Breaking down the myths: Providing and managing housing services for homeless people

A toolkit for housing practitioners

Irish Council for Social Housing

FEANTSA

Acknowledgements

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A guide to this toolkit

This toolkit was compiled by the FEANTSA Housing Working Group, the members of which hope that it will offer practical advice and guidance, particularly through the use of good practices and case-studies, on how to plan, provide and manage housing services for homeless persons.

The toolkit is primarily aimed at housing practitioners who provide/wish to provide housing to formerly homeless people. It is also targeted at social service providers who work in partnership with housing providers to support homeless people in moving onto, and sustaining their housing. Its contents may also be useful for housing practitioners working with vulnerable groups more broadly, particularly those with ongoing support needs. In line with the experiences and expertise of the FEANTSA Housing Working Group, the toolkit focuses to a large extent on social housing providers and social service providers working in partnership with them. However, its content is also highly relevant to housing providers in the private sector, as well as the intermediary organizations who provide assistance to homeless or formerly homeless households in these contexts.

One of the principal objectives of this toolkit is to demonstrate that homeless people **can** be sustainably housed. There is a frequent perception that people who have been homeless are ill-equipped to manage in regular housing. This handbook refutes this perception by demonstrating concretely "**what works"** in providing housing services to homeless people.

There are thousands of people either directly employed or working on a voluntary basis in providing housing and support services to homeless people in the European Union. Such practitioners employ multidisciplinary skills and competencies in order to provide housing solutions to homeless people. These can comprise, for example, social, management and project development skills. This handbook draws together these skills and shows how they can be applied to deliver sustainable housing solutions to homeless people.

Although Member States have different quality standards regarding planning, managing and evaluating housing services, this toolkit attempts to provide an overall framework to assist organisations in providing housing for homeless households and incorporating necessary support services around a housing environment. The final section of the toolkit is a summary checklist of key questions that should be addressed when planning and implementing housing services for homeless people.

As the terminology used in the housing and homeless sectors varies across Europe, a glossary is included at the end of the toolkit, defining key terms and explaining their use.

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1. Introduction

1.1 Why read this toolkit?

There is a common perception that people who have been homeless are "difficult to house". Furthermore, housing is commonly understood to be the final stage in the process of reintegration after homelessness. This means homeless people are often categorized as "unready" for housing. This can understandably create uncertainty and apprehension on the part of housing practitioners. However, the reality is that thousands of formerly homeless households *have* been successfully housed in the social housing sector. Access to permanent housing solutions has been shown to lead to positive residential stability outcomes for formerly homeless persons, as well as to provide a strong basis from which to address other health and social needs. This toolkit thus seeks to break down myths concerning housing for homeless people by considering key issues at different stages in the development and management of housing solutions for homeless people, as well as by defining the respective roles and responsibilities of different stakeholders.

Not every social housing landlord in the European Union, whether they are a housing association, local municipality or housing co-operative, aims to house homeless persons or has a specific responsibility to do so. However, in many Member States there is a legal obligation that public housing authorities/municipalities give due priority to housing homeless households. This legal obligation can often be discharged to other social housing providers, even requiring specific housing allocations for homeless persons.

This toolkit demonstrates that there are a number of practical steps that housing practitioners operating in such environments should consider when providing a housing service to homeless households. For practitioners from different backgrounds, such as housing and social service provision, this toolkit can provide a basis for practical joined-up thinking on housing for homeless households. While some of the practices and structures outlined in the toolkit would require policy changes and/or changes in working practices to be implemented in different national, regional and local contexts, the toolkit gives an indication what can be achieved

The toolkit presents a variety of best practices and models which demonstrate how homeless people can be housed. Although there is no single uniform model, the information in this toolkit is intended to provide a general framework for organisations to use in developing and managing housing services for homeless people. For example, many of the successful practices in accommodating homeless persons involve social housing landlords working in partnerships with social service providers. The toolkit therefore examines the elements required to create successful partnerships, and presents the different types of organisational structure that can be applied in different scenarios; from a complete in-house service to partnership working.

1.2 The definition of homelessness

Variations of, and differing interpretations of, the definition of homelessness present challenges to housing and social service providers. Any definition agreed has a direct impact on how local authorities/municipalities/government departments count the number of people they interpret as being 'homeless'. This, in turn, influences the resources that are allocated in the area.

FEANTSA and its European Observatory on Homelessness have developed a European definition of homelessness and housing exclusion (ETHOS)[1] as a means of improving understanding and measurement of homelessness in Europe, and to provide a common 'language' for transnational exchanges on homelessness. ETHOS is now a generally accepted European framework definition of homelessness. ETHOS is a 'home'-based definition that uses the physical, social and legal domains of a home to create a broad typology of homelessness and housing exclusion. It classifies homeless people according to their living situation: rooflessness, houselessness, insecure housing and inadequate housing. This classification has been developed using a 'pathways approach', which considers homelessness as a process that may affect vulnerable households at different points in their lives. The proposals in this toolkit can be aligned to various domains in the ETHOS classification.

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1 See Appendix 1

1.3 Housing-led approaches[2]

A number of different models will be explored in this document in order to illustrate how homeless people can be housed. Whilst the specific terminology used varies in different national contexts, these models can broadly be described as examples of 'housing-led' solutions. This means that they identify the provision of stable housing, with support as necessary and security of tenure, as the primary solution to homelessness. These approaches treat housing as a fundamental right and a prerequisite to solving other problems, such as social, health and employment issues.

'Housing-led' represents a significant departure from the 'staircase' or 'continuum of care' approach, which until recently has largely dominated responses to homelessness. According to the 'staircase' or 'continuum of care' approach, stable housing is the end goal in the reintegration process and homeless people, particularly those with complex support needs, should move through various stages in different residential services before becoming "ready" for re-housing. The 'staircase' approach has been increasingly contested since the 1990s as contributing to the exclusion of homeless people from regular housing and increasing homelessness by keeping homeless people within the homeless system. The growing importance of 'housing-led' solutions to homelessness means an important role for housing practitioners, and this toolkit examines how this role can be fulfilled.

Critique of the 'staircase' or 'continuum of care' approach has been largely informed by evidence on the effectiveness of 'Housing First' projects in tackling homelessness. Originating in the United States, particularly through the 'Pathways to Housing'[3] scheme in New York City 'Housing First' programmes have targeted people who are experiencing long-term homelessness, particularly those with complex support needs such as mental health and addiction issues. They are re-housed in apartments with regular tenancy agreements directly from shelters or the street. There are no conditions relating to treatment or sobriety. Housing is accompanied by a flexible, comprehensive support package that can help address addiction, mental health, social and employment issues on a voluntary basis. 'Housing First' has demonstrated better residential stability outcomes when tested against the shelter system and this has contributed momentum to the growing importance of 'housing-led' solutions to homelessness. It has been taken up in a range of European contexts, including France, Finland and Portugal.

Specific homeless strategies centered on housing policy interventions have facilitated the introduction of housing-led policies in certain countries. For example in Finland, the Government programme to halve long term homelessness by 2011[4] contains the following key elements:

- More effective use of land to enable the production of reasonably priced rental housing in developing areas;
- Allocation of a targeted number of homes, subsidized housing units, or places in care for the long term homeless;
- Phasing out the use of shelters as long term solutions;
- Providing support services from the Ministry of Social Affairs to people in the new accommodation units.

The programme is underpinned by an explicit 'Housing First' approach and foresees the elimination of long-term homelessness by 2015.

A key element of housing policy in France, which is shaping the delivery of housing to homeless people, is a 2007 right to housing law that enables citizens to turn to the courts in the case that they have been unable to access housing. Since January 2008, every regional authority has a Mediation Commission responsible for examining the legitimacy of a non-satisfied claim to housing. Once a claim is recognised the authorities must provide an offer of housing within a specified timeframe. Scotland's pioneering housing acts of 2001 and 2003 open up access to housing for homeless people. By 2012, all unintentionally homeless households will have a legal right to settled accommodation. The local authority has the legal duty to ensure that homeless people are housed.

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2 The term housing-led was developed by the jury of the European Consensus Conference on Homelessness to regroup approaches that see access to permanent housing as the foremost solution to homelessness.

3 For details of the scheme see http://www.pathwaystohousing.org/

4 For details of the programme see http://www.feantsa.org/files/freshstart/National_Strategies/Reducing_LongTermHomelessness_2008_Finland.pdf
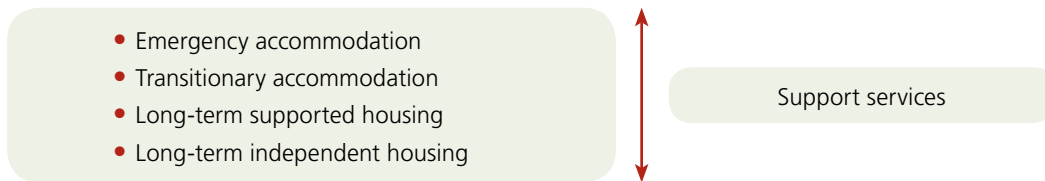
2. Housing pathways

A range of homeless projects can be characterized - ranging from short-term emergency solutions to longer-term housing options. The provision of sufficient move-on accommodation ensures that pathways out of homelessness are not blocked and the provision of long-term housing through mainstream social housing options is a cost effective solution for many homeless people in EU Member States[5]. The following classification of accommodation for homeless people is used in this toolkit:

Figure 1: Types of homeless accommodation

- Emergency accommodation
- Transitionary accommodation
- Long-term supported housing
- Long-term independent housing

Support services

Depending on the configuration of services in a given context, as well as specific personal circumstances, homeless people are likely to follow a pathway through homeless and housing services. Ideally, this leads to a long-term housing solution. The following diagram represents pathways through homeless and housing services.

Figure 2: Pathways through homeless and housing services
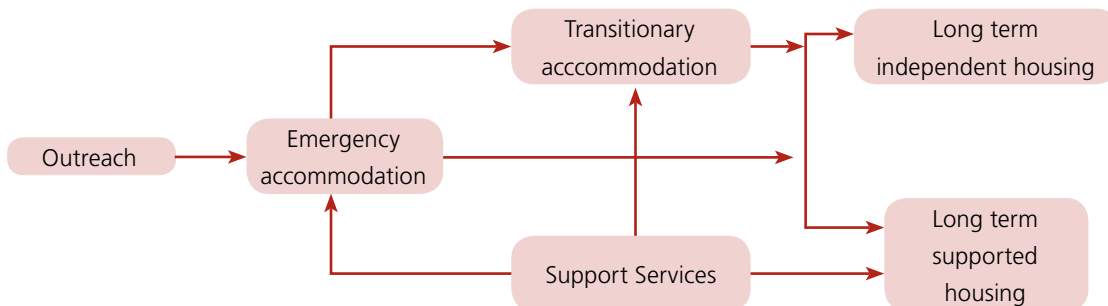
2.1 Emergency accommodation

Housing practitioners are often familiar with emergency accommodation services for homeless people. These can include shelters and hostels as well as accommodation such as bed and breakfast accommodation, primarily sourced in the private landlord sector. In a number of countries, social housing organisations provide emergency accommodation themselves. Alternatively, social housing organisations build or acquire accommodation and another organisation with direct experience of the client group, such as an NGO, provides support services. In countries where there are less developed housing-led policy interventions and where first interventions in the area of homelessness may be from a social welfare perspective, NGO's may provide and manage this accommodation themselves. This can be a particular, but not exclusive, feature in Eastern European states that joined the EU from 2004 onwards. Emergency accommodation may be time-limited but where there has been a lack of housing options for people to move on to, it can become semi-permanent housing accommodation and even institutional. This can mean people living long-term in inappropriate settings, rather than moving on from homelessness. This can incur negative effects on well-being and create bottlenecks in the system.   It has become an increasingly consistent practice throughout Europe that, whatever the organisational structure providing emergency accommodation, supports are provided at this early stage in the homeless cycle to assess the needs of homeless households and assess what future housing options would suit them.

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5 See FEANTSA (2008) 'People who are homeless can be housed: An insight into successful practices from across Europe'
   http://www.feantsa.org/files/Housing_Annual_Theme/European_Report/08_European_Report_FEANTSA_Housing_final_EN.pdf

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2.2 Transitionary accommodation

After emergency accommodation, homeless households in some Member States may move into transitionary accommodation which can comprise of a time limited programme of housing accommodation supports that aim to prepare homeless households for living independently in long-term accommodation. After participation in such a programme the provider, which can be a housing organisation or social service provider, will deem whether a homeless household has the capacity to move to long-term accommodation on the basis of a standard tenancy agreement. Transitionary accommodation can incorporate resettlement services and the legal status of the household is generally of a temporary nature. In many countries, this stepping stone of transitionary housing was more common in the late 1980's and early 1990's. It has become more current practice in recent years for homeless households to move directly from emergency accommodation into more permanent long-term accommodation, in line with a 'housing-led' approach. In many contexts, the use of transitionary accommodation is increasingly targeted to particular profiles within the homeless population, such as women fleeing domestic violence. There is an increasing recognition that permanent housing in the community is where formerly homeless people can best build up the social networks that help them to settle on a permanent basis and to integrate into a local community and neighbourhood. Mainstream, long-term housing is also more in line with the preferences of most people experiencing homelessness.

2.3 Long-term supported housing

While long-term independent housing may be the preferable route to allow homeless households to reintegrate back into society, the reality is that a small proportion of homeless households will require some ongoing support or care.

This requires some types of supported housing where there are on-site support staff and/or volunteers. In some Member States there have been types of supported housing provided in clusters or as part of wider mixed tenure housing developments. There may be elements of support or care provided by the social housing organisation. Alternatively, agreed support and healthcare services may be outsourced to an appropriate and qualified social service provider; generally an NGO or a designated statutory organisation.

2.4 Long-term independent housing in the social housing sector

There is a major preference amongst homeless households for being accommodated in long-term housing with proper legal status. Social housing is often the main long-term solution for homelessness, although the size of stock varies considerably between Member States. Access to long-term permanent housing depends on a number of factors, most importantly the supply of housing (primarily rental) at affordable rents. Social housing is clearly a key element in this respect, especially as social housing offers high levels of tenant protection. Social housing organisations, such as housing associations, may have a significant supply of social rented housing and therefore can dedicate or ringfence a number of rental housing units to formerly homeless households. Generally the formerly homeless household would become a legal tenant of the social housing organisation with various rights and responsibilities in accordance with national requirements. Over time formerly homeless households can build up a range of social contacts and support networks and become part of the local community or neighbourhood. In addition, if they have requirements such as ongoing health and care needs, they would be able to access these supports locally. Social housing organisations would treat these formerly homeless households in the same way as other tenants.

2.5 Role of the private rental sector in providing long-term independent housing to homeless people

Many European countries have made a commitment to increase the supply of social housing. However, in the current economic climate (2011) some are now keen to do this without significant new construction in the social housing sector. This may involve using private sector rental properties. A number of countries, including Belgium, Ireland and Wales, have shown the desire to move towards socializing the private rental sector with efforts to incentivise landlords to rent their properties to vulnerable groups that have led to a number of schemes.

Case Study: Social Rental Agencies, Belgium

Social Rental Agencies (SRAs), which were introduced in Belgium in 1998 act as intermediaries between landlords and renters. The SRAs are also mandated to organise social support services in line with individual needs. The agencies agree to pay a set level of rent to the landlord throughout the duration of the contract and return the property to the landlord in the same condition as when the let began. Allocation of the properties is then undertaken by the SRA, with homeless people being given priority access. The impact of the SRAs across Belgium has been significant, with more people finding housing through this system than through the traditional social housing system.

Case Study: Asociación Provivienda, Spain

This organisation provides specialized housing management services through networking with local agents. Homes are sourced and offered to young people and other vulnerable groups at affordable rental prices due to incentives offered to private landlords. These incentives include legal and judicial management (such as eviction prevention services), administrative/legal management (such as processing of rental contract), rent guarantees (such as funds to cover unpaid rents and periods when dwellings are empty), home package insurance to ensure that the house is restored to its original state and mediation and follow-up of rent issues.

It should be noted that the private rental sector route can be less predictable than social rented housing. It involves influencing the behaviour of many thousands of individual private and for profit landlords to ensure that accommodation remains available for homeless persons in the rental market. It is important that where there are agreements in place between public authorities responsible for homeless persons and landlords offering the accommodation, there are sufficient conditions to benefit the tenant. A recent UK study of the resettlement of 400 single homeless people from hostels and other temporary accommodation into independent tenancies showed that those going into the private rental sector had poorer residential stability outcomes than those in social housing, and experienced more problems relating to the condition of their housing[6].

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6 Crane, M et al (2011) The FOR-HOME study: Moves to independent living – Single homeless people's experiences and outcomes of resettlement.
   Available at http://www.kcl.ac.uk/content/1/c6/08/46/74/CraneetalFOR-HOMEFinalReportnocovers2011.pdf

3. Key stakeholders

The structures for the provision, financing and management of social housing vary across Members States from municipal provision (for example, the UK and Austria), municipal companies (for example, Sweden) to private or voluntary non-profit housing associations (for example, the Netherlands, Denmark, Germany, UK). The local authorities, municipalities and housing associations can be the lead partners in the provision of housing to homeless persons.

The development and delivery of housing for homeless people requires partnership arrangements across a range of agencies. The full range is often taken to mean housing, health and social services. Effective partnership working is a key factor in the successful delivery of housing and support services for formerly homeless tenants. On a collective basis, partnership working between housing providers, statutory agencies and health services can have a distinctive role in ensuring long term, stable tenancies for formerly homeless tenants. The table below gives a general indication of roles.

Figure 3 Key stakeholders in Housing Solutions for Formerly Homeless Tenants

Stakeholder	Role/Contribution
Local authority / municipality/ regional authority	Statutory responsibility for assessing and approving housing needs. Financing of developments. Assistance with identifying and designating possible sites/buildings for development. Ensuring that plans and proposals submitted meet minimum standards and regulations and respond to locally identified need.
Social housing provider	Joint working with local authorities/municipalities to provide a range of housing options for homeless persons.
Technical staff, architects, surveyors	Provide expertise in the design of schemes in order to help create environments that are sustainable and homes for life. Address any particular needs of homeless people from a technical perspective.
Local community	Where appropriate provide input through planning consultation. Can play an important role in integration and social inclusion of homeless people and thus contribute to the sustainability of housing solutions.
Tenants	Where appropriate, can input into the quality of services provided. Provision of ongoing input to help shape the development of the project and future supports.
Elected members/councillors	Provide support for individual projects within the local municipality/community. Recognition of the need for the development of housing for homeless persons in the locality.
Public health organisations	Planning to ensure that appropriate health, care and support services are available and ensure integration of other services into the project where appropriate
Social service providers working with homeless and formerly homeless people	Provide support services where necessary in order to assist integration and tenancy sustainment.

4. Planning housing projects for homeless people

In planning to develop any housing project targeting homeless persons, there are a number of issues that need to be considered. These issues are central whether the project entails building a new purpose-built project or refurbishing or acquiring existing housing/accommodation. According to the national legislative framework, there will be various statutory planning and building requirements that have to be complied with for both building and refurbishing property, whether for homeless projects or indeed for any residential building. This chapter summarises the key activities that should be undertaken and considered before the housing project is progressed.

4.1 Funding

An essential requirement of any development is to secure the financial resources to develop and maintain the project and also its ongoing services. When planning to develop housing for homeless people, the financial plan should recognise the costs and benefits that a range of housing options can have. For example the short-term expense of providing new housing units may be compared to the longer term use of Bed and Breakfast accommodation or emergency hostels, which are shown to be less cost-efficient.

In determining the rent for the property, the housing provider should ensure that this is affordable and equitable as well as meets operating costs. In a number of Member States, maximum rents/rent ceilings are applied to social housing. For many housing providers, rental income is the main source of revenue and therefore should provide for both the management and maintenance of the property. Tenants are often entitled to rent subsidies and most European countries use some form of financial supports to low income households, including homeless households through the provision of rental housing allowances (although these often do not cover the full costs). Funding consideration on both capital construction and revenue costs should be fully appraised both in the short and long term as part of life-cycle costing.

4.2 Consultation with the local community

Some of the statutory planning requirements in Member States involve housing organisations publishing information on the purpose of a proposed residential development. This usually gives the opportunity for the public with an interest to make any public comment on a proposed project. There are usually various statutory timescales within which this process has to be undertaken. This is normally the minimum requirement that any organisation undertaking a construction or refurbishment project has to carry out as part of seeking planning approval. A step beyond this would be to inform and consult representative residents' organisations or community organisations in the area concerned and to clearly illustrate the purpose of the project and its intended benefit. This provides the opportunity to allay any concerns, particularly if there are misconceptions about what the project is intended for and how it will be managed. Public representatives/local councillors can be used also as a conduit of information on projects. The benefit of consultation with the local community in developing a project is that it can increase the sense of ownership of such a development in a local community or neighbourhood. It is important to strike the right balance in informing and consulting with the local community and moving forward with the project. Often many of the local community concerns may be in relation to the client group and the alleged affect of their behaviour in the neighbourhood/community.

4.3 Developing partnerships with a service provider

Often social housing providers will decide to develop and provide a housing project for homeless people with another service provider such as an NGO (see section on partnerships). Therefore, it would be important that any establishment of such a partnership would be developed at the earliest stage possible in the planning process. This will better ensure that the proposed project meets both partners' needs and is indeed fit for purpose for the client group; both in terms of the housing accommodation and any additional services required.

4.4 Assessment of housing need and support required (if any)

In planning any new project for homeless people one of the key issues is to correctly identify the profile of housing need that will be met by the project. This can be undertaken in consultation with the relevant statutory authorities and/or service providers. This will be particularly important where supports are required. The type and level of support services required will vary. Some individuals may need considerable support to meet the obligations of having a tenancy, while others need minimal assistance. Before identifying a specific target group, the housing provider should assess the project's capacity to effectively meet the potential tenants' needs. If the housing provider is working in partnership with another agency to provide the support services, the service provider should have a proven track record in serving the target group for the project.

4.5 Risk and financial assessment

As with any housing projects developed by a social housing organisation, it is important to have a clear financial appraisal. This applies to the project development costs and associated housing management costs, as well as any care/support costs that arise. The housing provider must be aware of any potential risks that may be encountered in the development process and identify controls to minimize any negative impact on the outcome of the project. It is important to assess all technical considerations, ensure that the financial and human resources are available to see the project through and consider the value for money element of the project. The housing management aspect of the project must also be carefully planned at the development stage. Identifying the source of income and likely overheads/costs of all these parts will be essential in ensuring that there is a thorough financial risk assessment completed before developing the project. Having a commitment to ongoing funding will ensure the long term viability of the project. Providing a project for homeless persons is not a one-off event but requires continuous monitoring of resources. In more formalized arrangements between a social housing provider and a service provider such as an NGO, organisations may wish a due diligence process to be undertaken. This allows full transparency on all legal, financial and organisational aspects of both organisations.

4.6 Insurance

Adequate procedures to ensure that technical consultants and contractors (if refurbishing or building) are insured should be in place in the planning stages of a housing project. Depending on the level of risk, it would be important to consider the liability of the social housing organisation and associated organisations and the need, level and conditions for insurance cover. When the project is completed, it is important that all insurance requirements are considered and that appropriate policies are put in place e.g. to cover loss or damage to the dwelling(s), employers' liability and public liability. Homeless projects may need additional aspects of insurance to be covered in the management of these schemes and these should be costed into the rental charge.

5. Organisational structures delivering housing services to formerly homeless people

There are a number of models and organisational structures for delivery of housing services to homeless people. It is important that the particular lead housing organisation adapts structures and solutions to different situations according to the needs of the region, area or project. The housing organisation should also make a careful, informed choice regarding the role(s) it will play in the development, management and support service provision (where applicable) in the project.

The organisational structure underpinning successful housing services for formerly homeless people should ensure that an appropriate level of support is offered to the tenant, depending on their needs. These needs may also evolve over time. The diagram on the right shows how support around long-term accommodation can vary according to need.

Figure 4: Support needs model

Support

Long term Accomodation

High Dependency | Medium Dependency | Low Dependency | No Dependency
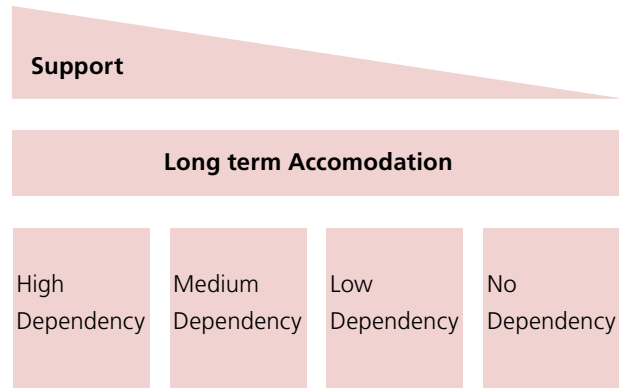
Model 1: Social housing organisation provides housing and support services directly to the tenant

This is where one organisation (the social housing landlord, housing association, local housing authority etc.) provides and is responsible for the accommodation and the associated housing management as well as the social support services that are provided on site. The applicability of this model will very much depend on the expertise and objectives of the particular organisation.

Figure 5: Model 1

Social Housing Provider

Housing

Support Services

Tenant

The advantages of this structure include:

- Less interagency compromise and one organisation retains overall control of the project;
- Fewer ideological conflicts concerning objectives of the project;
- Decision-making and line of authority is likely to be clearer;
- Time and effort is saved if it is not necessary to structure and establish a long-term partnership with another agency and co-ordinate daily activities;
- The communication process and issues relating to confidentiality are simplified;
- One organisation will be monitoring the property management aspects as well as the social services.

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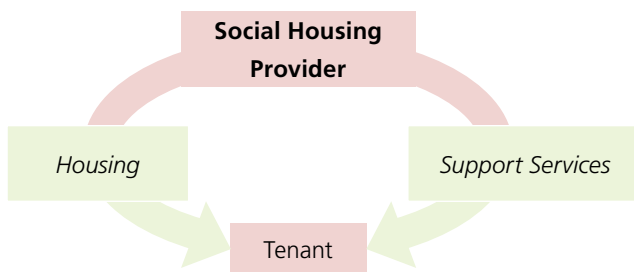
Case Study: Taff Housing Association, Cardiff, UK

Taff is a community-based Housing Association providing over 1000 homes in Cardiff and the surrounding area, as well as specialist supported housing projects for young women. As a landlord, the housing association is accountable and accessible to the communities served and as a Support Provider, the association assists people to obtain and maintain tenancies, and makes a major contribution in the prevention of homelessness. Partnership initiatives have included the creation of a common housing register for disabled people to find adapted properties; work with Cardiff Council and the Welsh Refugee Council to develop supported accommodation for new refugees; a further project with Cardiff Council to acquire homes for homeless families; and a multi agency 'Back to Basics' project to reduce anti-social behaviour. Taff's floating support services (funded by Cardiff Council) were expanded recently in order to roll out the service to vulnerable tenants. This programme won the UK Housing Award 2007; and the Wales Audit Office Inspection Report – Best in Wales

Case Study: Y-Foundation, Finland

Founded in 1985, the Y-Foundation is a nationwide operating organisation that provides housing, with support as necessary to formerly homeless people in Finland. Y-Foundation generally buys small apartments dispersed in the owner-occupied housing stock .These are let to local authority, social services and other cooperation partners, and are in turn re-let to homeless people. Y-Foundation offers a variety of support services to its tenants, including housing advice services. Y-Foundation also manages and builds larger housing projects, some of which provide on-site support. Today the Y-Foundation owns some 6,000 flats all over the country. Over 4,500 of them are spread in the privately financed housing stock and 1,500 are congregated in houses owned entirely by the Y-Foundation. Over the past 25 years fewer than 5 per cent of tenants of the Y-Foundation stock have been evicted, which can be seen as a great success.

Model 2: Social housing organisation works in partnership with the service support provider

This model has been developed where social housing agencies do not have adequate capacity and experience to deliver support services as well as to provide and manage the housing.

The advantages of this model include:

- Collaborating with another agency can bring fresh ideas and practices and creative solutions can arise;
- Making social services separate and not a condition of housing allows tenants a greater sense of control and autonomy;
- Social service organisations can advocate for tenants who are having difficulty in meeting the obligations of tenancy if these two elements are separated.

Figure 6: Model 2
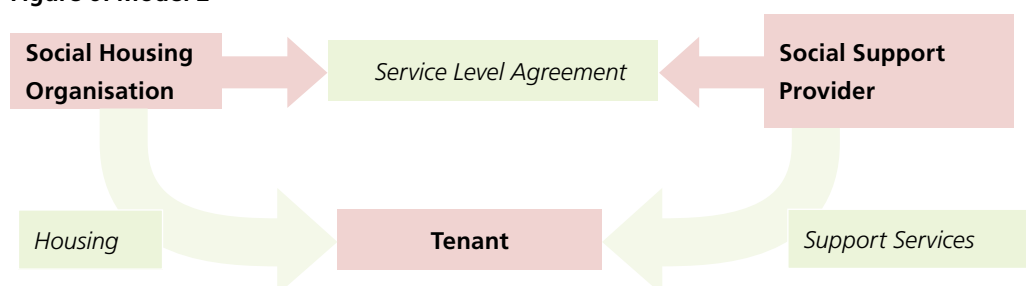
Case Study: Focus Ireland and Oaklee Housing Trust, Ireland

Oakley Housing Trust is a social housing provider that houses single people, families and those with special needs. Focus Ireland is an NGO social service provider that aims to advance the right of people-out-of-home to live in a place they call home. These two organisations work in partnership on the James Street mixed housing scheme in Dublin. The scheme has been open since 2005 and consists of 92 apartments of various sizes which cater for single people, families and the elderly. Of the 92 apartments, spread over three blocks, 14 are managed by Focus Ireland through a joint management agreement. The tenants in these units receive support from Focus in sustaining their tenancies, achieving independent living and personal well being.

Case Study: Nottingham Community Housing Association, UK

Nottingham Community Housing Association (NCHA) has been a housing provider since 1973. Its mission is to provide social housing to those most in need in the East Midlands area. In order to achieve this, it works in partnership with a variety of agents at both national and local level. These include statutory agencies, the National Health Service, municipalities, and the national housing funding agency. One such partner is Midland Heart, with whom they co-operate on the Heathfield House housing project. This newly refurbished building provides 24 self-contained apartments for single or double occupancy. The scheme provides housing and support for people who have drug and/or alcohol problems, who have fallen out of the system at least once and are homeless. Midland Heart provides on-site support services while NCHA owns and manages the building, and has an on-site office to deal with Housing Benefit and other related issues. Staff are available on site 24 hours a day.

It is important that in any partnership model between a social housing organisation and a social service partner, each organisation considers a number of key factors, including:

- Each organisation's mission, goals and motives for developing such projects;
- Each organisation's experience in dealing with similar projects;
- The organisational management culture and management style of each organization;
- Each organisation's perspective and expectations of partnership and collaboration;
- Each organisation's expectations for tenant behaviour and involvement.

It is important that each partner has built up a full picture before entering into a partnership arrangement. Having considered the above issues and having had meetings to assess whether each organisation is compatible, it is useful to formalise an agreement in a Service Level Agreement (see below), which would make explicit the specific roles, responsibilities and relationships between the parties.

5.1 Service Level Agreement

The Service Level Agreement (SLA) is an agreement that should define the respective roles and responsibilities of the parties involved in providing support services and accommodation. It is usually a formal, contractual agreement signed up to by the parties covering a range of areas including purpose and function, status and duration, shared interests, delivering on the agreement, review and arrangements for terminating the agreement.

Whilst successful partnership and interagency collaboration often comes down to good working relationships between individuals, it is important to have clarity on the organisations involved and where accountabilities lie, especially in the event of things going wrong. Steps to be taken to resolve disputes should be set out within the agreement, e.g. "the parties will seek to promote good communication and resolve any problems through formal discussion, within a certain timeframe". A notice period may be written into the agreement as well as circumstances whereby the agreement cannot be continued e.g. funding has been withdrawn, a breach of the agreement has not been resolved within the agreed timeframe, the company has become financially unviable. Should the relationship between the parties signed up to the SLA break down, default clauses can be written in to protect the service users. In many cases the support is 'floating' i.e. it follows the individual rather than being attached to a particular housing scheme or form of accommodation.

5.2 Case management

Some individuals and families have complex needs, requiring services from multiple agencies. A 'case management' approach is the process of assessment, planning and facilitation of these supports and services in a co-coordinated and collaborative way for the individual or family. A care plan, relevant to their distinct needs can be developed and followed with one agency taking responsibility as the 'case manager'. This agreed personal care plan should specify the level and frequency of support provided.

5.3 Roles in the management and delivery of housing projects for homeless people

It is essential to clearly identify the respective roles and responsibilities of housing and support providers. The table below shows how the roles and responsibilities of each of organisation can be defined:

Figure 7: Roles in the Management and Delivery of Housing Projects for Homeless People

Housing Provider	Support Service Provider
• Responsible for providing estate management services for the project	• Responsible for designing and implementing the support services and co-ordinating and planning with other service providers
• Develop relationship with service provider(s)	• Identify other service providers and establish linkages
• Development of Service Level Agreement	• Implement services and monitor quality
• Rent Collection	• Secure ongoing financing for support services
• Repairs	• Management of support staff
• Ongoing maintenance	• Treatment services (drug, alcohol, other)
• Security	• Crisis management and intervention
• Monitor tenant satisfaction	• Medication monitoring
• Assist in addressing tenant complaints/issues	• Assistance to meet tenancy requirements
• Provide housing and welfare advice (assisting tenants to access rent subsidies/social welfare entitlements)	• Eviction prevention
• Notification of non-payment to tenants (eviction prevention)	
• Work with tenant on money management	

6. Profiling the types of housing management services in homeless projects

The following are the general housing management functions that are provided by a social housing landlord. In some cases the service provider would have varying degrees of input depending on the terms of the agreement between the social housing landlord and service provider. Any overlap should be clearly defined regarding who has responsibility for what, the level of involvement of each partner and when to intervene.

6.1 Allocations/lettings (including referrals)

Social housing landlords allocate or lease for longer-term accommodation. For shorter term/emergency accommodation, lesser forms of legal agreements such as periodic licences or occupancy agreements are used. These reflect the short-term nature of hostels and shelters. Social housing landlords in different countries may have their own specific requirements but generally priority would be given to those in greatest housing need. Homeless households should represent some of the highest level of need. Where a support service provider is involved in longer term supported housing they may provide considerable input and expertise on who should receive the allocation. As part of any partnership agreement between a social housing landlord and service provider it is important that there is an agreed format on what information can be shared in the allocation process and which organisation makes the final decision. With homeless households there may be a system of referrals between agencies where a social housing landlord has a vacancy. Usually there would be protocols in place to operate successful referrals. The objective of any social housing landlords is to minimise the number of vacancies so that people are housed and rental income is not lost. This is no different for homeless projects than any other type of project.

Case Study: Territorial partnership to house vulnerable families in Gironde, France

The French department of Gironde is situated in the Aquitaine Region in the South-West of France. Since 1991, the local social housing organisation (*office des HLM*), organisations working for the inclusion of homeless people and public authorities have established co-operation procedures on the allocation of social housing in relation to priority need groups. Priority groups for allocation include people facing eviction, people living in unhealthy or overcrowded dwellings, victims of domestic violence, and people leaving homeless shelters. Since 2005, the cooperation between these actors on people leaving shelters has been reinforced in three ways:

- Shared needs analysis for the household, with common practice to measure the ability of the household to access independent housing;
- Shared understanding and common decision-making regarding the type of social support required to promote access to social housing;
- Common activities for the supply of adequate housing options, transitional housing, supported housing.

This approach manages to house around 500 persons per year and has stabilised an increase in demand by mobilising different actors through regular meetings, common instruments and the development of common practice over several years.

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6.2 Landlord/tenant agreements

Some homeless projects provide non-permanent accommodation, including hostel accommodation and transitionary housing. The licensed occupancy agreement is mostly used in such short term or transitionary accommodation. It reflects the temporary nature of the housing service provided and usually includes conditions of occupancy including payment and various rights and responsibilities. The temporary agreement may be nightly or weekly. This type of landlord/tenant agreement provides very little security.

Tenancy agreements, which are more commonly used and are more in-line with a housing-led approach, set out the terms and conditions for occupancy and the responsibilities of the tenants. It is important to note that once a tenancy is established, the landlord and tenant have the rights and obligations afforded to them by contract and statute. Most tenancy agreements are terminable by a notice to quit; even where the agreement is subject to a fixed-term notice may still be served following a breach by the other party (e.g. 1 month or other time period specified by law).

Case Study: 'Alternative housing for alternative people', Denmark

This is a formalised model of housing developed to avoid negative cycles of rough sleeping and temporary hostel accommodation on the basis of temporary licence agreements. It offers regular tenancy agreements, in basic long-term housing, to people who have a history of being unable to integrate into mainstream housing. Key features include:

- In many cases, general housing associations function as the provider;
- All of the homes have their own entrance, kitchen, and their own bathroom;
- The units are spread out in small communities with 3-12 houses in each, or an equivalent number of apartments in a few buildings;
- The housing provider has responsibility for construction or renovation and, when complete, the management and maintenance of the units;
- The tenant holds a normal lease and bears normal rights to the apartment which also means that there is no date limit by which the tenant must move out unless he or she chooses to. This contrasts to shelter accommodation and provides more stable residential outcomes for this client group.

This programme demonstrates that even those often regarded as "difficult to house" can maintain a regular tenancy agreement in an appropriate context.

6.3 Repairs and maintenance

A social housing landlord, by and large, will be responsible for long-term maintenance of a project. From a property management perspective, the social housing landlord should have adequate sinking funding built up and put in place to meet future long-term maintenance commitments. On a day to day basis repairs will arise and it is important that these are reported to the social housing landlord. Obviously this is easier if the social housing landlord owns the property and provides the support service to the tenant. If a service provider provides the support service, it is important that any repairs are notified to social housing landlord as soon as possible and action taken to make good these repairs is undertaken by the social housing landlord in line with agreed repair performance schedules. It is not unusual that in homeless projects which offer more temporary or short stay accommodation, there may be more repair requests due to general wear and tear with greater turnover of tenancies.

6.4 Rent collection and arrears control

Social housing landlords will have practices in place to assist tenants in paying their rent on time. In any housing project for homeless people, an agreed rent payment method will be established, usually undertaken by the social housing landlord. If the housing management service and the support service are provided by different organisations, it is important for each party to meet to establish the arrears policy. Practices could include paying by direct debit or paying directly from social income that tenants receive. The social housing landlord will have a policy on rent collection including that of arrears recovery. If tenants fall into arrears the cause will be established, as well as how this can be remedied. If the social housing landlord both manages the property and provides the support service, they are usually responsible for collecting rent and addressing rent arrears.
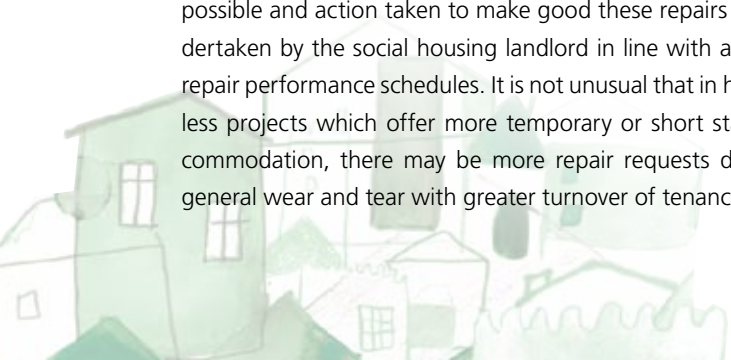
6.5 Role of tenant/resident involvement in a housing project

Prior to any tenant being allocated a social housing tenancy it is crucial that they are properly orientated on roles and responsibilities. This can range from making tenants familiar with the accommodation and area as well as the relative roles and responsibility of tenant and landlord. Pre-tenancy support can be provided by the social housing landlord directly or where the accommodation is jointly managed by a support service provider the latter may provide supports such as moving, as well as providing links with local neighbourhood services. Tenant/resident involvement may vary according to the type of the project or the needs of the tenant. It can provide an opportunity for mutual support for residents. Generally tenants do not wish to be heavily involved in the day–to-day housing management but, as a minimum, wish to be consulted on issues that affect their living environment and the quality of services they receive.

6.6 Preventing and addressing anti-social behaviour

Good housing management practices developed by social housing landlords allied to a strong legislative framework have been key in preventing and minimising anti-social behaviour in a number of Member States (although in some neighbourhoods/communities anti-social behaviour may be instigated by individuals outside the control of a social housing landlord). A social housing landlord will set in place practices whereby action will be taken regarding any anti-social behaviour which is at variance with the responsibilities of the tenancy or lease agreement. It is essential that there is a policy in place to prevent anti-social behaviour and as far as possible to have a quick response where there is a need in order to avoid eviction.

6.7 Social support/enhanced housing management

This can take the form of various tenancy sustainment measures. Most often, this involves advice and support services. In recent years these services (named differently in different Member States) have been pioneered by NGO service providers. As homeless households reintegrate into the housing system over a longer period of time, it is common

that the level of social support or tenancy sustainment may taper off and can be reactivated if/when the need arises. Tenancy support may include, for example, advice on sustaining a tenancy; assistance with budgeting and payments; support towards employment; income maximization; advocacy; counselling; support connecting to local neighbourhood resources and mainstream and specialist services for specific needs.

Case Study:
St Mungo's Peer Advice Links (PAL), UK

Each year, more than 300 residents move from St Mungo's hostels and supported houses into self-contained properties in London. Many have no formal tenancy support arranged when they make the move. It can take a few months for a floating support service to take on a client after referral. However, the outset of a new tenancy is for many a moment of vulnerability, and there is a risk of falling into debt and social isolation. The Peer Advice Link (PAL) was established by St Mungo's to help individuals at this time. Tenants are supported by peer advisors who have experienced the move from supported housing to independent accommodation. PAL volunteers help new tenants address repair issues, welfare benefits, housing benefit problems, applying for Social Fund and charitable grants, purchasing essential items cheaply, and other practical issues as they arise.

The peer volunteers are supported by experienced St Mungo's staff. Support is provided through home visits, a phone line, and a drop-in service. The degree of support is gradually reduced with the aim that all clients are fully independent in their own tenancies after six months and/or receive support from local services. The ultimate goal of the peer advisors is to help tenants integrate with the local community and to build up local support networks. An emphasis is placed on opportunities to develop social networks, with tenants being encouraged to join in a range of social events. PAL also builds links to local training, education and social activities that clients express an interest in but are unsure how to access. Each year, PAL helps more than 300 St Mungo's residents make the transition to independent living and establish community support networks.

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Case Study: Framework's Housing Crisis Team, UK

Framework's Housing Crisis Team (HCT) is one of the City of Nottingham's Floating Support Teams. It was established because other floating support services struggled to respond to acute housing crises experienced by vulnerable people because of their immediacy. Clients can call a free phone number for advice or help, and the HCT provides a specialist response at short notice. If it is felt that a person needs to be seen, then a worker will go out to their home within 48 hours. The team's staff are trained housing advisors with high levels of competency relating to housing law. They advise people on complex housing issues and represent people in court in order to prevent evictions. Where clients need legal advice, the service has strong working relationships with several solicitors and other legal professionals.

The service works with tenants of Registered Social Landlords, the local authority and the private sector as well as supporting home owners. Work includes liaising and negotiating with landlords and mortgage companies, applying to the mortgage rescue scheme, dealing with rent arrears and other debts, and advising on complex Housing Benefit issues. Once a crisis is over, clients who require ongoing support are connected to ongoing floating support services.

7. Skills and competencies required by housing practitioners delivering housing services to homeless people

7.1 General awareness of all housing options

It is important that all those housing practitioners who are working in providing housing services to homeless households are fully aware of all the potential housing options that are available in their area and which providers supply these options. Often housing practitioners have an understanding of the operation of their own particular housing project. However, in order to ensure a wider comprehension and knowledge of the context of their work, it is essential that any induction or training for new staff and volunteers include comprehensive understanding of the wider environment.

7.2 Multi-tasking abilities

The nature of housing practitioners' work in the social housing sector and homeless services requires strong communication and interpersonal skills. Housing practitioners, because they operate in a multi-disciplinary field, can benefit from:

- An understanding of the project development and planning process;
- Understanding how a housing management service is structured and what are the key elements i.e. allocations, rent collection, repairs and maintenance;
- Assessing the additional support needs of vulnerable tenants, such as homeless people, and ensuring these needs are being met;
- Understanding how the personal capacity of vulnerable tenants, such as homeless people, can be enhanced in their housing project accommodation;
- Developing links within the local neighbourhood/community and dealing with anti-social behaviour issues;
- Ability to liaise with a range of stakeholders including housing, health and social support professionals;
- Having a strong interest in working with diverse social groups.

7.3 Organisational and management skills

Alongside multi-tasking skills, organisational and management skills play a vital part in the provision of services and the case management of homeless persons. Depending on their specific role, practitioners should have the ability to:

- Manage and organise a team of staff to meet the needs of their clients. They must ensure that all necessary procedures are in place within an organisation and that all staff or co-workers are aware of and adhere to relevant policies;
- Maintain and manage accurate, factual and up to date records on their clients;
- Recognise and implement changes where necessary in to order improve the delivery of services to clients.

7.4 Communication skills

Communication skills are essential for practitioners working with and alongside homeless people and other key workers and agencies.

Direct Communication
- This involves the ability to communicate with a client or agency, one to one, in a concise and clear manner in order to ensure that all relevant information and key messages are understood;
- This also allows the client group or key person to confidently convey their own opinions to the practitioner;
- A practitioner must be capable of conveying both complex and simple ideas in a manner suited to the respondent in question i.e. the homeless client, key agency or fellow worker;
- It is important when dealing with homeless clients that communication is carried out in a sensitive manner and focused around the needs of the individual with regards to their expectations;
- It is important that practitioners respect all organisational policies regarding sensitive or personal information relating to clients.

Indirect Communication

- It is essential that procedures within each organisation are identified and implemented for the recording of information relating to clients;
- Practitioners should ensure all communication whether direct or indirect is in compliance with the relevant legislation and organisational policies, this includes any information recorded or accessed in relation to a client;
- It is also important that information as necessary is passed on to other key workers and agencies;
- Consistency and attention to detail is an important competency for practitioners to ensure ongoing adherence to organisational requirements regarding access and recording of information. These skills also ensure that any changes in a homeless client's behaviour will be recorded and reported;
- It is vital that practitioners respect the sensitivity of clients in all written communications.

7.5 People skills

- When working with chaotic individuals compassion, patience and understanding are often required alongside the pragmatic management elements of a housing or homeless practitioner's role;
- Practitioners must be able to build and maintain relationships between themselves and the client, co-workers and other external agencies. This also involves the ability to mediate and aid the resolution of conflicts should they occur;

- For practitioners working with homeless clients, identifying the issues clients wish to have advocated on their behalf and knowing when to encourage the client to self-advocate is an important skill;
- A practitioner must be client-focused to enable homeless clients to achieve the outcomes they desire;
- A practitioner must have the ability to value each individual client and listen and respond to their views and concerns in a positive and non-judgemental way.

7.6 Flexibility and adaptability

A practitioner should be flexible and adaptable in order to be able to respond to the demands of their role:
- Working with homeless or formerly homeless clients potentially involves working unsociable hours and weekends;
- Practitioners must be adaptable to changes which occur in the organisation they work in, and to overall changes which may occur within their sector in the name of best practice;
- Practitioners must have an awareness of the varying and changing needs of clients and have the ability to tailor their role and services to respond to those needs or in the light of any new information which may emerge regarding clients.

8. Governance requirements

8.1 Compliance with statutory responsibilities by the landlord and social service provider

In any service provided to tenants, whether they are formerly homeless persons or not, social housing landlords and service providers have an obligation to provide the service to the highest quality. This will be further brought into focus if housing or social service provider is receiving government or statutory funding for the delivery of such services. With state funding being provided there are often formal contractual responsibilities placed on organisations regarding how funding should be spent, including ongoing monitoring controls and reporting mechanisms. Compliance with statutory requirements can place a useful discipline upon organisations to ensure that funding is targeted to meeting defined objectives. Although the provision of funding imposes this discipline of accountability, it is important that all organisations – both social housing landlords and social service providers – are properly governed. In each Member State this may vary according to legal requirements. Good governance will play an increasing role within organisations in the coming years. Principles of good governance should apply across the board. This involves putting practices in place to ensure:

- There is proper control of the organisation with a governing authority such as management board and devolved and delegated responsibilities for staff;
- There is clear accountability to stakeholders such as funders, tenants and service users and the general public;
- There are high standards of ethics adopted in the management practices of organisations;
- As part of any service delivery to tenants and service users, there should be clearly defined mechanisms for continuous improvement and enhancement of standards that can be validated to the satisfaction of stakeholders.

8.2 Remedies for tenants and service users

Internal procedures should be in place to continually monitor the quality of service provided by organisations such as social housing landlords. This may range from charters on the standards of service to complaints procedures which are regularly used. In a number of Member States there have been various statutory bodies established such as ombudsmen to deal with complaints. There may be designated state bodies that tenants, including formerly homeless persons, would have the opportunity to address. As part of delivering any housing service to formerly homeless persons the issue of having procedures of accountability in place should be a major consideration in the pre-planning.

8.3 Project supervision

Appropriate review and monitoring mechanisms to examine various elements of the project should be built into the on-going management of the project. This ensures that clear quality standards are set; targets are being met; priorities are being worked towards and tenants are receiving a consistent and equitable service. The level and type of supervision will depend directly on which model of service delivery is being used i.e. whether it is led by a housing organisation or in partnership with an NGO social service provider.

9. Glossary of terms used in this guide

Listed below are a number of terms used in this handbook. As the use of these terms varies according to national contexts, definitions are provided here to make the handbook as accessible and usable as possible.

Allocation process
Process by which a decision is made to make a person an offer to rent a property.

Anti-social behaviour
Behaviour which is deemed to be contrary to agreed norms by housing organisations and communities (often illegal), and breaches tenancy conditions.

Arrears control
System put into place by the social housing landlord to ensure that any rent not paid is recouped.

Case management
A 'case management' approach can be described as the process of assessment, planning and facilitation of supports and services in a co-coordinated and collaborative way for the individual/ family concerned.

Emergency accommodation
Accommodation that is provided for short-term occupancy. Usually hostels, shelters or bed and breakfast accommodation. These services can be the initial contact point for those seeking longer term housing options.

Housing assessment
Process where an individual/household seeking housing will have their housing needs assessed to determine which housing services they require. This can be undertaken via a statutory process by a public authority or by a housing organisation or service provider.

Housing First
The provision of housing to homeless people, on the basis of a standard tenancy agreement, directly from the street or from shelters. Optional support is provided independently from housing on a flexible, tailored and assertive basis. The target group for Housing First interventions is generally people experiencing long-term homelessness, who are likely to have complex needs.

Housing-led
All approaches to homelessness that identify the provision of stable housing, with support as necessary and security of tenure, as the primary solution to homelessness. These approaches treat housing as a fundamental right and a prerequisite to solving other problems, such as social, health and employment issues. Applies to a wider set of practices and target groups than 'Housing First'.

Housing management
The key functions that a social housing landlord undertakes such as assessing housing need and letting property, setting and collection of rent, overseeing repairs and maintenance requirements, as well as landlord/tenant relationships.

Independent housing
Housing that is provided that has no support component but solely housing accommodation of a certain type and size that could be provided to a range of households.

Long-term supported housing
Housing that is provided for tenants who may have ongoing support needs. Supports provided will depend on the individual tenant but may include on-site staff support.

Nuisance

Behaviour that can cause annoyance to tenants either on a one-off or continuous basis.

Pre-tenancy

Period before a person is offered a tenancy or agreement by a landlord.

Referrals

Process whereby homeless persons are directed to a social housing landlord for consideration and assessment for a tenancy.

Rent collection

The mechanism by which a social housing landlord receives payment for the occupation of a housing unit (often known as a charge for people residing in emergency accommodation).

Service Level Agreement

An agreement where the housing organisation agrees to provide different services to the tenant under certain conditions as specified in a service agreement.

Social housing landlord

Comprises landlords who provide social rented housing on a not-for-profit or limited profit basis. Social housing landlords usually operate as housing associations, co-operatives or municipal housing authorities.

Social service support provider

A partner organisation for a social housing landlord which provides support services to tenants. As well as providing services, social service providers can offer advice and act as an advocate. Many such organisations are non-governmental organisations (NGOs).

Social support

Activity provided to vulnerable tenants to assist them to undertake daily living activities.

Tenancy agreement

The legally binding agreement between landlord and tenant which sets out the responsibilities and obligations of each party.

Transitionary accommodation

Accommodation provided, usually on a temporary basis, for homeless households prior to them being accommodated in long-term accommodation. Can be part of a 'move-on accommodation' programme.

Vacancies

Units of accommodation that a housing landlord has available for rent at any time.

Void property

A property that is unoccupied and does not generate rent for a housing organisation.

10. Summary checklist

Establishing a need for the project
- What is the profile of housing need that will be met by the proposed project?
- What is the profile of potential tenants?
- What support services will be required?
- What are the goals of the proposed project?
- Is the number of accommodation units being developed appropriate for the population group being served?

Considering housing type
- Will this housing be a purpose built project; a refurbishment project or involve acquiring existing accommodation?
- Will the housing be permanent or transitionary? If transitionary, what determines the length of stay? What requirements will be put in place?

Funding
- Have the financial resources (capital and revenue) to develop and maintain the project been secured?
- Is the project financially feasible? Has it been financially appraised both in terms of the project development and associated housing management costs as well as any care/support costs?
- Has adequate insurance cover been provided for the project?

Location/consultation
- Has information on the purpose of the proposed development been published in the local area?
- Has the surrounding community expressed concerns? If so, how are these being addressed?
- Are community resources and transportation accessible for tenants?
- Has there been consideration given to how a proposed housing project for homeless people could contribute to creating sustainable communities?

Management structure
- Are the property management roles and social support roles separated?
- Does the project involve a partnership between two organisations? If so, are the roles and responsibilities of each organisation set out in a Service Level Agreement and clearly defined?

Support services to tenants
- How will the support services respond to the tenants over time? Particularly those with mental health issues and/or substance abuse issues.
- How do the support services promote tenancy sustainment, independence and improved employment opportunities?
- Are the support services provided voluntary or mandatory i.e. are they part of the tenancy agreement?
- How will tenants be involved and consulted in the ongoing evaluation of the support services?
- What types of support services will be provided to tenants?
- What is the/each organisation's experience in providing housing and/or support to this tenant group?
- What are the experience and competencies of key staff and Board Members?

Policies and procedures
- What referral protocols have been agreed with relevant stakeholders?
- Have information sharing protocols been agreed between relevant partner organisations?
- What type of lease agreement will tenants sign?
- What are tenants' rent paying abilities? (income levels and sources)
- What policies and procedures have been put in place in relation to repairs and maintenance, rent collection and arrears and anti-social behaviour?

Governance requirements
- Have high standards of ethics been adopted in the management practices of all organisations involved in the planning and delivery of the proposed project?
- Is there clear accountability to key stakeholders?
- Are there proper controls in place within the organisations?
- Are there clearly defined mechanisms for quality assurance and performance management?
- Do the governance structures in place allow for continuous improvement of services?
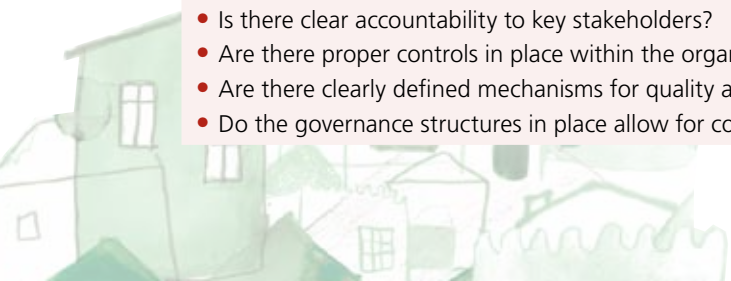
Appendix 1: European typology on homelessness and housing exclusion (ETHOS)

			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 3.2 3.3	Homeless hostel Temporary Accommodation Transitional supported accommodation	Where the period of stay is intended to be short term
		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 5.2	Temporary accommodation / reception centres Migrant workers accommodation	Immigrants in reception or short term accommodation due to their immigrant status
		6	People due to be released from institutions	6.1 6.2 6.3	Penal institutions Medical institutions (*) Children's institutions/homes	No housing available prior to release Stay longer than needed due to lack of housing No housing identified (e.g. by 18th birthday)
		7	People receiving longer-term support (due to homelessness)	7.1 7.2	Residential care for older homeless people Supported accommodation for formerly homeless people	Long stay accommodation with care for formerly homeless people (normally more than one year)
	INSECURE	8	People living in insecure accommodation	8 . 1 8.2 8.3	Temporarily with family/friends No legal (sub)tenancy Illegal occupation of land	Living in conventional housing but not the usual or place of residence due to lack of housing Occupation of dwelling with no legal tenancy -Illegal occupation of a dwelling Occupation of land with no legal rights
		9	People living under threat of eviction	9.1 9.2	Legal orders enforced (rented) Re-possession orders (owned)	Where orders for eviction are operative Where mortgagee 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 11.2 11.3	Mobile homes Non-conventional building Temporary structure	Not intended as place of usual residence Makeshift shelter, shack or shanty 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

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

European Federation of National Organisations
working with the Homeless, AISBL

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