-2026. The review documents the progress of the Mid East Region in meeting the objectives of the 2021-2023 Plan over the three-year period.

## **GAP Analysis**

An objective of the Mid East Region Homelessness Action Plan 2021-2023 was a multi-agency approach to enhance streamlined services across all relevant agencies resulting improved outcomes for shared clients. In 2022 a GAP Analysis was completed to review interagency collaboration and identify any emerging service gaps and hoe these might be addressed. The following is a summary of the issues that emerged from the GAP Analysis:

Limited access to aftercare facilities for young people (18-24 years) and young people for available private rented properties

to support

Lack of accommodation

The GAP Analysis informed the collective delivery of services to those at risk of or experiencing homelessness and will inform coordination of services during the period 2024-2026.

Outcomes at regional level include:

- Significant progress in rolling out the Housing First programme with the target of 64 placements achieved;
- Progressed implementation of the Housing First Health Monitoring Tool;
- Mid East Prisoner Protocol agreed;
- Implementation of National Quality Standards Framework (NQSF) progressing;

- Homeless Action Teams (HAT) successfully operating in each County;
- 22 Isolation Units were available in the Region in response to Covid-19 requirements;
- Focus on moveons from emergency accommodation via social allocations, Tenant in Situ Acquisitions and placements in own front door accommodation, HAP tenancies and Homeless HAP tenancies:
- Delivery of Tenant in Situ scheme and Cost Rental Tenant in Situ referrals to the Housing Agency;
- Local Connection Protocol for Homeless Presentations outside county of origin developed;
- Progressed expansion of services available such as shared accommodation and family hubs transitional and shared accommodation units:
- Increased supports for tenancy support services requested through HAIL.

At local level, key progress is set out below:



- Family Hubs in Athy and Prosperous continue to operate with a focus on support and sustained progressions
- Tenancy Sustainment service established with 3 Officers in place and a Case load up to 85
- Homeless HAP Placefinder operating successfully with

- 257 tenancies currently in place
- STA facilities in operation in 3 towns
- 25 Cold weather bed facility operated by the The Peter McVerry Trust at Kerdiffstown and Newbridge STAs
- Exits from Emergency Accommodation ongoing

- 1,799 active HAP tenancies in place
- 82 Tenant in Situ acquisitions completed
- Shared Housing in Naas and Athy
- Introduction of 12 one bed units with supports for single adults leaving emergency accommodation.



- New Family Hubs progressed in Navan
- Tenancy Sustainment Service
- Homeless HAP Place Finder in operation
- Transitional emergency accommodation (15 beds)
   Dublin Simon & Drogheda Homeless Aid.
- Aftercare facility developed

- in cooperation with Louth County Council
- Exits from Emergency Accommodation ongoing
- Cold Weather Initiative in operation
- 1,708 active HAP tenancies in place
- 287 Homeless HAP tenancies in place
- Additional Staff resources

- to manage and deliver homeless services
- Monthly Housing First Review meetings
- Monthly Homeless Action Team meeting and annual audit of cases
- Collaboration with Approved Housing Bodies to delivery CAS units for homeless exits.



## Comhairle Contae Chill Mhantáin Wicklow County Council

- Family Hub in operation in Wicklow Town
- Tenancy Sustainment Service (Mental Health) established
- Homeless HAP Place finder in operation
- 20 bed STA facility provided in Bray (including emergency Cold Weather beds) with Dublin Simon
- Exits from Emergency Accommodation ongoing
- 7 COVID Isolation Units provided
- 1,474 active HAP tenancies in place
- 298 Homeless HAP tenancies in place
- Tenancy sustainment team established
- Monthly Housing First Review meetings
- Homeless Action Team in both Bray and Wicklow meeting monthly
- In house interdepartmental team established to review long term own front door occupants
- Further shared housing options being investigated.



## **Covid-19 Pandemic:** Impact on Homeless/Vulnerable **Persons**



New emergency measures were introduced into law to protect tenants during the Covid-19 emergency period, directing that a notice of termination could not be served on tenants during the Covid-19 emergency period. All notices of terminations, which were served prior the emergency period were paused, and tenants in general could not be forced to leave their rented accommodation during this time. Furthermore, landlords were not permitted to increase the amount of rent payable during this period.

Local Authorities were also prohibited from issuing notices of termination or instigating legal action to evict unauthorised Traveller encampments.

#### **SUMMARY OF COVID-19 CHALLENGES**

The impact of Covid-19 continued to be felt in 2021 and 2022. To meet this challenge the following initiatives were progressed:

- Management of Cold Weather Initiatives to ensure compliance with Covid-19 health and safety requirements, where required
- The identification of Covid-19 isolation units, fit out and furnishing, logistics and management of units placed additional demands on staff and incurred additional unforeseen costs
- The retention of a total of 22 Covid-19 isolation units in the Region had an impact on available units for social housing.
- The removal of the temporary moratorium on evictions resulted in increased homeless presentations in 2023 – In response Tenant in Situ Acquisitions and Cost Rental Tenant in Situ Schemes were introduced to assist and continues to support in this area

The threat of Covid-19 has reduced due to public health measures implemented nationally. Units retained as isolation units have now been taken back into general housing stock. Should the need arise isolation units may be reactivated as required.





## **Policy Context**



## **Policy Context**

In drawing up this Action Plan, the management group of the Mid East Region Homelessness Forum had regard to homeless and housing policies, both current and past, and has been particularly informed by the following policy documents:



## Housing for All - A new Housing Plan for Ireland 2021

Housing for All – A New Housing Plan for Ireland, published in September 2021, is the government's 10-year housing plan with 5-year targets and a funding commitment of €4 Billion per annum.

The scale of the plan reflects the nature of the housing crisis and deals with social housing, cost rental, affordable purchase and private housing. Housing for All includes commitments to end homelessness by 2030 and to implement specific policies to assist with special needs housing provision.

The Housing for All plan aims to increase new housing supply nationally to an average of at least 33,000 new units per year over the next decade. This will include over 10,000 social homes each year over the next five years, with 9,500 of these being new-builds, and an average of 6,000 affordable homes for purchase or rent. Each Local Authority has a Housing Delivery Action Plan that takes into account the demand and need for housing in its functional area.

## BUILD TARGETS FOR (NEW) SOCIAL HOUSING DELIVERY IN THE MID EAST REGION 2024-2026

Year	2024	2025	2026
Kildare County Council	409	440	449
Meath County Council	250	268	274
Wicklow County Council	231	248	253
All	889	955	975

The Housing for All pathway on 'Eradicating Homelessness, Increasing Social Housing Delivery and Supporting Social Inclusion' supports measurers to:

1. Through an updated 'Housing First National Implementation Plan 2022-2026, provide 1319 tenancies over the next five years for people with a history of rough sleeping, or long-term use of emergency accommodation and who have complex needs. (DHLGH, HSE, LAs)



- 2. Continue the Mortgage to Rent scheme to ensure it meets the needs of those in long-term mortgage arrears. (DHLGH)
- 3. Improve co-ordination of engagement for improvements in the provision of Traveller accommodation (DHLGH, LAs, AHBs, TAP)
- 4. Provide continued capital funding for housing for specific vulnerable cohorts, such as housing for older people and people with a disability, through the Capital Assistance Scheme and other social housing schemes. (DHLGH)
- 5. Provide capital funding to develop further supported emergency accommodation for households experiencing homelessness, and publish guidelines with standards for the development and refurbishment of emergency accommodation. (DHLGH)
- 6. Continue to increase access to health supports and protections for homeless individuals, with an individual health care plan to be provided for all homeless individuals that need one and improved access to mental health services. (HSE)(DOH)
- 7. Finalise a model of health care for people experiencing homelessness, including health and support needs assessment tool to assist in determining suitability for Housing First and level of support needed. (HSE)(DOH)
- 8. Strengthen integrated care pathways for people who are homeless with chronic health needs based on an inclusion health model, to achieve better health outcomes and to reduce the incidence of premature death, and expand the case management approach for homeless people living with drug or alcohol addiction and enhance treatment options. (HSE)(DOH)
- 9. Enhance family support and prevention and early intervention services for children and their families through a multiagency and coordinated response and disseminate innovative practice. (DCEDIY, Tusla, DHLGH, LAs)
- 10. Identify and provide enhanced tenancy sustainment supports to families experiencing longterm homelessness to help them exit from homelessness and maintain their homes. (DHLGH, LAs, DCEDIY, Tusla)
- 11. Continue to support households through the HAP while levels of social housing stock are increased, and examine whether an increase in the level of discretion available to Local Authorities under HAP is required in order to maintain adequate levels of HAP support. (DHLGH)
- 12. Develop a pilot Housing First scheme aimed at those from the criminal justice system, recognising that prisoners and other persons convicted before the courts frequently present as homeless with high and complex support needs and that homelessness poses a significant risk for many post release. (LAs, HSE, DJ)
- 13. Continue the tenant in situ scheme to support those at risk of homelessness. (DHLGH)

Reducing and preventing homelessness is a major focus of the Government with priority given to reduce the number of homeless families and individuals and support them into long term sustainable accommodation. Funding for homeless services will be increased, including funding for drug-free facilities.

## Housing First National Implementation Plan 2022-2026

The new National Implementation Plan now provides for the creation of 1,319 additional tenancies over the period 2022 to 2026. This will involve an average of 264 new tenancies per annum, with the specific targets for each region for each year now set out. These targets are based on an analysis of need, which involved all key stakeholders and was supported by The Housing Agency.

It is widely recognised that many people who sleep rough, and who are frequent users of emergency hostels and shelters, have complex needs around mental health and addiction and require individualised supports to successfully move from homelessness to a sustainable tenancy. The Housing First approach has been Government policy for a number of years. With Housing First, the priority is to support a person who has experienced homelessness into permanent housing as quickly as possible, without any preconditions around sobriety or mental health treatment and to continue working intensively with them on these issues once they are housed. Housing First recognises that a stable home provides the basis for recovery in other areas.

The alignment of housing and health supports means that Housing First is very much a joint initiative of the Department of Housing, the Department of Health, local authorities, the HSE and NGO providers.

## **Youth Homelessness Strategy 2022**

The Youth Homelessness Strategy is a 3-year strategy working towards ending homelessness for young people aged 18-24 through:

- prevention and exits
- · improving the experience of young people accessing emergency accommodation.

This Strategy adopts a whole-of-Government approach to tackling youth homelessness. It brings together a multitude of key stakeholders. These stakeholders will play a vital role in addressing fundamental issues in youth homelessness.

Informing the entire approach to this Strategy is a recognition of the critical importance of interagency supports. These supports are required to address the complex combination of social, health and economic needs of young people experiencing or at risk of experiencing homelessness.

The Strategy contains three main strategic aims:

- To prevent young people from entering homelessness
- To improve the experiences of young people accessing emergency accommodation
- To assist young people exiting homelessness.

The Strategy identifies certain groups within the 18-24 age group who are particularly at risk of becoming homeless, and are disproportionately represented in the young homeless population. The Strategy includes specific actions to help each of these vulnerable groups. In total, the Youth Homelessness Strategy contains 27 distinct actions aimed at young people who are experiencing or at risk of experiencing homelessness.

#### **Lisbon Declaration 2021**

The 2021 Lisbon declaration on the European Platform on Combatting Homelessness commits Ireland and other signatory countries to work towards the ending of homelessness by 2030 so that:

- 1. No one sleeps rough for lack of accessible, safe and appropriate emergency accommodation
- 2. No one lives in emergency accommodation longer than is required for successful progress to a permanent housing solution.
- 3. No one is discharged from any institution (e.g. prison, hospital, care facility) without an offer of appropriate housing.
- 4. Evictions should be prevented whenever possible and no one is evicted without assistance for an appropriate housing solution, when needed.
- 5. No one is discriminated against due to their homelessness status



## **Policy and Procedural Guidance for Housing Authorities** in relation to Assisting Victims of Domestic Violence with **Emergency and Long Term Accommodation Needs**

Circular Housing 2/17 dated 17th January 2017 outlined guidance for Housing Authorities to ensure effectiveness and consistency in responses to assist victims of domestic violence. The guidelines provide a summary of best practice in this area and the procedural pathways within which Local Authorities operate. Organisational responsibility is outlined between the key stakeholders in terms of crisis response to domestic violence, emergency accommodation and long term accommodation needs. Partnership working between statutory agencies and organisations involved locally in the delivery of domestic violence services is emphasised.

## **National Quality Standards Framework (NQSF)**

The Mid East Region commenced the implementation of the new and comprehensive national standards for homeless services. The objectives of the standards are to:

- Promote safe and effective service provision to people experiencing homelessness
- Support the objectives of the National Homeless Policy, i.e. enabling people to move into and sustain housing with appropriate levels of support
- Establish consistency in how persons experiencing homelessness are responded to across different regions and models of service delivery

The NQSF will be applicable to all homeless service provision in receipt of funding, whether the service is statutory, voluntary or private. It applies to homeless services for single adults, adult couples and for adults with dependent children.



It is recognised in the **Programme for Government – Our Shared** Future that promoting positive mental health and reducing the burden of mental illness can have benefits for everyone and this is particularly notable in the area of homelessness.

## Sharing the Vision – a Mental Health Policy for Everyone (June 2020)

The vision embodied in this policy is to create a mental health system that addresses the needs of the population through a focus on the requirements of the individual.

Sharing the Vision recognises that many vulnerable groups, including those who are homeless, have specific needs, which the mental health services should be equipped to meet.

There is a recognised need to ensure that those with complex mental health difficulties are in receipt of multi-disciplinary supports from health professionals to improve their quality of life. Service users also require assistance to sustain tenancies and live independently. As a result, there must be effective liaison between mental health services and local authorities in the provision of supported, social housing.

Sustainable resourcing based on identified need for tenancy-related/independent living supports for patients with complex mental health difficulties must be considered for service users moving from HSE supported accommodation to independent living and for individuals in hospital or homeless services identified as having a housing need. Sharing the Vision includes an implementation roadmap, with outcome indicators, and allocates ownership of the recommendations to lead agencies, with time-bound implementation targets against each action. To deliver on this vision, it is essential that the close connection between healthcare supports and housing options is recognised.

## National Drugs Strategy: Reducing Harm, Supporting Recovery – a health led response to drug and alcohol use in Ireland 2017-2025.

Reducing Harm, Supporting Recovery sets out the Government's strategy to address the harm caused by substance misuse in Ireland up to 2025. It identifies a set of key actions to be delivered and provides an opportunity for the development of further actions from 2022 to 2025 to address needs that may emerge later on in the lifetime of the strategy. The following goals are detailed in the document:

- Goal 1 Promote and protect health and wellbeing
- Goal 2 Minimise the harms caused by the use and misuse of substances and promote rehabilitation and recovery
- Goal 3 Address the harms of drug markets and reduce access to drugs for harmful use
- Goal 4 Support participation of individuals, families and communities
- Goal 5 Develop sound and comprehensive evidence informed policies and actions

Regarding homelessness, the importance of homelessness services and substance misuse services working together in a collaborative way is highlighted under Goal 2, as is the need to improve the range of problem substance use services and rehabilitation supports for people with high support needs who are homeless, together with the availability of drug and alcohol, mental health and community integration services.





TUSLA, the Child and Family Agency is the dedicated State agency responsible for improving wellbeing and outcomes for children. The Agency operates under the Child and Family Agency Act 2013, a progressive piece of legislation with children at its heart and families viewed as the foundation of a strong healthy community where children can flourish. Partnership and cooperation in the delivery of seamless services to children and families are also central to the Act. Under the Child and Family Act 2013 the Child and Family Agency is charged with:

- Supporting and promoting the development, welfare and protection of children, and the effective functioning of families;
- Offering care and protection for children in circumstances where their parents have not been able to, or are unlikely to, provide the care that a child needs. In order to discharge these responsibilities, the Agency is required to maintain and develop the services needed in order to deliver these supports to children and families and provide certain services for the psychological welfare of children and their families;
- Responsibility for ensuring that every child in the State attends school or otherwise receives an education, and for providing educational welfare services to support and monitor children's attendance, participation and retention in education;
- Ensuring that the best interests of the child guide all decisions affecting individual children;
- Consulting children and families so that they help to shape the agency's policies and services;
- Strengthening interagency co-operation to ensure seamless services responsive to needs;
- Undertaking research relating to its functions and providing information and advice to the Minister regarding those functions; and
- Commissioning services relating to the provision of child and family services.

Care leavers can join the Local Authorities housing lists on leaving care at 18 years of age and TUSLA have advocated for care leavers to be recognised in the category of homeless to allow for Homeless HAP to be available and increase their ability to obtain private rented accommodation.

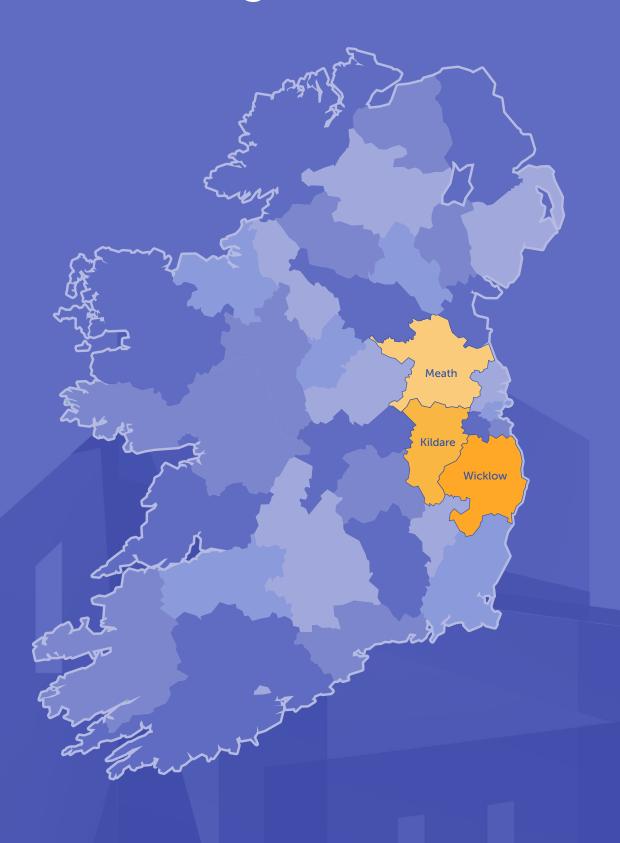
TUSLA is represented on the HATs and this has resulted in improved working relationships and a broadened understanding of the needs of care leavers. Tenancy support workers also provide support care leavers in supported accommodation.

A Tusla After-Care Steering Committee is operated in the Region with bi-monthly meetings to discuss young adults leaving care and to anticipate supports required including social housing supports.

Positive working relationships have been established between TUSLA, the Local Authorities and service providers in the Mid East Region, in particular for families with child dependents in emergency accommodation and in the provision of accommodation support and advice to young people leaving State care. It is anticipated that these positive relationships will continue over the duration of the new Plan.



## Regional Structure



## **Regional Structure**

Kildare County Council, under a shared service arrangement, is the lead housing authority for the Mid East Region with regard to homelessness. This role includes overseeing the regional Joint Homelessness Consultative Forum and Management Group as provided for in Sections 38 and 39 of the Housing (Miscellaneous Provisions) Act 2009. Kildare County Council is also responsible for managing the region's administrative relationship with the Department of Housing, Local Government and Heritage.

The coordinating role of the lead housing authority does not impinge on any of the statutory functions of the other housing authorities in the region, including those with regard to arrangements for the provision of accommodation for persons considered homeless.

## Mid East Region Management Group

A Management Group of the Mid East Homelessness Consultative Forum was established in accordance with legislation with the primary responsibility being the preparation of this statutory Mid East Homelessness Action Plan. The management group make recommendations to relevant statutory bodies in relation to the services required to address homelessness in the region, on funding for such services and on the ongoing operation of this Homelessness Action Plan and subsequent blueprint for Homeless Services.

Specifically, the Management Group:

- Assesses and makes decisions in principle on all funding applications for homeless services.
- Submits proposed budget for services to the budgetary authorities within the relevant statutory funding agencies.
- Is responsible for developing effective, efficient and integrated responses to homelessness, including the approval of three-year local homeless action plans and the commitment to seek adequate and appropriate resources for their implementation.
- Has links with similar groups in neighbouring counties to develop a high level regional focus on homelessness.

### Mid East Joint Homelessness Consultative Forum

The Mid East Joint Homelessness Consultative Forum was first established in April 2010 arising from Ministerial directions issued by the then Department of the Environment, Heritage and Local Government in Circular HU 1/2010 in accordance with the provisions of sections 38, 39 and 41 of the Housing (Miscellaneous Provisions) Act 2009.

The role of this Forum is to provide a consultative mechanism in relation to homelessness in the context of the preparation of this statutory Mid East Homelessness Action Plan 2024-2026.

The aim of the Mid East Region Homelessness Consultative Forum is to provide information, views, advice or reports in relation to homelessness and to encourage and assess implementation of objectives to address homelessness in both national and regional policies.



The Forum places an emphasis on strengthening preventative policies, building relationships, reviewing procedures and improving services to reduce instances of homelessness across the region.

During the period of the last plan the Mid East Region Consultative Forum met on a quarterly basis and discussed matters including:



Preparation of Homelessness Action Plan



Monitoring of Homelessness Action Plan and ensuring Value Added Actions are addressed



Review of homeless presentations across the region



Housing Assistance Payment Scheme



.....i....i...

Discharge policy from hospitals and prisons



Impact of homelessness on Travellers



National Quality Standards Framework for Homeless Services in Ireland



Regional and Agency updates



Covid-19 and impacts on homelessness and provision of services.



Completed GAP Analysis in relation to the provision of services across the region

The membership of the Mid East Homelessness Forum is drawn from sectors as outlined in Circular HU 1/2010. Further information with regard to the membership of both the Management Group and Forum is included at Appendix 1.

### **Homeless Action Team**

The Homeless Action Team (HAT) provides a multidisciplinary approach to solving the needs of homeless persons or homeless families and facilitates the proactive interagency case management of homeless households. The service is provided with the close partnership of the HSE, Department of Employment Affairs and Social Protection (DEASP) and Voluntary Housing Bodies.

HATs comprise the local decision-making expertise available to people who are homeless in the specific locality and includes health, housing and Approved Housing Bodies who provide emergency, transitional or long term residential accommodation.

The purpose of the HAT is:

- To respond to the needs of clients in emergency accommodation holistically
- To reduce duration of stay in emergency accommodation
- To reduce the cyclical nature of homelessness
- To ensure co-operation amongst agencies
- To identify at an early stage if a client has relapsed and put in place appropriate supports

Each of the three local authorities operates a HAT, which meets on a frequent basis. A shared care and case management ethos is central to the success of the HAT process to ensure the completion of thorough assessments and the implementation of appropriate interventions for the clients concerned.



## **Homeless Services Expenditure**

As the lead authority in the Management Group, Kildare County Council has ultimate responsibility for the finalisation of the region's expenditure programme, which it develops in cooperation with the other two housing authorities. The regional allocation is delegated to Kildare County Council and this funding is disbursed appropriately across the three housing authorities in the region. Figure 1 shows the total expenditure on homeless services across the region for the period 2021-2023 including provision of emergency accommodation, together with support services such as homeless prevention tenancy sustainment and homeless outreach supports. As demand for services continues to increase, expenditure is also projected to increase over the lifetime of the Plan.



FIGURE 1: HOMELESS MID EAST EXPENDITURE 2021-2023

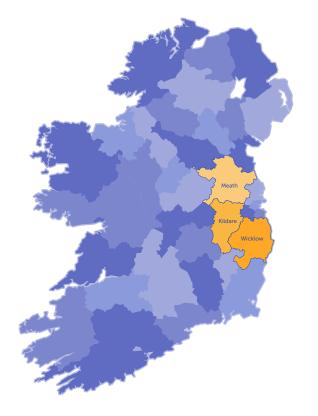
The breakdown of expenditure across the three local authorities is set out in Table 1 below:

	Kildare	Meath	Wicklow	Total
2021	€3,595,514	€3,962,649	€1,868,175	€9,426,339
2022	€4,256,407	€4,868,197	€2,266,430	€11,391,035
2023	€4,369,916	€5,655,068	€2,595,937	€12,620,921

The Department of Housing, Local Government and Heritage supports Local Authorities by providing funding of up to a maximum of 90% for homeless services, subject to annual budget review.

## **Current Services in the Mid East Region**

Reviews of the Mid East Region Homelessness Action Plans between 2013, 2020 and 2023 (three Plans) identified significant challenges that were faced across the region in dealing with the increasing numbers of people and families presenting as homeless to the local authorities. The latest review (2023) indicates that those challenges remain and are likely to continue to challenge the three local authorities over the duration of the new Plan 2024-2026.





In response to the number of families and individuals seeking assistance in relation to homelessness, Kildare County Council has developed a partnership approach with key homeless agencies to improve coordination and increase supports available to those at risk of homelessness. The Housing Department works closely with a number of organisations who provide services to homeless people, in particular The Peter McVerry Trust, Simon, Focus and Threshold, in an effort to secure emergency accommodation and transition units throughout the county.



Kildare County Council employs a Homeless Team comprising of three Homeless Outreach Workers, together with, 3 Tenancy Sustainment Officers and two Homeless Support Officers, to aid and assist the families and individuals presenting as homeless.

In 2023 this Team has been supplemented by support from The Peter McVerry Trust, who have provided homeless support to the local authority in accordance with a service level agreement. In 2024 further supports will be been added by HAIL who provide tenancy support in the area of Mental Health for individuals/families requiring these supports.

## **Tenancy Support Services**

While the focus will remain on providing assistance to people presenting as homeless in the first instance, it is also recognised that assistance is needed in helping people to find and retain tenancies into the future. Kildare County Council employ three Tenancy Sustainment Officers supported by two social workers, employed the Council, who work with traveller and vulnerable families and in cases of domestic violence and housing emergencies.

## **Supported Emergency Accommodation**

During the lifetime of the 2021-2023 Plan, a number of units were identified from the council's housing stock to be used as transitional accommodation and further such units will be developed over the course of the 2024-2026 Plan, as the need continues. There are 40 hostel beds in Kerdiffstown, Naas, 21 beds in Newbridge, 8 transitional units, and 11 beds at Teach Íosa, Athy operated by AHBs in partnership with Kildare County Council. A seven unit family hub facility is in operation in the former Dominican Priory in Athy and is managed on a 24/7 basis by The Peter McVerry Trust. A further two, two bedroom supported own front door apartments beside this facility were developed in 2022 with the focus on supporting families to live independently. A second family hub in Prosperous, comprising four units, is also operating successfully with supports provided by The Peter McVerry Trust.

Tiglin in partnership, with Kildare County Council, provide 12 own front door supported units of accommodation for young adults exiting homelessness. This service was introduced in 2021 and continues successfully and is an important move on option for young adults requiring support. A further three shared houses owned by Kildare County council run by Teach Iosa and the The Peter McVerry Trust were added in 2022/2023. Work has just completed on a 5 bedroom house and it is intended this will accommodate 5 female participants with visiting supports to be provided by an external provider.

Kildare County Council operates an out of hours freephone homeless service with the support and assistance of The Peter McVerry Trust. The freephone service, which is 1800 804 307, is available from 5pm to 9pm Monday to Friday and noon to 5pm Saturday and Sunday.

## **Targeted Leasing Initiative**

A targeted leasing initiative to increase delivery was introduced and supported by the Department of Housing, Local Government and Heritage in Q4 2023 with 43 units made available to assist with exits from emergency accommodation. This initiative is currently being monitored to ensure progressions and homeless prevention are being achieved.

## **Private Emergency Accommodation**

While bed and breakfast and hotel accommodation is provided in cases where other alternatives are either not available or not suitable, every effort is made to reduce the use of this type of accommodation. Supporting families experiencing homelessness and achieving progressions to alternate more secure accommodation is a priority for the 2024-2026 Plan.

#### Homelessness and Domestic Violence

Teach Tearmainn, in Kildare Town, is a dedicated service working to address the issues of domestic violence, and provides the only specialised service in Co Kildare. The purpose built Women and Children's Refuge continues to enhance the services already provided by Teach Tearmainn. Two properties were allocated to Teach Tearmainn in 2022 by Kildare County Council, by way of a lease agreement, to enable the provision of further supports in this area.

## **Jigginstown Supported Facility**

A facility, aimed at young persons exiting homelessness is operational at Jigginstown, Naas. The facility consists of 12 units for individuals and is operated by Tiglin which aims to provide an effective and comprehensive solution to assist individuals exiting homelessness through the provision of educational supports, employment, training and life skills to contribute positively to independent living within communities. Referrals to the service are made by Kildare County Council from the Council's social housing list and will, in some instances, arise following engagement with TUSLA's Aftercare Steering Committee.

This facility assists young people in avoiding emergency homelessness and in securing future accommodation in either the private rented sector through HAP support, or through other social housing means.

## **Housing First**

59 Housing First Tenancies commenced in Kildare since the Housing First Model was launched in the Mid East Region in December 2019. The target for Housing First in Kildare was 37 tenancies in the first 3 years of the services. The target for the next 4 years is an increase of 36 tenancies.

## **Housing Assistance Payments (HAP)**

The total number of active Housing Assistance Payment (HAP) tenancies in County Kildare in 2023 is 1799.

#### Homeless HAP Placefinder

There is one Placefinder employed by Kildare County Council providing support to homeless households and those at threat of homelessness by way of assisting the sourcing of HAP properties and providing financial assistance. 73 Homeless HAP tenancies were commenced in 2023.

## **Summary of Service Provision for Kildare County Council Homeless Services**

	SERVICE PROVISION	2023 EXPENDITURE
PREVENTION	Homeless HAP Placefinder 73 Homeless HAP tenancies in 2023 Housing Assistance Payment 1,799 active HAP tenancies in place	€52,955.18
EMERGENCY ACCOMMODATION	Supported Emergency Accommodation Kerdiffstown, Naas: 40 beds Newbridge: 21 beds Athy: 11 beds  Private Emergency Accommodation Access to bed places on a rolling basis. Ad hoc placements as need requires in 8 PEA currently.  Family Hubs - Capacity for 11 families  Severe Weather Unit - Capacity for 25 individuals Housing First- 40 active tenancies  Jigginstown Tiglin - Capacity for 12 units  Transitional Units Kildare currently operates 24 Transitional Units in its 5 Municipal District areas to support individuals and families in advance of progression to more secure accommodation.	€3,655,935
Ø Ø Ø Ø MULTI AGENCY	Homeless Action Team  • Monthly Meetings x11  After Care Steering Committee  • Meeting held every two months  National Homelessness Leads Forum  • Quarterly Meetings x4  Regional Homeless Forum  • Quarterly Meetings x4	N/A
PERSONNEL and SUPPORT COSTS	Homeless Outreach Workers x 3 Tenancy Sustainment Officers x 3 Homeless HAP Placefinder Officer x 1 Homeless Support Officers x2 Administration Support x 3	€651,024
TOTAL 2023 EXPEND	DITURE	€4,369,916



Meath County Council's Homeless Service is operated on a team-based approach, involving Senior Housing Management, Housing Allocation Officers and representatives of statutory and voluntary sector service providers that are directly involved with homeless clients in Co Meath. There are currently four Settlement Officers employed by Meath County Council. They are supported by an Administrative Team of one Staff Officer and 2 Clerical Officers.

The Settlement Officers deliver the homeless service on a case management basis. As informed by national policy, prevention of homelessness remains the key aim of the service. This involves a thorough assessment of a client's circumstances, and the implementation of appropriate interventions. Homelessness has complex causes and the Settlement Officers respond to the psycho-social factors affecting each case in a strategic manner. Extensive support is provided in the prevention of homelessness with the adoption of a housing first led approach, through securing private rented accommodation, the payment of deposits and transitioning to Housing Assistance Payment.

## **Supported Emergency Accommodation**

Meath County Council has retained four bed places in Drogheda Homeless Aid, Drogheda. However, the Homeless Service avails of additional bed places subject to availability at the time of placement request. Typically, 5-7 bed places are occupied by Meath's Homeless Service at any one time.

Four supported emergency accommodation units have been established in the County via Approved Housing Bodies. Simon Community: 3 units with Capacity for 12 bed places, with a specific focus on homeless clients with substance misuse issues, Drogheda Homeless Aid: 1 Unit Capacity for 3 beds, with a specific focus on homeless female clients.

## **Private Emergency Accommodation**

The provision of emergency accommodation sourced through the private sector takes the form of house shares and small lodging establishment with shared self-catering facilities. Meath County Council has adopted a Policy Statement on Standards for Private Emergency Accommodation (November 2020). This policy document provides a local structure to guide a process of continuous review of the standard of the physical environment of emergency accommodation, through defined standards, site visits and review, including service user participation.

The Settlement Officers have forged good working relationships with local agents and landlords, which have facilitated the supply of private rented accommodation for homeless clients, both in the form of emergency accommodation and long term private rented tenancies.

#### **Homeless Hubs**

There are four Family Hubs located in Navan town, managed by The Peter McVerry Trust with a capacity to support 9 families. A new Family Hub will be up and running in Navan in 2024 which will accommodate five families.



### Severe Weather Initiative

A Severe Weather Unit is currently operational under the management of The Peter McVerry Trust in Navan town with a capacity for six individuals.

## **Housing First**

27 Housing First Tenancies commenced in Meath since the Housing First Model was launched in the Mid East Region in December 2019. Meath has a target for 5 new Housing First tenancies in each of 2024, 2025 and 4 in 2026.

Monthly Housing First review meeting commenced in 2022.

## **Housing Assistance Payments (HAP)**

The total number of active Housing Assistance Payment (HAP) tenancies in County Meath in 2023 is 1708. It is anticipated that approximately 700 households will sign up to the scheme in 2024.

#### Homeless HAP Placefinder

There is one Placefinder employed by Meath County Council providing support to homeless households and those at threat of homelessness by way of assisting the sourcing of HAP properties and providing financial assistance. There are 287 active Homeless HAP tenancies in 2023.

## Homelessness and Mental Health/Addiction

Meath County Council's Homeless Action Team meets on a monthly basis to co-ordinate an inter-agency response to the support needs and case management of homeless people and individuals at risk of becoming homeless. The service is provided with the close partnership of the HSE and voluntary housing bodies.

#### Care Leavers

Meath County Council is an active participant on the Meath Aftercare Steering Committee.

## Tenancy Support and Sustainment

Meath County Council provides a tenancy support and sustainment service through The Peter McVerry Trust which has a participant caseload of up to 50 referrals at any one time consisting of a mix of need within the range of low to high support needs, and to varying degrees of intensity and duration.

### Homelessness and Domestic Violence

In relation to domestic violence, Meath Women's Refuge is located in Navan, and comprises four family rooms and one single room for women and children experiencing domestic violence. The Refuge operates a 24-hour phone line and an outreach service which includes court accompaniment. Meath County Council has provided an additional unit for Meath Womens Refuge to meet demand for services. A further three units are provided by an Approved Housing Body.

## **Summary of Service Provision for Meath County Council Homeless Services**

	SERVICE PROVISION	2023 EXPENDITURE
© 1 © - :- V PREVENTION	Homeless HAP Placefinder x1 81 Homeless HAP tenancies in 2020 Housing Assistance Payment 1,708 active HAP tenancies in place 2023 Tenancy Sustainment Service Capacity for 50 clients	€55,285 €75,000
	Supported Emergency Accommodation Drogheda Homeless Aid Hostel - 4 retained beds, typical occupancy rate 5-7 Beds Drogheda Homeless Aid Supported Female House - 3 bed capacity	€49,772 €30,000
EMERGENCY ACCOMMODATION	Simon Community Supported House Shares (x 3)-12 bed capacity  Private Emergency Accommodation  Access to bed places on a rolling basis  Ad hoc placements as need requires	€4,887,397 €210,000
ACCOMMODATION	Family Hubs Capacity for 8 families  Severe Weather Unit Capacity for 6 individuals	N/A 2023
HEALTH & WELFARE	Housing First 6 tenancies commenced  Homeless Action Team	Regional Figure N/A
HEALIH & WELFARE	Monthly Meetings	N/A
Ø Ø Ø Ø MULTI AGENCY	Homeless Action Team  • Monthly Meetings  After Care Steering Committee  • Monthly Meetings  Regional Homeless Forums  • Quarterly Meetings	N/A
PERSONNEL and SUPPORT COSTS	Settlement Officers x 4  Homeless HAP Placefinder Officer x 1  Administration Support x 3	181,381 €166,232
TOTAL 2023 EXPEN	€5,655,068	





Wicklow County Council's Homeless Team comprises one Staff officer, a Dublin Simon Community Support worker who is based in Wicklow County Council offices and clerical support to provide advice and support to the increasing number of individuals and families presenting as homeless. An outreach clinic also runs in Bray Municipal District and assists with the ongoing work around prevention, settlement and outreach in the Bray and surrounding area.

Wicklow County Council have a strong working relationship with the Approved Housing Bodies and other organisation that provide services to homeless people. It is accepted that those presenting as homeless may have complex addiction or mental health issues and as such, normal B&B accommodation cannot be offered in these cases. Supported accommodation is acknowledged as best practice in these cases. Wicklow County Council has continued to develop relationships with the homeless service providers in the region and this collaboration has been critical in dealing with these many and complex issues that have arisen.

In 2023 the service has been supplemented by the newly formed Tenancy Sustainment team who work in conjunction with the homeless team to help existing tenants retain their tenancies and are also active in supporting move-ons from emergency accommodation and selfaccommodation tenancies.

With the increase of supply during the lifetime of the 2020-2023 Action Plan, significant successes were achieved in preventing and addressing homelessness through allocation of housing stock and resultant vacancies in the private rental sector with RAS and HAP.

## **Tenancy Support Services**

Approval was received in 2023 for the employment of 2 x Tenancy Support Officers and this will further enhance the Homeless Team. The overall objective of Tenancy Support & Sustainment Services is to provide support to persons or households that are at risk of becoming homeless, to assist them to occupy (or continue) to occupy their accommodation and progress from homelessness or potential homelessness towards independent sustainable living. This could involve initial visits to client's current accommodation or place of detention and will involve home visits by the Tenancy Support & Sustainment Service Project Workers whose role will be to support households and signpost and facilitate access to mainstream services.

Wicklow County Council also co-funds a Tenancy Support Worker (HAIL) with the HSE to focus on tenancy sustainment for clients with mental health issues.

## **Supported Emergency Accommodation**

Wicklow County Council has entered into Service Level Agreements with Approved Housing Bodies to provide a collaborative approach to supported accommodation (emergency and long term). This successful approach is both structured and practical in transitioning from a shelterled to a sustainable housing-led response to homelessness.

This partnership approach to Homelessness has resulted in a diverse range of supported emergency accommodation throughout the County.

Dublin Simon provides 8 beds of low support temporary accommodation, 11 beds low to medium support accommodation and 20 beds high support temporary accommodation including emergency bed provision. A Family hub was opened in 2022 and provide accommodation for 7 families either exiting homelessness or in danger of becoming homeless. Tiglin provides 35 beds of low to medium support for clients who have successfully exited addiction and are now exiting homelessness. A further two shared houses owned by Wicklow County Council and supported by Tiglin are now in operation providing homes for 4 individuals.

## **Private Emergency Accommodation**

While bed and breakfast accommodation is provided in cases where the other alternatives are either not available or not suitable, it is recognised that this type of accommodation is not ideal and efforts are continually being made to reduce the use of this type of accommodation and to work with persons in B and B accommodation to move on to HAP or other alternative more suitable accommodation. Wicklow County Council utilises own door accommodation as temporary emergency accommodation, where possible, from its own vacant housing stock.

### **Homelessness and Domestic Violence**

Crisis accommodation is provided by Bray Women's Refuge for women and children escaping domestic violence. This refuge provides support and relevant information to women accessing its service as well as delivering external outreach programmes. Representative from the Women's Refuge sit on both the Bray and Wicklow HAT and outside of that staff are in regular contact with the refuge with regard to move on accommodation. Wicklow County Council staff are working with a view to supplying a move-on property from the Refuge.

#### **Aftercare Accommodation**

Wicklow County Council have representation on the Aftercare Steering Committee and continue to work with AHBs and the HSE to identify properties suitable for Care Leavers. The Peter McVerry Trust, in conjunction with TUSLA, operates an Aftercare facility in Bray to provide semi-independent residential care to young people, aged 18-21 years old. The service works to support young people to move from dependence, through a period of semi-independence at this facility, and onto accommodation appropriate to need, by the provision of individualised aftercare programmes.

## **Housing First**

Wicklow County Council is committed to implementing the Housing First model. 19 Housing Frist tenancies are now successfully in place in the County. Other clients proposed for Housing First have been assessed by the team and are availing of key support work pending finalisation of accommodation provision. The three – year target for Housing First in Wicklow is 11.

## **Housing Assistance Payments (HAP)**

The total number of active Housing Assistance Payment (HAP) tenancies in County Wicklow at 31st December 2023 is 1474.

#### **Homeless HAP**

Wicklow County Council employs one Homeless HAP Placefinder to provide support to homeless households and those under threat of homelessness by assisting in the sourcing of HAP properties and providing financial assistance. At the end of December 2023 298 households have been assisted under the Homeless HAP Scheme in Wicklow.

# **Summary of Service Provision for Wicklow County Council Homeless Services**

	SERVICE PROVISION	2020 EXPENDITURE
© T © T.: N PREVENTION	Homeless HAP Placefinder 298 Homeless HAP tenancies in 2022 Housing Assistance Payment 1,474 active HAP tenancies in place	€53,946
EMERGENCY ACCOMMODATION	Supported Transitional Accommodation  Bray (Dublin Simon): 20 beds Bray (Dublin Simon) 8 beds (shared houses)  Wicklow (Dublin Simon): 11  Wicklow (Dublin Simon): 7 apartments Greystones (Tiglin): 4  Greystones (Tiglin) 35  Private Emergency Accommodation Access to Hotels and B&Bs Ad hoc placements as need requires  Housing First 9 tenancies commenced at 31/12/2023	€960,760 €77,912 €130,926
HEALTH & WELFARE	Homeless Action Team  • Monthly Meetings	N/A
@ @ @ @ MULTI AGENCY	Homeless Action Team  • Monthly Meetings  After Care Steering Committee  • Monthly Meetings  Regional Homeless Forums  • Quarterly Meetings  Meeting with Peter Mc Verry Trust  • Every six weeks  Meeting with Dublin Simon  • Every six weeks	N/A
PERSONNEL and SUPPORT COSTS	Homeless TSO/Outreach Officers x 2 Homeless HAP Placefinder Officer x 1 (See Prevention) Administration Support	€33,838 €370,530
TOTAL 2023 EXPEN	IDITURE	€2,595,937



# **Extent of Homelessness** in the Mid East Region



# Extent of Homelessness in the Mid East Region

A data capturing framework within the Mid East Region was identified in a previous Action Plan, with a data capturing template devised, and subsequently completed for review at each quarterly Regional Management Group from 2021 onwards.

The data captured covers information on presentations, emergency accommodation placements and exits, with a particular focus on the factors contributing to homelessness in the region.

Based on the above, the Mid East Region is well placed to devise this Action Plan on an evidence-based approach, drawing on the statistical data available for the past three years, thereby informing the strategic development of homeless services in the Region for the period 2024-2026.

A summary of the key data pertaining to presentations, emergency accommodation placements and exits from emergency accommodation is outlined below in respect of 2021 -2023. Tables 1, 1a and 1b outline the number of homeless presentations across the region in 2021 to 2023 with a breakdown also provided for the number of repeat presentations and household composition.

**TABLE 1: NUMBER OF HOMELESS PRESENTATIONS PER COUNTY 2021** 

	No. of Presentations	No. of Repeat Presentations	No. of Individuals/ Couples	No. of Families with Dependent Children	No. of Adults	No. of Children
Kildare	1,261	936	242	141	386	312
Meath	499	205	329	170	569	329
Wicklow	345	56	257	147	429	259
Region Total	2,105	1,197	828	458	1,384	900

TABLE 1A: NUMBER OF HOMELESS PRESENTATIONS PER COUNTY 2022

	No. of Presentations	No. of Repeat Presentations	No. of Individuals/ Couples	No. of Families with Dependent Children	No. of Adults	No. of Children
Kildare	1,384	862	541	207	616	459
Meath	499	188	280	219	649	408
Wicklow	413	17	245	182	521	332
Region Total	2,296	1,067	1,066	608	1,786	1,199

TABLE 1B: NUMBER OF HOMELESS PRESENTATIONS PER COUNTY 2023

	No. of Presentations	No. of Repeat Presentations	No. of Individuals/ Couples	No. of Families with Dependent Children	No. of Adults	No. of Children
Kildare	1,967	1,330	401	229	734	474
Meath	531	161	271	260	601	489
Wicklow	332	20	214	127	374	252
Region Total	2,830	1,511	886	616	1,709	1,215

The rising trend of presentations in the region is displayed in Figure 1. From 2021 onward, the number of presentations increased on an annual basis.

FIGURE 1: REGIONAL PRESENTATIONS 2021-2023

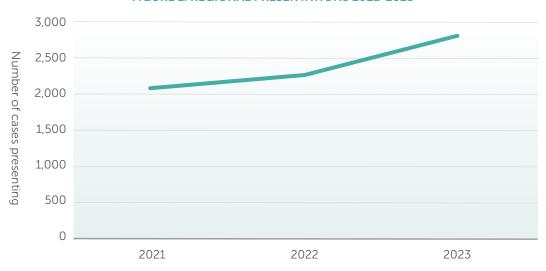


Figure 2 shows the number of cases presenting per year in each County.

FIGURE 2: TOTAL NUMBER OF CASES PRESENTING PER YEAR

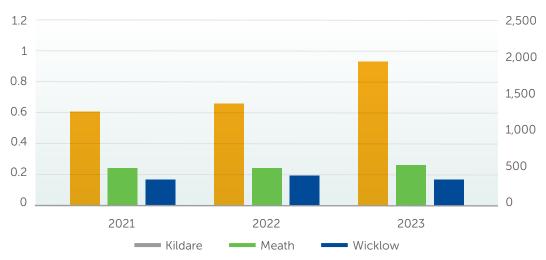


Table 2 below outlines the number of homeless households placed in emergency accommodation for the period 2021-2023, with a breakdown also provided for the composition of these households regarding total number of adults and dependent children.

TABLE 2: NUMBER OF HOMELESS EMERGENCY ACCOMMODATION PLACEMENTS PER COUNTY (2021-2023)

	2021			2022			2023		
	No. of Households	No. of Adults	No. of Children	No. of Households	No. of Adults	No. of Children	No. of Households	No. of Adults	No. of Children
Kildare	124	141	66	158	193	74	132	156	55
Meath	166	188	71	186	223	94	219	278	110
Wicklow	15	18	9	21	26	22	22	27	21
Total	305	347	146	365	442	190	373	461	186

Tables 3, 3a and 3b detail the number of households placed in emergency accommodation across the region between 2021 and 2023, with an analysis of the duration those households remained in emergency accommodation.

TABLE 3: NUMBER OF EMERGENCY ACCOMMODATION PLACEMENTS & DURATION (%) 2021

	No. of Households	<3 mths	3-6 mths	6-9mths	9-12 mths	> 12 mths
Kildare	124	51	8	9	6	50
Meath	166	52	32	28	9	45
Wicklow	15	7	5	0	3	1
Region Total	305	110	45	37	18	96

TABLE 3A: NUMBER OF EMERGENCY ACCOMMODATION PLACEMENTS & DURATION (%) 2022

	No. of Households	<3 mths	3-6 mths	6-9mths	9-12 mths	> 12 mths
Kildare	158	43	38	31	16	30
Meath	186	55	36	30	17	48
Wicklow	21	3	8	3	3	4
Region Total	365	101	82	64	36	82

TABLE 3B: NUMBER OF EMERGENCY ACCOMMODATION PLACEMENTS & DURATION (%) 2023

	No. of Households	<3 mths	3-6 mths	6-9mths	9-12 mths	> 12 mths
Kildare	132	37	25	24	9	37
Meath	219	58	51	24	20	66
Wicklow	22	4	10	5	4	3
Region Total	373	99	86	53	33	106

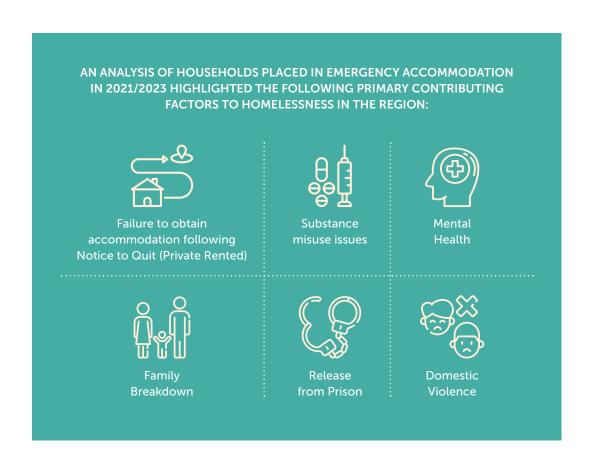


Table 4, 4a and 4b report on the number of households that exited emergency accommodation in 2021, 2022 and 2023, household composition and reasons for exit.

TABLE 4: NUMBER OF HOUSEHOLDS EXITING EMERGENCY ACCOMMODATION AND REASONS 2021

	No. of Households	No. of Families with Dependent Children	Secured Private Rented	Local Authority/ AHB	Breach of Conditions	Return to Family	Prison/ Hospital	Disengaged
Kildare	105	60	19	45	3	31	2	5
Meath	239	45	58	27	75	23	12	44
Wicklow	25	7	3	8	2	2	0	4
Region Total	369	112	80	80	80	56	14	53

TABLE 4A: NUMBER OF HOUSEHOLDS EXITING EMERGENCY ACCOMMODATION AND REASONS 2022

	No. of Households	No. of Families with Dependent Children	Secured Private Rented	Local Authority/ AHB	Breach of Conditions	Return to Family	Prison/ Hospital	Disengaged
Kildare	82	74	18	41	14	8	0	1
Meath	264	62	51	19	73	27	12	59
Wicklow	17	9	9	4	1	0	0	3
Region Total	363	145	78	64	88	35	12	63

TABLE 4B: NUMBER OF HOUSEHOLDS EXITING EMERGENCY ACCOMMODATION AND REASONS 2023

	No. of Households	No. of Families with Dependent Children	Secured Private Rented	Local Authority/ AHB	Breach of Conditions	Return to Family	Prison/ Hospital	Disengaged
Kildare	194	61	31	68	31	50	11	3
Meath	260	69	56	48	59	18	18	61
Wicklow	31	18	0	28	1	0	0	1
Region Total	485	148	87	144	91	68	29	65





### Analysis & Emerging Trends

persistent high level of homelessness in the region, despite the significant interventions undertaken to prevent homelessness in the first instance. The significant numbers both presenting to Homeless Services, and placements in emergency accommodation, have

### **PRESENTATIONS**

In terms of presentations, the data indicates a 25% increase in 2023, when compared to 2021 levels, representing a significant increase on an already high baseline. The number to 53% in this period, implying an underlying increase in first time homeless presentations and would be consistent with the removal of the ban on NTQs in 2023.

and family circumstances (17%). The figure for NTQs increased from 12% in 2021 to 17% in 2023 and this is consistent with the removal of the moratorium on the ban for Notices to Quit in 2023. Presentations for sofa surfing (which could be associated with youth homelessness) also increased in the region from 8% in 2021 to 11% in 2023.

### **EMERGENCY ACCOMMODATION PLACEMENTS**

Similar to the trend in presentations, the number of households placed in emergency accommodation has also increased, from 305 households in 2021 to 373 households in 2023, which represents a significant increase (18%). However, when compared to the is relatively low (13%), highlighting further the extent and importance of the preventative work that is completed by the respective Homeless Services in avoiding the need to resort to emergency accommodation provision.

### **EXITS FROM EMERGENCY ACCOMMODATION**

The data reveals significant exits from emergency accommodation in 2021 to 2023 with securing private rented accommodation and allocation of LA/AHB properties the primary

The significant number securing LA/AHB properties in 2023 (144 households) is representative of the continued increased supply of new social housing delivery across the region and of the focus for supporting families exiting emergency accommodation

It is worth noting that the exits from emergency accommodation as a result of an

is significant in achieving exits to private rented tenancies despite reducing numbers of



# **Performance** Indicators, Key **Findings and Future** Objectives



### **Performance Indicators**

Current national performance indicators require each local authority to provide annual data with regard to the number of adult individuals in long term emergency accommodation (i.e. 6 months or more) as follows:

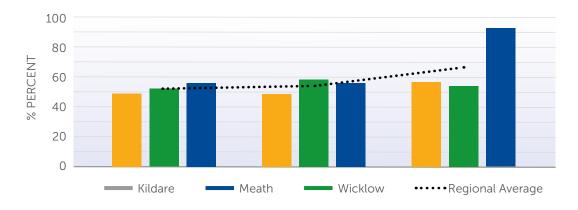
Number of adult individuals in emergency accommodation that are long term (i.e. 6 months or more within the previous year) homeless as a % of the total number of homeless adult individuals in emergency accommodation at 31st December.

TABLE 4: RECORDED FIGURE FOR THE LOCAL AUTHORITIES
IN THE REGION FOR THE PERIOD 2021-2023

	% of Adult Individuals in Emergency Accommodation at Year End for greater than 6 Months						
-	2021	2022	2023				
Kildare	48.63	48.68	56.83				
Meath	52.10	58.51	53.88				
Wicklow	56.25	55.77	92.85				
Regional Average	52.33	54.32	67.85				

Figure 2 graphically displays the percentage of adult individuals in emergency accommodation for more than 6 months for the period 2021-2023. Of note is the increase since 2021 when the regional average was 52.33% which increased to 67.85% in 2023, further demonstrating the increase in numbers presenting as homeless and the continuing challenge of exits, and sourcing long term suitable accommodation for those placed in emergency accommodation. The removal of the ban on NTQs in the period and increased placements as a result of Covid-19 during this period were also a factor.

FIGURE 2: PERCENT OF ADULT INDIVIDUALS IN EMERGENCY ACCOMMODATION (> 6 MONTHS)





### **Key Findings and Future Objectives**

The experience of homelessness in the Mid East Region over the period of the previous plan, in tandem with due consideration of the current policy context, has informed the identification of the key objectives and actions. Focus on prevention remains core to the operation of homeless services in the Mid East Region and more resources have been employed to provide supports in this area. Significant work is undertaken to prevent an emergency accommodation placement in the first instance. This has involved the development of systems, protocols and good working relationship with a range of stakeholders. This is particularly fundamental in the prevention of homelessness among key target groups most at risk, including victims of domestic violence, sex offenders, prisoners being released from prison and youths leaving state care.

### **Key Finding**



As is evident in the statistics provided for the previous Plan period, it has not been possible to prevent homelessness in all cases, and the provision of emergency accommodation remains a necessary intervention. The need to ensure sufficient provision of quality emergency accommodation across the various models of provision is apparent, from general supply to provision that is tailored specifically for the spectrum of homeless cohorts and their respective needs. The addition of a pilot shared housing model and increased transitional own front door units has and will further assist in this area into the future.

### **Key Finding**



A housing-led approach has been to the fore in successfully exiting households from emergency accommodation during the period of the last Action Plan. The need for tenancy sustainment supports was recognised as critically important for certain clients in order to maintain their tenancies and break the cycle of homelessness that can often exist

Furthermore, interagency wrap around health and welfare supports is a prerequisite for any successful long-term exit from homelessness for particular homeless cohorts, most notably those suffering from mental health and substance misuse issues and at times a combination of both. Across the Mid East Region these issues have represented the key contributing factors in a large proportion of homeless cases. The implementation of Housing First in the region represents a significant intervention in addressing the needs of high support need clients, and will continue to be a key focus for 2024-2026.

### **Key Finding**



2022 witnessed a significant increase in the number of single adult presentations. This has placed pressures on services in relation to maintaining a sufficient supply of supported temporary accommodation in this area. Furthermore, exit strategies for this cohort have proven challenging, with barriers identified both in terms of one bed availability and the respective Housing Assistance Payment rate that is currently applicable in each County. Shared Housing is being operated on a pilot basis in the region with a number of placements currently in place.

### **Key Finding**



Family homelessness has persisted, with notice of terminations and family circumstances remaining the main contributing factors into homelessness for families in the region. Tenant in Situ Acquisitions and the continuation of this scheme has succeeded in preventing Homelessness in several situations in the Mid East.

Increased allocations through Local Authorities and AHB's to families and individuals experiencing or in danger of experiencing homelessness proved beneficial in facing the increased challenges such as Covid-19 and the ban on NTQs during the period of the last plan. The provision of family hubs across the region over the past number of years has greatly assisted, both in terms of providing high quality, suitable emergency accommodation, as well as the necessary supports on site to facilitate move on strategies. This is particularly important for families that have high support needs, and where interventions are required, beyond what is available through mainstream support services. The requirement for enhanced services to facilitate both exits from emergency accommodation and tenancy sustainment thereafter has been identified as part of the review process.

### **Key Finding**



Rough sleeping by individuals is present throughout the region. Various initiatives have been instigated targeting rough sleepers, including Cold Weather Initiatives Housing First, and most recently Street Work to engage with this cohort away from a formal setting. Engagement through resource centres is now taking place and is proving a beneficial intervention. An annual count will form part of the Objectives of the 2024-2026 Plan and consideration will be given to conducting this on a Regional Basis.



### **Priority Objectives**

The identified priority areas listed below have been informed by the experience in the Mid East Region over the period of the previous plan, statistical review, and due consideration of the current policy context:ww



Prevention



**Outreach Services** to individuals identified as sleeping rough



Tenancy Sustainment



**Emergency** Accommodation • Models of

- Provision • Quality Provision
  - Exit Strategies



Health and Welfare Supports



Multi Agency Approach



Homelessness



# Mid East Region Actions 2024-2026



# Mid East Region Actions 2024-2026

The following actions reflect the prioritised objectives of key Housing/Homeless polices as set out in Policy Context section of this document.

Objective	Continuing Key Actions	Key Added Value Actions	Responsible Bodies	Timeframe
Prevention of Homelessness	To provide on-going support and advice through the Homeless Services Teams	Extension of tenancy sustainment services	LAs, AHBs, HSE, TUSLA Service Providers	2024-26
	Operation of Homeless HAP Placefinder Service	Specific preventative initiatives targeted at single homeless adults, and disability issues where affordability is the key issue, for example HAP rate	All	2024-26
	Provision of tenancy sustainment services	Continue to work through Homeless Action Team to increase engagement	All	2024-26
	Provision of Interagency services	Continue to work through Homeless Action Team to	LAs	2024-26
	Administration of Tenant in Situ Scheme	Procedures to support Cost Rental Tenant in Situ Messures to support implementation of the National	LAs	2024-26
	Implementation of the Youth Homelessness Strategy	Youth Homelessness Strategy Incorporate Youth Homelessness Strategy in Review of TAP	All	2024-26
	Addressing disengagement from Services and repeat presentations.	Continue to work through Homeless Action Team to increase engagement	All	2024-26
		Consider the National Pilot of Shared Housing to address Youth Homelessness	LAs	2024-26
		Provision of wrap around services to people availing of Housing First Services Provision of a step back service. Outreach strategies need to be employed to ascertain the reason for this disengagement and identify ways this can be addressed.	LAs/HSE/AHBs Housing First Provider LAs/HSE	2024-26

Objective	Continuing Key Actions	Key Added Value Actions	Responsible Bodies	Timeframe
Provision of Emergency Accommodation Models of provision	Ensure a sufficient supply of suitable emergency and/or supported temporary accommodation in order to meet need as it arises for all homeless cohorts*	Rough sleeper counts to be undertaken to capture the actual extent and verify the numbers of individuals rough sleeping	LAs, AHBs	2024
Exit Strategies	Continued operation of Severe/Cold Weather Initiatives	Ensure Service in place across the region	LAs, AHBs	2024-26
dependent children, voung person's exiting state care victims of	Continued implementation of Housing First and tender to be prepared for service providers	Accelerate the creation of Housing First tenancies, endeavour to achieve the targets as set out in National Plan, and to examine the feasibility of	Housing First National Office, LAS, HSE	2024-26
domestic violence, prisoners, single emales, sex offenders,		the provision of Housing First tenancies for at-risk prisoners on release	Housing First Provider	2024-26
ough sleepers, health mental health & addiction)	Ensure best practice in all dealings with homeless persons in line with implementation of National Quality Homeless Standards.	Further models of supported emergency accommodation to be developed in lieu of private provision which may include STA/LTSA/Shared Housing/Transitional Units/Family Hubs	LAs, HSE	2024-26
	Operation of Homeless HAP Placefinder Service	Specific Initiatives targeted at exiting single homeless adults, where affordability is the key issue, for example House Share Arrangements provided by Local Authority	LAs	2024-26
	Collaborate with approved housing bodies and other relevant support services to identify housing solutions	To review operation of Family Hubs with a specific focus on identifying additionality in respect of high support families where exiting emergency accommodation is a challenge.	NGOS/Mental Health/HSE/ Provider, LAs	2024-26
	Provision of STA/LTA/Shared Housing	Review provision through HAT and Homelessness Forum	LAs, AHBs, HSE, TUSLA Service Providers	2024-26
		Seek opportunities to increase provisions in these areas	LAs, AHBs, HSE, TUSLA Service Providers	2024-26
	Transitional Units	Seek opportunities to increase provisions in these areas	LAs and AHBs	
OLITCOMES	HHE NI IMBREED OF DEFENDING	OTTCOMEST THE NITMBER OF PEOPLE STEEPING BOLIGHTS REDUCED ENHANCED EXPERIENCE FOR CLIENTS WHO WILL AVAIL OF		

Objective	Continuing Key Actions	Key Added Value Actions	Responsible Bodies	Timeframe
Health & Welfare Supports	Provide the most appropriate primary care and mental health services to those in homeless services and improve their ability to sustain a normal tenancy.	Identify proposals relevant to mental health and homelessness for implementation in the region	LAs, AHBs, HSE, Regional Drugs Task Force	Monthly review at HAT
	Ensure each Homeless Action Team (HAT) has access to and is being supported by a member of the Community Mental Health Team, and the Primary Health Care Team the priority being an integrated service delivered through HAT.	Strengthen and further develop Housing First links with Addiction and Mental Health Services and Primary Care	LAs/HSE	2024-26
	Provide the most appropriate drug rehabilitation service to those in homeless services to improve their ability to sustain a tenancy.	Identify proposals relevant to drug rehabilitation and homelessness for implementation in the region	LA, HSE and AHBs	2024-26
	Communications with Primary Care and Social Work team to ensure planned Hospital Discharges	Establish relationship with Primary Care and Medical Social Work team through involvement in HAT	HSE/LA	2024
0	ITCOMES: ENHANCED HEALTH & WELFARE SER MENTAL HEALTH ISSUES, LEADING TO MORE	OUTCOMES: ENHANCED HEALTH & WELFARE SERVICES FOR THOSE CLIENTS WITH SUBSTANCE MISUSE AND/OR MENTAL HEALTH ISSUES, LEADING TO MORE SUCCESSFUL OUTCOMES REGARDING ACCOMMODATION	E AND/OR TION	

Objective	Continuing Key Actions	Key Added Value Actions	Responsible Bodies	Timeframe
Multi Agency Approach	Effective operation of Homeless Action Teams	Review discharge protocols/policies and amend where necessary	LAs, AHBs, HSE, TUSLA, IPS, Refugees	Annual review of Protocols
	Ensure that discharge protocols/policies are in place and working effectively for people being discharged from health services and those released from prisons	Review of inter-agency collaboration and gap analysis through the HATs within the lifetime of the Plan	IPS, LAs, DOJ	Annual review at monthly HAT
	Engage with SORAM [Sex Offenders Risk Assessment and Management] in relation to planned discharges where the person is identified as homeless or likely to be	Ensure best practice in all engagement with homeless persons in line with the implementation of the National Quality Homeless Standards	DoJ, IPS, LAs, HSE	2024-2026
	Engagement with TUSLA Aftercare Steering Committees	Progress development of new facilities for women and children at risk of or experiencing homelessness as a result of domestic, sexual and gender-based violence.	Tusla add DOJ	Ongoing
	<b>OUTCOMES:</b> ENHANCED STREAMLI WITH A CLIENT CENTRIC FOCUS, RESUL	<b>OUTCOMES:</b> ENHANCED STREAMLINED SERVICES ACROSS ALL RELEVANT AGENCIES, WITH A CLIENT CENTRIC FOCUS, RESULTING IN IMPROVED OUTCOMES FOR SHARED CLIENT.		
Public Sector Duty	Ensuring that public bodies have regard, in carrying out all their functions, to the need to eliminate discrimination, promote equality, and protect human rights for service-users and staff.	To complete an assessment of Equality and Human Rights issues, through the gathering of relevant data regarding the different identified groups concerning their situation in respect of homelessness.	Statutory Management Group	Review
	OUTCOMES: IDENTIFY AND GIVE SU	OUTCOMES: IDENTIFY AND GIVE SUBSTANCE TO EQUALITY & HUMAN RIGHTS ISSUES		

### **Statutory Consultation**

As provided in the Act the following bodies were consulted in the preparation of this Action Plan:

- Mid East Region Homelessness Consultative Forum
- Adjoining Housing Authorities
- Housing Strategic Policy Committee [Kildare]
- Housing Strategic Policy Committee [Meath]
- Housing Strategic Policy Committee [Wicklow]

### **Revocation and Period of Plan**

On adoption of this Plan, the previous Plan adopted in 2021 now stands revoked and this Plan shall remain in force until 31 December 2026.

### **Adoption**

This Action Plan was adopted by the relevant Authorities on the following dates:

Kildare County Council - March 2024 Meath County Council - March 2024 Wicklow County Council - April 2024



### **Appendix 1**

### Membership of Mid East Region Homelessness Management Group

Annette Aspell	Director of Services, Kildare County Council [Chair]
Barry Lynch	Director of Services, Meath County Council
Michael Nicholson	Director of Services, Wicklow County Council
Ollie Brady	A/Senior Executive Officer, Kildare County Council
Justin Parkes	Primary Care Manager, Health Service Executive

### Membership of Mid East Region Homelessness Forum

Mid East Local Authorities	Kildare County Council – Lead Authority (Director + 1) Meath County Council – Director or nominee Wicklow County Council – Director or nominee
Mandatory Representation	Health Service Executive (HSE) Prison Service Probation Service Education and Training Board
Other Representation	Member of County Council [Lead Authority] Department of Social Protection Regional Drugs Task Force TUSLA
Approved Bodies and Other Bodies	Simon Community Focus Ireland The Peter McVerry Trust Bray Area Partnership Meath Women's Refuge Tiglin Teach Tearmainn

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MID EAST REGION

## HOMELESSNESS ACTION PLAN

2024-2026



