

The End of Homelessness through Policies and Implementations :  
Case Studies of Finland and Ireland

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An Independent Study Submitted in Partial Fulfillment of the  
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By                                      Mr. Rapee Tapta  
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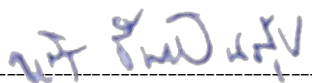
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งานวิจัยนี้มีวัตถุประสงค์เพื่อศึกษา (1) สถานการณ์คนไร้บ้านของประเทศฟินแลนด์และ  
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(3) เปรียบเทียบผลการดำเนินการลดจำนวนคนไร้บ้านของประเทศฟินแลนด์และไอร์แลนด์ โดย  
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ไปที่การศึกษานโยบายสาธารณะ ยุทธศาสตร์และการปฏิบัติภายในปี พ.ศ.2561 ถึง พ.ศ.2564 ข้อมูล  
ที่ได้จากการรวบรวมนำมาวิเคราะห์ผ่านกระบวนการค้นหาแก่นสาระ

ผลการวิจัยพบสามประเด็นสำคัญดังนี้ ประเด็นแรกสถานการณ์จำนวนคนไร้บ้านลดลงอย่าง  
น่าพึงพอใจ โดยเฉพาะประเทศไอร์แลนด์ที่มีจำนวนลดลงอย่างต่อเนื่องตั้งแต่ปี พ.ศ.2563 ประเด็นที่  
สองประเทศฟินแลนด์และไอร์แลนด์ได้มีการประยุกต์ใช้แนวคิด “การจัดเตรียม ส่งมอบ และควบคุม  
ราคาบ้านในตลาด” เป็นกลไกหลักในการหยุดวงจรคนไร้บ้าน ประเด็นที่สามพบว่าถึงแม้ทั้งสอง  
ประเทศจะมีการประยุกต์ใช้แผนยุทธศาสตร์มีมีแนวคิดคล้ายคลึงกัน แต่ในแง่ของแนวคิดตั้งต้นและ  
นโยบายสาธารณะนั้นแตกต่างกันออกไป เนื่องจากประเทศฟินแลนด์นั้นมีระบอบสวัสดิการแบบสังคม  
ประชาธิปไตย อีกทั้งยังใช้แนวคิดบ้านต้องมาก่อน (Housing First) เป็นหลักการเพื่อหยุดวงจรคนไร้  
บ้าน ในขณะที่ประเทศไอร์แลนด์นั้น ใช้ระบอบสวัสดิการแบบเสรีนิยมที่มีการแทรกแซงจากรัฐน้อย  
กว่าและแม้ว่าประเทศไอร์แลนด์จะรับแนวคิดบ้านต้องมาก่อนมาปรับใช้ แต่ไอร์แลนด์นั้นได้ใช้  
ยุทธศาสตร์การสร้างไอร์แลนด์ขึ้นมาใหม่ (Rebuilding Ireland) ที่ประเทศไอร์แลนด์สร้างขึ้นมาใน  
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สาขาวิชา ยุโรปศึกษา  
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ลายมือชื่อนิสิต.....

ลายมือชื่อ อ ที่ปรึกษา.....

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KEYWORD: homelessness, Housing First, Welfare state, Welfare

Rapee Tapta : The End of Homelessness through Policies and

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Dr. NATTHANAN KUNNAMAS

The objectives of this research are 1) To study the homelessness situation in Finland and Ireland 2) To describe what methods Finland and Ireland take into action to reduce homelessness 3) To compare the performance of Finland and Ireland, by collecting data from the documents, government's reports, annual reports, and related research—focusing on public policies, strategies and implementations of both Finland and Ireland from 2018 to 2021, by using thematic analysis method to analyze the data

The results of the research can divide into three topics. First, the number of homelessness in Finland and Ireland reduced satisfactorily, especially in Ireland from 2020 onwards. Second, both Ireland and Finland applied the “providing, delivering and controlling the prices of housing” concept as primary methods to end homelessness. The third, albeit both countries applied the same concept of plans and strategies, however in terms of ideas and policies are different. Since Finland's state welfare regime is Social Democratic Welfare Regime and adopted housing first as their principle to end homelessness. Meanwhile, Ireland's state welfare regime is the Liberal Welfare Regime, which is less intense in terms of “citizens insurance”, albeit Ireland also adopted housing. However, Ireland created their strategy called “Rebuilding Ireland” and applied it as the main principle.

Field of Study: European Studies

Academic Year: 2020

Student's Signature.....

Advisor's Signature.....

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Finally, to my caring, loving, and supportive family, my deepest gratitude. Your encouragement when the times got rough is much appreciated and duly noted. Through this research paper, I have learned a lot about the homelessness situation and policies implementation to end homelessness. It has helped me analyze how Finland and Ireland can be achieved and their advantages and disadvantages. I hope that this research paper will help all those companies which plan to step up the multinational ladder or are already in the stream.

Rapee Tapta

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## The end of homelessness through policies and implementations

### : Case studies of Finland and Ireland

#### 1. Introduction

Homelessness is one of the most complex issue across the world. The number of homelessness has risen up every year in both developing countries which so far facing poverty and hunger as well as developed countries with decent economic stability. Since the reasons of homelessness are diverse e.g. unstable income, economic structure, domestic and family violence, physical and mental illness, urbanization and state-welfare. Homelessness can be defined as a person who living in a rough condition, insecure environment, lacking of opportunities to access to resources specifically monetary fund, health care services, education, state-welfare. Furthermore, homelessness is also classified as a temporary homeless and long-term homeless.

Normally, the pictures of homeless people in society are negative. Since most of them are beggars/vagabond with dirty and smelly clothes<sup>1</sup>. However, according to the survey the European citizen attitude toward homeless people was positive due to the survey questionnaire<sup>2</sup> “Would you help homeless in person”

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<sup>1</sup> O. Olukoju, "Causes of homelessness and ways to end and prevent homelessness" (2017).

<sup>2</sup> Junie Petit et al., "European public perceptions of homelessness: A knowledge, attitudes and practices survey," *PLOS ONE* 14, no. 9 (2019), <https://doi.org/10.1371/journal.pone.0221896>, <https://doi.org/10.1371/journal.pone.0221896>.



more than 60% of respondents willing to help homelessness in person and 56% of respondents willing to help through organization.

Another survey also showed public opinion about the reasons why people turned to be homelessness. The respondents are Europe and United States citizens, most of them voted for personal health issues more than economic factors. The majority of respondents answered Mental health/illness was the main factor<sup>3</sup>.

The European Union's Member states are facing this particular issue as well. According to recent report - "Fifth overview of housing exclusion in Europe 2020" by FEANTSA<sup>4</sup> (the European Federation of National Organization Working with the Homeless) showed that the number of homelessness in all EU countries has risen significantly since 2013 - 2019 especially, Germany with 450,000 homeless people over the state as well as United Kingdom which the number of homeless people in UK (before leaving the EU) rose up to 280,000 persons<sup>5</sup>. However, Finland is only country among EU members which having best practices in ending homelessness. In 1987, over 18,000 homeless people around Finland but in 2019 homeless people

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<sup>3</sup> Paul Toro et al., "Homelessness in Europe and the United States: A Comparison of Prevalence and Public Opinion," *Journal of Social Issues* 63 (08/13 2007), <https://doi.org/10.1111/j.1540-4560.2007.00521.x>, [https://www.uclap.be/wp-content/uploads/pdf/Pub/Toro\\_JSI\\_2007.pdf](https://www.uclap.be/wp-content/uploads/pdf/Pub/Toro_JSI_2007.pdf).

<sup>4</sup> Fondation Abbé Pierre and FEANTSA, *FIFTH OVERVIEW OF HOUSING EXCLUSION IN EUROPE 2020*, FEANTSA (FEANTSA, 2020), [https://www.feantsa.org/public/user/Resources/resources/Rapport\\_Europe\\_2020\\_GB.pdf](https://www.feantsa.org/public/user/Resources/resources/Rapport_Europe_2020_GB.pdf).

<sup>5</sup> "280,000 people in England are homeless, with thousands more at risk," Shelter England, updated 18 Dec 2019, 2019, accessed December 24, 2020, [https://england.shelter.org.uk/media/press\\_release/280,000\\_people\\_in\\_england\\_are\\_homeless,\\_with\\_thousands\\_more\\_at\\_risk](https://england.shelter.org.uk/media/press_release/280,000_people_in_england_are_homeless,_with_thousands_more_at_risk).



in Finland dropped to only 4,341<sup>6</sup>. And Ireland, the other case study is one of the country that still experiencing homelessness, according to the Department of Housing, Planning, Community & Local Government of Ireland<sup>7</sup> in 2014 there was over 3,200 homeless people and the number rose up to over 10,000 in 2019. However, the statistic showed that after 2019, the number of homeless people in Ireland are declining to 8,000 people and trends to decline onwards.

In this research will, hence, focus on how Finland and Ireland dealing with homelessness. How can these two countries deal with homelessness problem efficiently in term of declining homelessness by looking at European Union strategies, Nation strategies, policies, government actions and also partners. With analyzing the factors which lead Finland and Ireland to be successful on ending homelessness.

## 2. Research objectives

2.1 To study the homelessness situation in Finland and Ireland.

2.2 To describe what methods Finland and Ireland take into action to reduce homelessness.

2.3 To compare the performance of Finland and Ireland.

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<sup>6</sup> Government of Finland, *Report 2021: Homelessness in Finland 2020*, The housing finance and development centre of Finland (The housing finance and development centre of Finland, March 26, 2021 2021), <https://www.ara.fi/download/noname/%7B0D67A61D-7980-467C-8346-287DB5768DD2%7D/166447>.

<sup>7</sup> "Number of people who are homeless and relying on emergency homeless accommodation," Focus Ireland, updated June 16, 2021, 2021, accessed December 24, 2020, <https://www.focusireland.ie/resource-hub/latest-figures-homelessness-ireland/>.



### 3. Hypothesis

3.1 The success of reduction of homelessness number in Finland and Ireland are positively associated with the implementations and strategies from the welfare providing by the government.

3.2 The long-term result of reduction of homelessness in Finland is more efficient and sustainable compares to Ireland due to the social democratic welfare regime is more suitable and better regime regarding prevention and protection homelessness.

### 4. Literature Review

#### 4.1 Homelessness definition

Homelessness is difficult to define because the meaning of the word homelessness basically depends on people perspective. Different people different meaning, i.e. The ETHOS (European typology on homelessness and housing exclusion) by Bill Edgar defined homeless people into 4 categories consist of 1) group of roofless, which mean people living rough conditions or living in emergency shelters 2) group of houseless, mean people living in shelters for immigrants, people who were released from institutions (prison, hospital and children institutions), and people in accommodation for homeless 3) group of insecure, people who normally living under threat of violence, or living under threat of eviction and 4) group of



inadequate, mean people who living in temporary residence also living in extreme overcrowding accommodation<sup>8</sup>.

According to the Institute of global homelessness, homelessness can be classified in three main groups<sup>9</sup> which are 1) People without accommodation 2) People living in temporary or crisis accommodation 3) People living in severely inadequate and insecure housing. Homelessness also means people who are lacking of housing supply, unstable income and cannot afford the house payment, people with both physical and mental health illnesses/problems, people who addict to drugs and alcohol and child or youth who involve in family violence, or make it simple homelessness can be people who living outdoor, in different temporary shelter<sup>10</sup>.

In short, homelessness is the word that giving a definition to a group of people who are lacking of permanent dwelling/accommodation or properly residence and have to live in roughly condition or live outside residence, on the street, public areas or temporary shelters due to their financial issues, physical/mental issues or even family abuse is possibly.

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<sup>8</sup> Bill Edgar, "Sixth Review of Statistics on Homelessness in Europe (2009)," (December 2009 2009), <https://www.feantsaresearch.org/download/6-20098376003316223505933.pdf>.

<sup>9</sup> Institute of Global Homelessness, "State of Homelessness in Countries with Developed Economies." [https://www.un.org/development/desa/dspd/wp-content/uploads/sites/22/2019/05/CASEY\\_Louise\\_Paper.pdf](https://www.un.org/development/desa/dspd/wp-content/uploads/sites/22/2019/05/CASEY_Louise_Paper.pdf).

<sup>10</sup> Katariina Koivisto, "Homelessness in Finland and Denmark," (2019 2019), [https://www.theseus.fi/bitstream/handle/10024/168554/Koivisto\\_Katariina.pdf?isAllowed=y&sequence=2](https://www.theseus.fi/bitstream/handle/10024/168554/Koivisto_Katariina.pdf?isAllowed=y&sequence=2).



In generally, homelessness can be divided into two major groups, as long-term homelessness and temporary homelessness<sup>11</sup>. Long-term homelessness is considered if that homeless person has lived in homelessness conditions lasted for at least one year or the homeless has repeatedly experienced homelessness over the last three years due to their significant physical, mental or individual problem, such as debt, substance abuse or lacking of conventional housing solutions and appropriate support services. For the temporary homelessness categories are the person who do not own residence and living outside or person who intermittently moved from places to another places with no permanent residence, such as in stairwells, temporary shelters, welfare home-type housing units, rehabilitation units, hospitals, dormitories/hostels with the help of daily social assistance vouchers or institutions supporting payment or lived temporarily with friends or relatives due to the lack of own resistance. However, in cases of long-term homelessness, the emphasis is on the need for assistance and treatment as soon as possible, due to the complexity of problems of long-term homelessness are deeply intense compared to temporary homelessness, the length of the time is of secondary importance.

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<sup>11</sup> Finland, *Report 2021: Homelessness in Finland 2020*.



## 4.2 Cause factors of homelessness

There are many factors turning people to be homelessness. The causes of homelessness consisted of structural, institutional, relationship and personal factors<sup>12</sup>.

### 4.2.1 Structural level

Structural factor included the poverty and also price of housing market, lacking of opportunities to access welfare<sup>13</sup>, and economic issues have affected considerably on low-income people. Because of poverty, low-income people have to choose between payment of rents, education fees, food, medicine<sup>14</sup> or other necessary for their daily life.

Social protection and policies of the state are included as well. Since government has power to initiative the laws or policies reducing housing price or renting price affordable for every class of people. Moreover, the immigration can create problems as well. If both economic and society structure are not strong enough for local level, migrants might rise the unemployment rate significantly. Law enforcement is included as well. For example, law that against homelessness, panhandling, loitering, sleeping in public areas such as bus station, park, street, Etc.

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<sup>12</sup> V. Busch-Geertsema et al., *Homelessness and Homeless Policies in Europe*, Lessons from Research, (Brussels: European Commission, 2010), Commissioned report. [https://www.feantsa.org/download/fea\\_020-10\\_en\\_final8900978964616628637.pdf](https://www.feantsa.org/download/fea_020-10_en_final8900978964616628637.pdf).

<sup>13</sup> Koivisto, "Homelessness in Finland and Denmark."

<sup>14</sup> Olukoju, "Causes of homelessness and ways to end and prevent homelessness."



#### 4.2.2 Institutional level

Institutional factor can possibly rise the number of homelessness. For example, people who staying in either prison, jail or hospital for a long time. Once they leave prison, jail or hospital their house or residence might be lost and turning to be homeless person.

#### 4.2.3 Relationship level

Relationship factor included family relationship as well, violent/abusive partners or parents can turn someone to be homelessness. Furthermore, relationship factor also refers to the relationship between landlords and tenants. According to the report of reasons for family to become homelessness in the Dublin in 2018<sup>15</sup>, showed the reasons for homelessness, such as landlord requires property for own or family use, landlord intends to sell property, landlord intends to renovate and landlord in receivership.

#### 4.2.4 Personal level

Personal factors are often involving with physical/mental health problems, trauma, depression, alcohol addiction, illness, disabilities, uneducated/low-educated, elderly and social problem, such as debt, anti- social behavior ethnicity and race. By these factors can increase number of homelessness significantly.

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<sup>15</sup> "REPORTED REASONS FOR FAMILY HOMELESSNESS IN THE DUBLIN REGION: JULY TO DECEMBER 2018," Dublin region homeless executive, updated March 2019, 2019, accessed June 15, 2021, <https://www.homelessdublin.ie/content/files/Reported-reasons-for-family-homelessnessin-the-Dublin-Region-July-to-December-2018.pdf>.





### 4.3 The concept of the Welfare State

#### 4.3.1 Welfare state

The definitions of 'Welfare state 'are actions or plans that were established by the government and actively in national level. The purpose of welfare state is to reduce the inequality gap among society<sup>16</sup> by focusing on economic and social wellbeing. Welfare state will provide the minimal provisions of a good quality of life to their citizens e.g. providing social security policies, unemployment insurance programs, health care services, control of minimum wage, education subsidy, Etc. to guarantee that their citizens can access to those opportunities equally and reducing the gap. Homelessness is a group of people who lacking those abilities to access to resources. Thus, welfare state is one tools that supporting them.

However, the welfare state is divided into main 3 model by Gosta Esping-Andersen<sup>17</sup> in *The Three Worlds of Welfare Capitalism*, 1990.

#### 4.3.2 The Corporatist Welfare Regime

The Corporatist or conservative regime, aka Social Insurance Model which concerned with maintaining order and status. In this regime, it put less emphasis on redistribution. The notion of this regime, the welfare is a primarily mediator of group-based mutual aid and risk pooling to helping each other among community. For

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<sup>16</sup> "Welfare State," (November 25, 2020), 2020, accessed December 29, 2020, <https://www.investopedia.com/terms/w/welfare-state.asp>.

<sup>17</sup> Gösta Esping-Andersen, *The Three Worlds Of Welfare Capitalism* (Great Britain: Princeton University Press, 1947; repr., 1991, 1993). <https://www.uio.no/for-ansatte/enhetssider/jus/smr/arrangementer/2015/esping-anderson---the-three-worlds-of-welfare-capitalism.pdf>.



example, Italy, France, Germany and Austria<sup>18</sup>. Thus, people who live in community under corporatist regime would enjoy high level of public support, benefits increase as contributions increase, and intermediate tax burden. However, in this regime might reinforce social cleavages, sensitive to employment conditions and demographics, wages and taxes.

#### 4.3.3 The Liberal Welfare Regime

The liberal regime tends towards lower levels of state intervention, the state leaving market-forces to establish a level of social security itself, to which the state made modest reallocations. This regime usually benefits at low income working class group because the state will provide aid, social security program, health care (Medicaid), private insurance and philanthropic contributions. For example, the United Kingdom, Ireland and Australia.

#### 4.3.4 The Social Democratic Welfare Regime

As its name which represents social democracy. This regime assigns the welfare state a substantial redistributive role with universal benefits at decent levels with extensive service orientation such as, day care, elder care, home help, Etc. In addition, this regime tends to reduce social cleavages, income and services differences, while ensuring the highest possible level of service. Since the level of benefits is extremely advanced, the tax highly burdens as well, the cost of

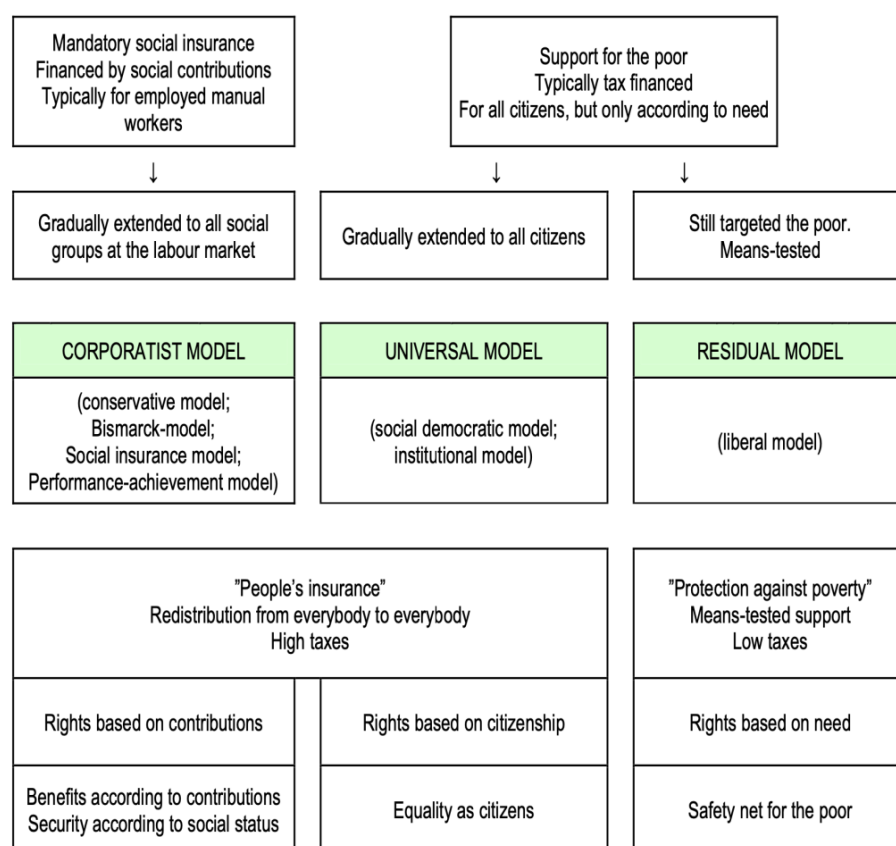
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<sup>18</sup> Rebecca A. Van Voorhis, "Different Types of Welfare States? A Methodological Deconstruction of Comparative Research," *The Journal of Sociology & Social Welfare* 29, no. 4 December (2002), <https://scholarworks.wmich.edu/jssw/vol29/iss4/2>.



administration is expensive and complex. For example, Sweden, Norway, Finland and Denmark<sup>19</sup>.

Figure 1: Three welfare models: Corporatist, Social democratic and Liberal.



Source: Jørgen Goul Andersen (2007), *Welfare States and Welfare State Theory* (p.8)

<sup>19</sup> Jørgen Andersen, "Welfare States and Welfare State Theory," (2007), [https://www.researchgate.net/profile/Jorgen-Andersen-12/publication/271217504\\_Welfare\\_States\\_and\\_Welfare\\_State\\_Theory/links/5a57f693aca2726376b70f49/Welfare-States-and-Welfare-State-Theory.pdf](https://www.researchgate.net/profile/Jorgen-Andersen-12/publication/271217504_Welfare_States_and_Welfare_State_Theory/links/5a57f693aca2726376b70f49/Welfare-States-and-Welfare-State-Theory.pdf).

#### 4.4 The State-welfare and National homelessness strategies

The type of state-welfare regime of the country has an effects on directions of policies making and implementation, while welfare systems are designed to promote social inclusion, to reduce the inequality gab within the society and guarantee the safety of life of citizens. According to the Homelessness and homeless policies in Europe by William Edgar et al<sup>20</sup>, founded that the social democratic welfare regime is the most decent regime regarding prevention and protection both those who at risk of becoming homelessness and homeless people and the weakest welfare regime toward prevention and protection is the Mediterranean regime (Portugal) and even worst in the transition regime (Hungary). Thus, the state welfare regimes are highly relevant to wellbeing of citizen. Additionally, the state welfare regimes can shape the policies or systems of the countries as well.

Likewise, Volker Busch-Geertsema<sup>21</sup> from ‘The Finnish National Programme to reduce long-term homelessness’, founded that when comparing national homelessness strategies between liberal welfare regime such as United Kingdom and social democratic welfare regime such as the Nordic country, the strategies of social democratic welfare regime are shorter and less sophisticated than liberal welfare regime, conversely social democratic welfare regime is more focused on target groups

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<sup>20</sup> Busch-Geertsema et al., *Homelessness and Homeless Policies in Europe*.

<sup>21</sup> Volker Busch-Geertsema, "The Finnish National Programme to reduce long-term homelessness " 2010, <https://ec.europa.eu/social/BlobServlet?docId=8180&langId=en>.



and objectives of the strategies. Also, the social democratic welfare regime transfers administration power to local authorities, such as municipalities (decentralization) to take actions and provide homeless services to end homelessness inside their territory, while the state or national level establishes the legislations, policies, funding, objectives and goals.

Especially, Finland is the greatest performer among the European Union countries regarding the housing-oriented approach to homelessness tandem with a Housing First implementation. Additionally, Y-Foundation a non-government organization is the main actor working together with local authority which buys apartments and lets them to local authority to delivering them to people in need of accommodation later in part of social services.

In short, the national homelessness strategies, policies and implementations of the state are positively associated with the type of state welfare regime. The social democratic welfare regime is recently the most successful regime to end homelessness through the provision of policies, social services and implementations because this regime transfers its administrative power to local authority, the government only determines the direction of policies, funding, objectives and goals. Moreover, the government of social democratic welfare regime also cooperate with NGOs as service providers to homeless people.



## 5. Research methods

### 5.1 Case study: Finland and Ireland in a period of 2018 - 2021.

### 5.2 Research instruments

This study uses secondary data for example, books, published Sources, journals, websites, and government records as tools to collect data. The researcher set up the groups of data from an approach of the objectives of the study. The variables and conceptual framework are developed according to the literature review. It was divided into 2 parts related as follows: Part 1) The actions of Finland to end homelessness and Part 2) The actions of Ireland to end homelessness.

### 5.3 Data Analysis

The collected information was analyzed by using thematic analysis.

### 5.4 Limitation of Data collection

1) Limitation of field study due to COVID-19 Pandemic that is not able to conduct face to face interviews.

2) Accessibility of the government recorded data are limited.

3) Limitation of time and budget that is not able to totally represent the whole.



## 6. Case study: Ireland

### 6.1 The definition of homelessness in Ireland

The definition of 'Homelessness' in Ireland was referred to the Housing Act, 1988 which mentioned in section 2 that a person should be considered to be homeless if<sup>22</sup>:

- 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 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
- c) he cannot provide accommodation from his own resources

### 6.2 Introduction of homelessness situation in Ireland

In Ireland, there were 3,200 people homeless in 2014 and the number rose up to over 10,000 people homeless in 2019 but afterward the number of homeless slightly declined until recently. There were only 7,900 people homeless in the month of May 2021<sup>23</sup>. This number includes adults and children. However, this

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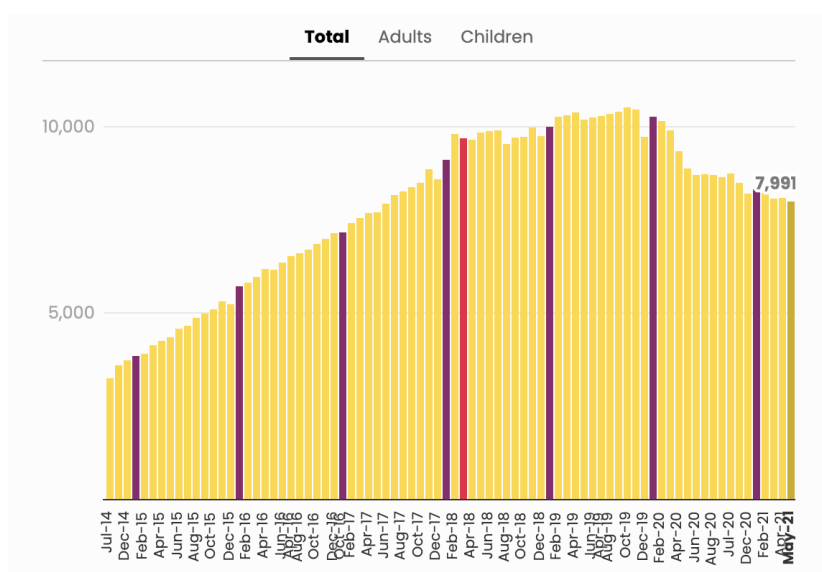
<sup>22</sup> "Housing Act, 1988," Government of Ireland, 1988, accessed April 8, 2021, <http://www.irishstatutebook.ie/eli/1988/act/28/section/2/enacted/en/html#sec2>.

<sup>23</sup> Ireland, "Number of people who are homeless and relying on emergency homeless accommodation."



number does not include the hidden homelessness group which refers to people who are living in squats or living temporary with companions.

Figure 2: Number of homeless people in Ireland.



Source: Focus Ireland, 2021. Number of people who are homeless and relying on emergency homeless accommodation

The main factors which turning Irish people to be homeless are the broken housing system of Ireland, low stock and insufficient supply of social housing due to the economic and social crisis of 2008 put the system under extreme strain<sup>24</sup>, the government cannot stabilize the price of renting and addiction is also a major

<sup>24</sup> Mary Daly, "National strategies to fight homelessness and housing exclusion, Ireland," Social questions — Town planning and housing , Social policy, *EUROPEAN SOCIAL POLICY NETWORK* (September 13, 2019), <https://doi.org/10.2767/624509>, <https://ec.europa.eu/social/BlobServlet?docId=21604&langId=en>.





problem in homeless services and there is a need for increased access to rehabilitation and treatment services.

The official department which taking care of homelessness problem of Ireland is the Department of Housing, Planning & Local Government of Ireland<sup>25</sup>. This department missions are to support the sustainable and efficient delivery of well-planned homes and effective local government. Also, the Department of Housing, Planning and Local Government of Ireland's key role involves the provision of a national framework of policy, legislation and funding to underpin the role of local authorities in addressing homelessness at local level. Another department is the Health Service Executive (HSE)<sup>26</sup> which responses for the provision of healthcare and social supports for homeless persons managing a significant annual budget for direct homeless services. Tulsa - Child and Family Agency<sup>27</sup> is responsible for services to support victims of domestic abuse and the Department of Employment Affairs and Social Protection oversees a range of supports to assist in maintaining or securing a tenancy. The other service providers<sup>28</sup> are Dublin Simon, Focus Ireland, Hail, Peter Mcverry Trust, Barka, Sophia Housing, Threshold, Depaul Trust, RESPONDI,

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<sup>25</sup> "Homelessness," Department of Housing, Local Government and Heritage, updated April 21, 2021, 2021, accessed June 16, 2021, <https://www.gov.ie/en/publication/76fb5-homelessness/?referrer=http://www.housing.gov.ie/housing/homelessness/policy/homelessness#homelessness-policy>.

<sup>26</sup> *ibid*

<sup>27</sup> *ibid*

<sup>28</sup> Local Government and Heritage Department of Housing, Homelessness Financial Report End of Year 2020 - Dublin, (Department of Housing, Local Government and Heritage 2021).



Salvation Army, Son of Divine Providence, Crosscare, Focus HAT, NOVAS, R & G Administration, Anew, Ana Liffey and some private operators. Since the complexity of the cooperation amid several government's organizations and partners in Ireland are complicated, the Iris government established two organizations<sup>29</sup> in order to manipulate the directions, funds, and duties called the Cross Departmental Team on Homelessness (CDT) and The National Homelessness Consultative Committee (NHCC). The Cross Departmental Team on Homelessness was established in 1998, consists of representation from government departments and state representatives. Meanwhile, the National Homelessness Consultative Committee (NHCC) was established in 2007, to develop government's homelessness policies.

### 6.3 National level

#### 6.3.1 Rebuilding Ireland

The official department which have responsibilities to support homeless people directly of Ireland is the Department of Housing, Planning & Local Government of Ireland. The department initiated the organization called Rebuilding Ireland and it created the Action Plan for Housing and Homelessness with five main pillars which aim to end homelessness. The core concepts of the plan aimed to

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<sup>29</sup> Department of Housing, "Homelessness."



ramp up delivery of social/private housing to help homeless people as individuals or families those who are living in emergency state. The five pillars consist of:

The first pillar is 'Address Homelessness', as the first pillar. It is the Action plan to help those who are in emergency state i.g. sleep on the street or living in a rough condition. Hence, it is called address homelessness because a key objective of this pillar is identifying the people who are at risk rate of losing their accommodation.

Since early 2020, the number of homelessness was over 10,000 people<sup>30</sup>. The department addressed the homelessness by expanding the Housing Assistance Payment's (HAP) homeless tenancy scheme and Housing First program. The national level as the Department of Housing, Planning & Local Government of Ireland will cooperate local authorities i.e. Dublin Region Council by providing the financial and legal support for people also provided health, mental health and addiction supports to homeless people who were in emergency state.

The second pillar is 'Accelerate Social Housing', in this pillar the department will work with the local authorities to follow the national scheme which called the Housing Assistance Payment scheme. In this pillar, the department aimed to deliver houses to homeless people both individuals or families.

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<sup>30</sup> Rebuilding Ireland, *Action Plan For Housing and Homelessness - Rebuilding Ireland*, Government of Ireland (Rebuilding Ireland, 2016), [https://rebuildingireland.ie/wp-content/uploads/2016/07/Rebuilding-Ireland\\_Action-Plan.pdf](https://rebuildingireland.ie/wp-content/uploads/2016/07/Rebuilding-Ireland_Action-Plan.pdf).



The department is promising that by the end of 2021, there are 50,000 social housing units delivered to the homeless people which consist of 33,500 houses built as social housing, 6,500 houses will be provided by local authorities purchasing from the market or the Housing Agency and 10,000 houses are under long-term lease arrangements by LAs and AHBs.

The third pillar is 'Build more home'. After, finishing the second pillar by delivering the social or private houses to homeless people. This pillar aimed to improve the viability of housing construction. It is attempting to build 25,000 new houses per year started from 2018 to 2021 for rent.

The fourth pillar is 'Improve the Rental Sector'. Currently, unaffordable payment for renting resident is one of the major problem for people to become homelessness. Since 2012, the price of rental sector has increased almost 20% in Dublin and 10% in many part of Ireland. Thus, the core objective of this pillar is to reduce the cost of rental sector to be affordable. The focus will be on addressing the obstacles to greater private rented sector delivery and improving the supply of homes at affordable rents.

The fifth pillar is 'Utilize Existing Housing'. This pillar will ensure that the vacant housing will be used at the maximum degree as much as possible.

Furthermore, Rebuilding Ireland also provided Home loan scheme for Irish as well. This loan is a Government backed mortgage for first time buyers stated from 1st February 2018. The conditions to be eligible for a Rebuilding Ireland Home Loan



are a) you must be a first-time buyer, aged between 18-70 years old, have an individual annual income not more than €50,000 per year Etc. The Home loan interest rate is a fixed interest rate type with 2.745% for 25 years and 2.995% for 30 years of renting contract.

The budget for Rebuilding Ireland project is €6 billion<sup>31</sup>, the overall spending of the budget was for building 25,000 new housing per year until 2020 and deliver an additional 50,000 social housing units by 2021. In 2018<sup>32</sup>, the budget of this project provided by the Exchequer for homelessness services €116 million. The amount of funding going to social housing was €326 million for social housing construction and acquisition. In 2019, the total of budget for social housing increased to 2.4€ billion and €1.25 billion was provided for the delivery of 10,000 new social housing.

### 6.3.2 High Level Homelessness Task Force

A High Level Homelessness Task Force was established in July 2020<sup>33</sup>, to provide solutions to end homelessness with several organizations consist of the Dublin Region Homeless Executive, Crosscare, Depaul, Focus Ireland, the Peter McVerry Trust, Dublin Simon Community and Threshold organization. The High Level

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<sup>31</sup> Daly, "National strategies to fight homelessness and housing exclusion, Ireland."

<sup>32</sup> *ibid*

<sup>33</sup> Department of Housing, "Homelessness."



Homelessness Task Force also provides services and methods to apply on the government's homelessness program

According to the High Level Homelessness Taskforce Meetings reports (2020-2021)<sup>34,35</sup>, the members of High Level Homelessness Task Force committee attempt working together. The details of COVID-19 response were discussed in the meeting as well, the Minister and members agreed on strengthening the cooperation between government, local authorities and NGOs to secure and support citizen or homeless person who urgent need for help. For example, the Dublin Region Homeless Executive (DRHE) are engaging partnership with the Health Service Executive (HSE) and Department of Health Ireland to increase funding supports for homeless services. Additionally, High Level Homelessness Task Force also engaged the front line staff and homeless people to get vaccinated through the national vaccination program as the foremost prioritization.

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<sup>34</sup> Local Government and Heritage. Department of Housing, *High Level Homelessness Taskforce Meetings July to December 2020*, Government of Ireland (Local Government and Heritage Department of Housing, March 4, 2021), <https://assets.gov.ie/125298/34fd740d-9608-417a-a8df-94fa7f2fba22.pdf>.

<sup>35</sup> Local Government and Heritage Department of Housing, *High Level Homelessness Taskforce Meeting February 2021*, Government of Ireland (Local Government and Heritage Department of Housing, 2021), <https://assets.gov.ie/133124/a7905fb6-e0a7-4152-9ab5-4912b81078e5.pdf>.



### 6.3.3 Call for housing-2020

A call for housing-2020 policy is a new national call founded by Darragh O'Brien<sup>36</sup>, a minister for Housing Planning and Local Government from Department of Housing, Local Government and Heritage, Ireland. The program encourages property owners and developers to sell or lease their vacant properties to the government at current market price<sup>37</sup>. This program was launched due to COVID-19 situation in Ireland which preventing and securing those in urgent need in this time of crisis.

Furthermore, the concern of problems between property owners and tenant will be eliminated because after the owners lease their properties to the government (Local authority), the local authority will be a landlord of properties and manage all aspects in term of contracts<sup>38</sup>, the property owners has no relationship with the tenant to prevent the conflicts and complications which possibly turn a person to be homelessness.

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<sup>36</sup> "Minister O'Brien launches "Call for Housing 2020"," Rebuilding Ireland 2020, accessed June 16, 2021, <https://rebuildingireland.ie/news/minister-obrien-launches-call-for-housing-2020/>.

<sup>37</sup> Government of Ireland, *Call for Housing 2020 - A national call to property owners and developers*, Government of Ireland (Government of Ireland, 2020), [https://www.ipav.ie/sites/default/files/call\\_for\\_housing\\_booklet.pdf](https://www.ipav.ie/sites/default/files/call_for_housing_booklet.pdf).

<sup>38</sup> *ibid*



#### 6.3.4 Housing First implementation of Ireland

Housing First program is one of the national plan working along with Rebuilding Ireland action plan. The recent report which published by the government of Ireland was 'Housing First National Implementation Plan 2018-2021'. However, the core objectives of both Rebuilding Ireland and Housing First are the same, providing permanent and lasting solutions to end homelessness in long-term in Ireland. Housing First also intently supporting homeless in regards to mentally and physically health problems as well by giving them houses for rent based on the concept of housing is a basis right to everybody. Nevertheless, Housing First project of Ireland is more or less limited to the Dublin area only<sup>39</sup>.

Additionally, Housing First training in the region of Ireland, using the European Housing First Hub program. The first 'Housing First Service 'was applied in 2014, Dublin<sup>40</sup>. The project targeted 30 homeless people to be a sample group with long-term a long-term observation. The Dublin Housing First project successfully ended homelessness for long-term homeless and they moving out of hostels and shelters, and accessing other homeless services in the Dublin region. The Housing First did not only successfully for ending street / outside homelessness but also the

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<sup>39</sup> Daly, "National strategies to fight homelessness and housing exclusion, Ireland."

<sup>40</sup> Government of Ireland, *Housing First National Implementation Plan 2018-2021*, Local Government and Heritage Department of Housing, Department of Housing, Local Government and Heritage (Local Government and Heritage Department of Housing, September 25, 2018 2018), <https://assets.gov.ie/41658/0a0d8517d31848e78ad2b54829958b9f.pdf>.





individual's problems i.e. mentally and physically health of homeless are getting better as well.

The Housing First has been implemented in several ways that get along with other strategies. For example, delivering houses in Dublin Region under Housing First service fund, coordinating with local authority for supporting housing first (funding), Etc.

#### 6.4 Local Authority level

In this research will focus on Dublin City Council with The Homelessness Action Plan Framework for Dublin, 2019-2021 report. The frameworks of the Dublin Region Homeless Executive (DRHE) are providing a range of supports and services to the Dublin Joint Homelessness Consultative Forum and Management Group which specific responsibilities for the operational co-ordination of this Homelessness Action Plan<sup>41</sup>. Working under the Homelessness Action Plan Framework for Dublin, 2019-2021 included 3 main principles to follow to end homelessness in Dublin.

The first principle is 'Prevention'. The prevention strategy is aimed to reduce the number of homelessness in rough or emergency state and also stopping new cases of homelessness. In other word, preventing people at risk of becoming homelessness. The Dublin City Council established a particular team to take care

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<sup>41</sup> Dún Laoghaire-Rathdown County Council Dublin City Council, Fingal County Council and South Dublin County Council, *The Homelessness Action Plan Framework for Dublin, 2019–2021* (January 31, 2019), [https://www.homelessdublin.ie/content/files/Homelessness-Action\\_Plan-2019-2021.pdf](https://www.homelessdublin.ie/content/files/Homelessness-Action_Plan-2019-2021.pdf).

of this duties. Then, providing services, assistance or advices to secure persons who are at risk of homelessness. If they need helps, the team have to categorize them to particular groups of homelessness 1) Young People 2) Prison Discharges 3) Former Drug users leaving rehabilitation centers who are homeless or at risk of same 4) Hospital discharge of Homeless Persons to send them to a property department.

The second is 'Protection'. The protection strategy is providing homeless people from the emergency accommodation, preventing people from sleep in a rough condition by arranging sufficient emergency accommodation in Supported Temporary Accommodation (STA), Family Hubs and Private Emergency Accommodation. On this strategy, the Dublin Region Homeless Executive will cooperate with Health Service Executive (HSE) and Non-Governmental Organizations to facilitate services for homeless. Furthermore, the protection strategy is ready to support homeless people who have a drug addiction and need to treatment services as well.

The third is 'Progression 'strategy which Identifying and enabling pathways to long-term housing solutions. The goals of this strategy are reducing the number of homelessness and also reducing the cost of renting to be affordable for both private sector and social housing sector. The local authorities e.g. Dublin City Council could develop programs as prescribed in Rebuilding Ireland and also support Rebuilding Ireland's strategy to achieve same goal.



According to the ‘Local Authority Regional Financial Reports<sup>42</sup>’, showed that in 2020, the expenditure of Dublin Region Local Authority for homeless services in Dublin area was €158 million with several service providers such as Dublin Simon, Focus Ireland, Hail, Peter Mcverry Trust, Barka, Sophia Housing, Threshold, Depaul Trust, RESPOND!, Salvation Army, Son of Divine Providence, Crosscare, Focus HAT, NOVAS, R & G Administration, Anew, Ana Liffey and some private operators. Most of the expenditure was contributed to prevention, protection and supported homeless people in Dublin area. Sometimes, the services overlapped among service providers due to various organizations involved and the expenditure also expanded since services were provided from different providers.

#### 6.5 Partner level

In this research will focus on Focus Ireland, the organization was established by Sr. Stanislaus Kennedy. Sr. Stan while they were doing a research project about the lives of homeless women in Dublin, in 1985. The organization provided street-work services, low-cost meals, advice, information and help and finding a home for homeless people.

According to the Focus Ireland Information Guidebook: Working to end homelessness report<sup>43</sup> found that most of people who being at risk to become

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<sup>42</sup> Department of Housing, Short Homelessness Financial Report End of Year 2020 - Dublin.

<sup>43</sup> Focus Ireland, *Focus Ireland Information Guidebook: Working to end homelessness report*, Focus Ireland (Focus Ireland), <https://www.focusireland.ie/wp-content/uploads/2016/04/information-guidebook.pdf>.



homeless because they are lacking advices about their situation, and longer that person is homeless the more support they need to return to mainstream living. Hence, the organization has taken 4 steps to be a pathway to home model of service provision which consist of 1) Prevention 2) Contact and Assessment 3) Assessment Information Placement and 4) Supports in Housing.

In addition, according to the Focus Ireland: Annual report 2019. The current vision and mission of Focus Ireland are that everyone has a right to a place they can call home<sup>44</sup>. In 2019, the organization supported almost 1,800 families and 4,300 children who were at risk and approximately 14,200 people used their services. The Housing First model has implemented into Focus Ireland's action as well, plus developing the partnerships such as, Simon Community, Good Shepherd and NOVAS to provide a full Housing First service in local authorities in Waterford and the South East of Ireland. The organization not only tries to build new houses as they wish, along with the Rebuilding Ireland's plan but they also improving housing quality as well.

## 6.6 Conclusion of Ireland's case study

The overview of Ireland's strategies is 'delivering housing 'to homeless people and people who at risk. Due to the broken housing system and economic

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<sup>44</sup> Focus Ireland, *Focus Ireland: Annual report 2019*, Focus Ireland (2020), <https://www.focusireland.ie/wp-content/uploads/2020/09/Annual-Report-2019-Main.pdf>.



crisis in 2008 of Ireland, the strategies of National level (Rebuilding Ireland), Local level (Homelessness Action Plan Framework for Dublin) and Partner level (Focus Ireland) have focused at preventing new cases of homeless people, tracking homelessness who are on the street or public area and providing them houses.

For the COVID-19 responses were discussed in the High Level Homelessness Taskforce Meetings. For the most part mentioned regarding to strengthen the cooperation bond between the organizations, especially, the Dublin Region Homeless Executive and Health Service Executive to increasing the provision and budget/ring-fence at homeless services. Additionally, Darragh O'Brien, Minister for Housing Planning and Local Government also launched a call for housing to purchase or lease properties from the owners or developers to delivering housing to people who urgent need.

Furthermore, the National strategy also providing a Rebuilding Ireland Home Loan Scheme which can borrow up to 90% of the market value of the property to the first time buyer, engaging people to buy a house with extremely low interest rate products (APR 2.78-3.04%)<sup>45</sup>.

However, according to the reports, Irish government has implemented Rebuilding Ireland as a main actor to end homelessness, in contrast, Housing First policy had less implementations, Housing First project is limited to the Dublin area

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<sup>45</sup> "What is a Rebuilding Ireland Home Loan?," Rebuilding Ireland, 2020, accessed April 25, 2021, <http://rebuildingirelandhomeloan.ie/about/>.



only. The proofs are all the strategies of Local authorities and non-government organizations are under 5 main pillars of Rebuilding Ireland.

The amount of funding in 2018 is capital funding of €326 million<sup>46</sup>, provided for social housing construction and acquisition. In Budget 2019 the housing allocation was of the order of €2.4 billion. But of the capital allocation of €1.33 billion, only €1.25 billion was allocated for the delivery of just 10,000 new social homes (to be delivered through a mix of construction, acquisition and leasing).

In concluded, Rebuilding Ireland has put in place a range of policy responses to the homelessness crisis. Housing First has proven to be directed at individuals who have been sleeping rough and using emergency homeless accommodation on a long-term basis, with complex needs that have prevented them from exiting homelessness. Nevertheless, the main actor is Rebuilding Ireland that cover all strategy plans of Ireland. Housing First, local authorities and non-government organizations have worked under Rebuild Ireland's principles together.

## 7. Case study: Finland

### 7.1 The definition of homelessness in Finland

The definition of 'Homelessness' in Finland was defined by a government agency named The Housing Finance and Development Centre of Finland (ARA)

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<sup>46</sup> Daly, "National strategies to fight homelessness and housing exclusion, Ireland."



which has major responsibility for the implementation of Finnish housing policy also collecting statistics and information of homelessness within Finland. ARA defined homelessness as<sup>4748</sup>,

1. Homeless people are people who do not have a permanent residence, do not own a house or living in welfare home-type housing units

2. Homeless people are those living rough, in stairwells, shelters, staying in night shelters, Etc.

3. Homeless people are those who released prisoners who do not have housing arranged

4. Homeless people are people who lived temporarily with relatives or friends, due to lacking of their own permanent residences or accommodations.

5. Long-term homeless people are people who has a significant social or a health problem, such as debt, substance abuse or mental health problems. To be considered as a long-term homeless people, those persons have to experience homelessness at least one year.

## 7.2 Introduction of homelessness situation in Finland

In contrast, approaches to homelessness typically better than Ireland. Undoubtedly, Finland is the only country among European countries which the

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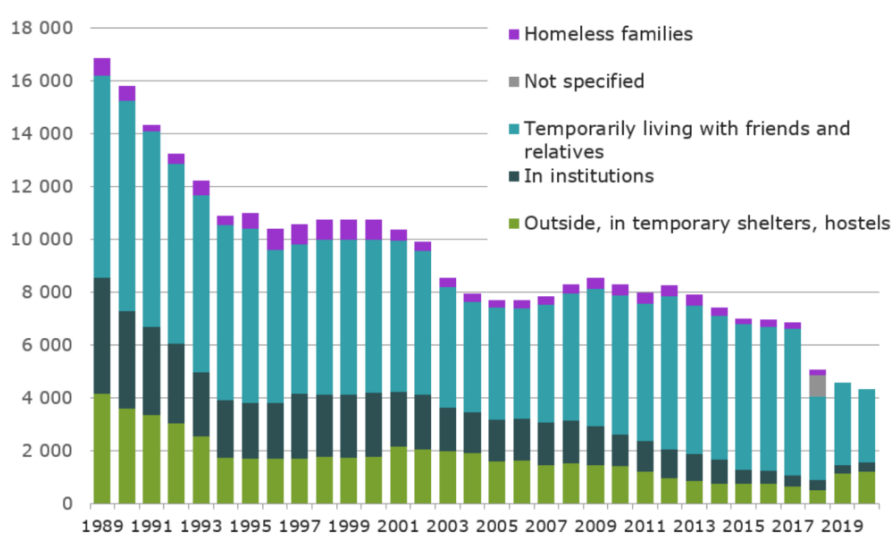
<sup>47</sup> Finland, *Report 2021: Homelessness in Finland 2020*.

<sup>48</sup> Olli Kangas and Laura Kalliomaa-Puha, *ESPN Thematic Report on National strategies to fight homelessness and housing exclusion Finland* (2019), <https://ec.europa.eu/social/BlobServlet?docId=21600&langId=en>.



number of homelessness reduced significantly since 1989 - 2020<sup>49</sup>. Back in 1989, the number of homelessness was over 16,000 people but in 2020, there was only 4,341 homeless people left and it was a huge reduction number of homelessness.

Figure 3: Number of Homelessness in Finland 1989-2019



Source: Housing Finance and Development Centre of Finland, 2021

In 2020, there were 4,341 homeless people who live alone and they can be divided into 4 group: 1) 64% of homeless people temporarily living with friends and relatives 2) 17% living outside, in temporary shelters, in public area, Etc. 3) 11% living in dormitories or hostels and 4) 8 % living in institutions such as hospital or prison.

<sup>49</sup> Finland, *Report 2021: Homelessness in Finland 2020*.



The official department which taking care of homelessness on national level in Finland is The Ministry of the Environment. Nevertheless, the ministry does not take action on homelessness directly but they established new organization, called the Housing Finance and Development Centre of Finland (ARA) that belongs to the administrative branch of the Ministry of the Environment. ARA has major responsibility for the implementation of Finnish housing policy. ARA also has loan schemes to encourage Finnish people to owning house. The subsidy loan covers 80-95% of building costs and price of the plot. In this research, the local authority level will look at Helsinki, as capital city of Finland. Finally, the partnership level will focus on the Y-foundation which is a non-profit social housing provider of Finland.

### 7.3 National level

#### 7.3.1 Action Plan for Preventing Homelessness in Finland 2016–2019

The department which take responsibilities to put an effort ending homelessness of Finland is Ministry of the Environment. The reason that the Ministry of the Environment have to deal with homelessness due to Finland government believed that the ministry has to provide a decent standard of living and environment to homeless people with both national legislation and international agreements. The main objectives of the Action Plan for Preventing Homelessness in Finland 2016–2019 are strengthening the prevention of homelessness, and



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preventing the recurrence of homelessness with the most cost-efficient<sup>50</sup>. The cost for this project is considered at €78 million within 4 years<sup>51</sup>, approximately. The budget was divided into two main categories, the construction, procurement, rental cost and service development and coordination cost. The cost of service development and coordination category is €24 million in total and the cost of construction, procurement and rental category is €54 million, approximately.

The measures that Ministry of the Environment, Finland have used can be divided into 2 measures:

1. Targeted measures to prevent homelessness

In this measure, they have been selected to reduce the price of housing to be more reasonable and affordable to the homeless and also initiated new kinds of construction and experimental projects in a form of housing which increasing the production of reasonably priced housing. Eliminating the threat of losing housing, preventing new cases of homeless people who facing difficulties on financial and at risk of losing their house by transferring the risk groups to independent housing and the cities will provide them to do a social work, such as environmental work, tenant sponsors or family networks for renting, instead of paying with money. The next step, the cities or municipalities have to improves their abilities to find

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<sup>50</sup> Ministry of the Environment, *Action Plan for Preventing Homelessness in Finland 2016–2019*, Ministry of Environment (June 16, 2016 2016), <https://www.homelesshub.ca/sites/default/files/attachments/Action%20Plan%20for%20Preventing%20Homelessness%20in%20Finland%202016%E2%80%932019.pdf>.

<sup>51</sup> *ibid*



employment and investigates the incentive traps against progress on the path to employment and education and finding solutions for them to end long-term homelessness.

## 2. Agreements, coordination and joint development

The agreements between the state and cities are important due to the large number of actors in the program and the several sources of funding require change management. Hence, a key objective of agreements is to ensure that all parties central to the measures are involved, create trust, competence and strengthen each other in solving problems to end homelessness.

### 7.3.2 Housing First implementation of Finland

All of the programs which related to reduce homelessness in Finland have been based on the Housing First model<sup>52</sup>, the whole system of Finland was built on the basis of the Housing First principles. The most important principle of Housing First was guided by the concept of independent house is a basic right of human.

The housing first principles consist of 4 principles. The first principle is housing enables independent lives, homeless people are guaranteed to have their own place to live such as, living in a rental apartment, supported housing unit or ordinary house.

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<sup>52</sup> "A Home of Your Own Housing First and ending homelessness in Finland," Y-Foundation, 2017, accessed April 26, 2021, [https://ysaatio.fi/assets/files/2018/01/A\\_Home\\_of\\_Your\\_Own\\_lowres\\_spreads.pdf](https://ysaatio.fi/assets/files/2018/01/A_Home_of_Your_Own_lowres_spreads.pdf).



The second principle is respect of choice. Since, drug addict is one of the target group of Housing First. Hence, the homeless people can choose whether they would like to get treatments and services or not. Even, the housing first has a goal to reduce the use of intoxicants but if the homeless people does not want to give up intoxicants, forcing them to do treatments is prohibited.

The third is Rehabilitation and empowerment of the resident and the fourth is Integration into the community and society. In those 2 principles are focusing on building a lively, supportive, and strong community which creates a feeling of permanence and thereby helps homeless people to feel connected to wider society. The goal of these principles are to building trust and an atmosphere of communality and find solutions together among staff and homeless people themselves. In other word, the principles are empowering the homeless people to have a sense of being a member of a community, then they can live in community again after owning house.

However, the Finnish Housing First model is different from the original model from U.S.A.. The Finish model have two key differences: 1) In Finland, the residents pay the rent themselves, but in U.S.A. the residents pay 30 percent of their income and 70 percent the landlord or organization that has arranged housing bears the responsibility for paying the rent. However, if Finish homeless people are not capable of paying the rent themselves, they can apply for housing support either and 2) The support system in Finland is offering according to their needs, making



use of the services that already exist in society, in contrast, the support system in the United States are automatically put together beforehand for treating a resident. Since, the Finnish government believes in individualism that all homeless people, everybody has their own story, their own history and they may also have their own problems. For that reason, the government have to make a very tailor-made plan for people, to provide adequate support<sup>53</sup>.

#### 7.4 Local authority level

In this research will focus at Helsinki, referred to ‘The Most Functional City in the World: Helsinki City Strategy 2017-2021 report<sup>54</sup>’ by City of Helsinki (Helsinki City Group). The City Group is governed and developed as an entity formed by the City and its subsidiaries, according to the Local Government Act. In the report, the City of Helsinki mentioned fighting against homelessness only in 2 line out of 16 pages<sup>55</sup>. Since the city of Helsinki believes preventing social exclusion, especially, education and employment is the most important recently.

However, the Helsinki City Group actively prepared the supporting about homelessness under the national program (Action Plan for Preventing Homelessness

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<sup>53</sup> "Housing is a human right: How Finland is eradicating homelessness," The Sunday Magazine, updated August 19, 2020, 2020, accessed April 26, 2021, <https://www.cbc.ca/radio/sunday/the-sunday-edition-for-january-26-2020-1.5429251/housing-is-a-human-right-how-finland-is-eradicating-homelessness-1.5437402>.

<sup>54</sup> Helsinki City Group, *The Most Functional City in the World, Helsinki City Strategy 2017–2021*, Helsinki City Group (Helsinki City Group, October 21, 2020 2017), <https://www.hel.fi/static/helsinki/kaupunkistrategia/strategia-en-2017-2021.pdf>.

<sup>55</sup> Group, *The Most Functional City in the World, Helsinki City Strategy 2017–2021*.

in Finland) and Housing First principles. The Homeless support unit in the Helsinki City Group will organize housing services for homeless people according to Housing First model which include housing advisory services, placement and evaluation, social work for supported living and Hietaniemenkatu service center. In the service center, homeless people is always welcomed, and discuss about their situation and condition with a social worker team and try to arrange housing for them.

## 7.5 Partner level

### 7.5.1 Y-Foundation

In this research will focus on Y-foundation, the foundation was established by Ilkka Taipale and Heikki S. von Hertzen, Deputy City Manager of Helsinki in 1985<sup>56</sup>, because back then there were almost 20,000 homeless people. The Y-foundation itself represented several organizations of Finland, such as the Finnish Red Cross, the Church Council, and the Association of Finnish Local and Regional Authorities<sup>57</sup>. In short, the goals of this foundation is to end homelessness in Finland by increasing the amount of affordable rental housing made available to homeless people. For over 30 years, the Y-Foundation has been buying flats, apartments and dwelling from the private market to use as rental residents for homeless people specifically.

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<sup>56</sup> "History of Y-Foundation," Y-Foundation, 2021, accessed June 26, 2021, <https://ysaatio.fi/en/history-of-the-y-foundation>.

<sup>57</sup> "Eradicating homelessness in Finland: the Housing First programme.," Centre for public impact, updated January 3, 2019, 2019, accessed June 17, 2021, <https://www.centreforpublicimpact.org/case-study/eradicating-homelessness-finland-housing-first-programme>.



After 2018 onwards, the Y-foundation has set a highly ambiguous strategy plans for 2020 - 2030, to more than ending homelessness but to ensure that all Finnish will have their own home to live. In the 'The Y-Foundation's strategy 2020-2030' report announced that in 2020, the foundation has done 6 regional offices, cooperated with 55 municipalities and built over 17,000 apartments around countries so far. In the strategy report, the foundation is trying to provide houses or apartments for everyone following Housing First Model with a decent lively community, financial counseling services, and also health care services for well-being of tenants.

In addition to long-term goals of this strategy, the foundation is not only intending to end homelessness, but strategy is also connected to the UN Sustainable Development Goals (11 goals) including:

UN SDGs

1. No poverty
3. Good health and well-being
5. Gender equality
7. Affordable and clean energy
8. Decent work and Economic growth
9. Industry, innovation and infrastructure
10. Reduced inequalities
11. Sustainable cities and communities



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12. Responsible consumption and productions

13. Climate action

17. Partnerships for the goals

The Y-foundation strategy and UN SDGs attempt to achieve 3 main objectives. The first is the economic and social well-being of tenants which aiming to enchant a quality of life of tenants as described above. The second is a fair transition towards carbon neutral living which attempts to reduce carbon emission and used more alternative energies for sustainable environment around community.

The third is eradicating homelessness in Finland and reducing it internationally, to achieve this objective the foundation will cooperate with municipalities and NGOs. In 2020, the Y-foundation has already cooperated with plenty of partners to succeed the objectives. For example, Ministry of Environment cooperated on the Cooperation Program to Halve Homelessness 2020–2022, Helsinki Deaconess Foundation with Project Toimekas: together for a better everyday life, the City of Helsinki with Housing First Development Network, the Finnish Association for Mental Health, The Helsinki Mother and Child Home Association on NEA project: Securing Housing for Women project, even on the European co-operation level as a member of FEANTSA.





### 7.5.2 European Social Fund: Municipal Strategies to Prevent Homelessness (2016 - 2019)

Municipal Strategies to Prevent Homelessness project is under the priority of Social inclusion. The project is run by the Housing Finance and Development Centre of Finland (ARA)<sup>58</sup>, aiming to develop homeless services and innovations with three stages of practice: early intervention, social inclusion and supported housing which are based on Finland's housing first principles.

*“Preventive action plans to tackle homelessness have been created in several municipalities. Additionally, the knowledge of pathways to homelessness has changed significantly and with it the shift from a remedial to a preventive mindset. We have developed a model of utilizing experts with hands-on experience in homelessness for the involved municipalities and are introducing that on a communal, national and international level.”*

Sina Rasilainen, Project Manager

The project is focusing on multi-sectoral cooperation network to preventing homelessness by teaching living skills courses to the participants. The main coordinators are the Housing Finance and Development Centre of Finland and

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<sup>58</sup> "Preventing homelessness in Finland's cities," European Commission, updated October 8, 2019, 2019, accessed June 16, 2021, [https://ec.europa.eu/regional\\_policy/en/projects/finland/preventing-homelessness-in-finlands-cities](https://ec.europa.eu/regional_policy/en/projects/finland/preventing-homelessness-in-finlands-cities).



partners include the six cities of Finland, Vantaa, Kuopio, Tampere, Jyväskylä, Espoo and Lahti<sup>59</sup>. Currently, the staff of the project consists of nearly 100 experts in homelessness issues, 20 of them were experienced facing homelessness as well. The projects also have cooperated with educational institutions, such as the Lahti University of Applied Sciences (LAB), civil servants and policy makers to develop preventive measures.

#### 7.6 Conclusion of Finland's case study

The overview of Finland's strategy to end homelessness is 'affordable housing for all' which has been aiming to control the cost of rental sector to be affordable. According to the report above, the national level strategy (Action Plan for Preventing Homelessness in Finland 2016–2019), the local level (Helsinki City Strategy 2017-202) and the partner level (Y-Foundation's strategy 2020–2030) have used Housing First Model as a role model for initiating policies or strategies. In short, all of the social policies and strategies of Finnish government to end homelessness are covered by Housing First Model.

The key characters of this strategy are Finnish government and Y-Foundation, a non-profit social housing provider of Finland that purchased flats, apartments and dwelling from market for over 30 years. Since, the CEO of Y-Foundation, Juha

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<sup>59</sup> "New strategies to prevent homelessness in Finland," European Commission, updated April 17, 2020, 2020, accessed June 16, 2021, <https://ec.europa.eu/esf/main.jsp?catId=46&langId=en&projectId=3545>.



Kaakinen was one of the architects of Housing First - Finland's national plan. The local level such as cities and municipalities of Finland have followed the housing policies from the government. Thus, the housing system of Finland about homelessness are running by Housing First. However, in Finland, the Housing First system is slightly different from the United States who originally created Housing First Model.

Furthermore, in Finland, the strategies also mentioned regarding to the supportive community, sustainable development, social well-being, reducing carbon emission in household units and using more alternative energies for sustainable environment around community to end homelessness. In addition, at local level as cities or municipalities have to improve and educate homeless people abilities to be able to reach at employment standards to end long-term homelessness.

The budget of the Action Plan for Preventing Homelessness in Finland 2016–2019 is €78 million<sup>60</sup>, and the total amount from the Fund for European Aid to the Most Deprived (FEAD) for the years 2014 to 2020 is €26.5 million<sup>61</sup>. The funds are primarily used for food aid, to alleviate the food shortages of the most deprived people. In addition, the FEAD implements measures to promote social inclusion, such as providing information on public and third- sector services and projects, as

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<sup>60</sup> Environment, *Action Plan for Preventing Homelessness in Finland 2016–2019*.

<sup>61</sup> Kalliomaa-Puha, *ESPN Thematic Report on National strategies to fight homelessness and housing exclusion Finland*.



well as guidance, counseling and support when using these services. Thus, FEAD is not directly used to combat homelessness, but there may be indirect loops back to homelessness via counseling, mentoring and the provision of information on the various services available for those in danger of social exclusion.

In conclusion, Finland has put Housing First Model to response homelessness through policy implementations. The government and Y-Foundation have responsibility to help homeless people, managing housing in stock, constructing and purchasing new, affordable housing. Also, building community for homeless people to quickly get back to society with eco-friendly model.

## 8. Conclusion

In generally, the Housing policies to end homelessness of these two countries aiming to reduce the number of homelessness through providing, delivering and controlling the prices of housing for homeless people or people who at risk. Even though, the policies and implementations are different but the final result that both countries expect are the same. Finland, the only country among EU counties which successfully at reducing and rescuing homelessness, since 1990 - 2020 through the main policy called 'Housing First', providing and rescuing without conditions. To be successful in long-term ending homelessness, the Finnish government put Housing First to be the main key role in policy-making processes. The outstanding methods of Housing First policy are rescuing and supporting



individuals, which both physically and mentally issues. The principles of Housing First respect in individuals and decision of clients (homeless people) which based on human rights basis, they can choose whether they want to take rehabilitation program or not.

In contrast, the number of homelessness in Ireland since 1990 to early 2020 was extremely high, the number rising uncontrollably. However, in mid-2020 until recently, after Iris government implemented Rebuilding Ireland and Rebuilding Ireland Home Loan in 2018, the number of homelessness have been reduced significantly. The Iris government choose Rebuilding Ireland program to be a key role to end homelessness in both long-term and short-term homelessness, implementing along with Housing First policy by focused at building more houses and delivering them to homeless people, also providing a home loan scheme for a first time buyers to prevent new cases of homeless.

The core methods to end homelessness of Rebuilding Ireland and Housing First in general are similar which providing, delivering and controlled the housing price in market. The only difference between Rebuilding Ireland and Housing First is caring policy. Rebuilding Ireland program aimed to build more residential sector for homelessness and people who at risk, meanwhile Housing First program of Finland purchased houses, dwelling and land from the private-market sector, and then built more houses, created communities for homeless people with services such as healthcare service center and counseling center. Furthermore, the Y-



Foundation, a partner with Finnish government which in charge of homelessness issues, also, added environmental protection into action and implementation within SDGs as well.

From the results of the study, it was found that the reason which made Finland more successful to end homelessness than Ireland is positively associated with the state welfare system. According to the state welfare regime theory of Gosta Esping-Andersen, Finland applied the social democratic welfare regime into practice. In this welfare regime, the government provided ‘citizens’s insurance’, which basically means, the government established a policy based on basic rights of humanity and gradually extend to all citizens around country for building equality inside a society by redistribution from citizens to citizens. The tax fees that citizen have to pay back to the government are extremely advanced. In exchange, the quality of life and human right basis in the society are decent and satisfactory. Since, Finland applied this welfare regime to administrate country, the citizens ’insurance covered homeless people inside the country likewise. The homeless people in Finland were rescued and supported by the government, local authorities, NGO partners and Finnish government also used European Social Fund on the group of homeless people as well. Therefore, the number of homelessness in Finland have been reduced effectively.

Meanwhile, Ireland applied the liberal welfare regime. In this welfare regime, the government initiated policies to support citizen alike the social democratic



welfare regime, the policies neither based on basic rights of humanity nor human rights, but based on needs. Additionally, the policies targeted on particular group of people, especially poor people on a worker class who can run GDP growth. Since the policies in this regime implemented on specific group, the tax fees that citizen have to pay are low. The objective of this welfare regime aimed to reduce a gap of inequality amid society and acting as a tool of ‘protection against poverty’. However, homeless people were not the main target group of supporting policies due to their lacking conditions in producing incomes and pushing GDP growth rate of the country’s. Thus, the strategies, policies and actions to end homelessness of Ireland was ineffectively even spending high amount of expenditure each year. Furthermore, the variously of Irish's departments and agencies can be obstacles in cooperation, directions and overlap of actions, compare to the Finnish departments and agencies which are smaller, hence, the directions of policies and implementations are much effective. However, after 2020 onwards, the number of homelessness in both Finland and Ireland have been declined satisfactorily with cooperation between organizations in national level, local level and partner level.

In conclusion, according to the results of the study, the main strategies and policies which effectively related to reduction of homelessness are providing, delivering and controlling the prices of housing strategies. Additionally, controlling the prices of rental sector in the market to be affordable for citizens. As a recommendation to be able to reduce homelessness in long-term, the government



must enlarge the services to cover more issues such as healthcare, consultation center in order to help individuals and education center to educate and improve skills of homeless people to reach the market needs to initiate sustainable development and growth for long-term result, not only building more houses. Since, one of the factor that can turn people to become homelessness are mentally and physically problems, also, lacking of financial consultants, not only economic issues. Furthermore, the strategies and policies have to base on human right basis, minimizing the scale of organizations in order to save expenditure costs and less sophisticated of framework.





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