

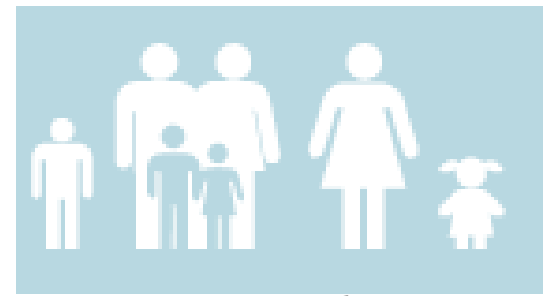
Using administrative data to inform operational and policy developments relating to family homelessness in the Dublin Region

Dr. Bernie O'Donoghue Hynes
Holly Morrin

**International Conference for Administrative
Data Research**
Belfast
21st & 22nd June 2018

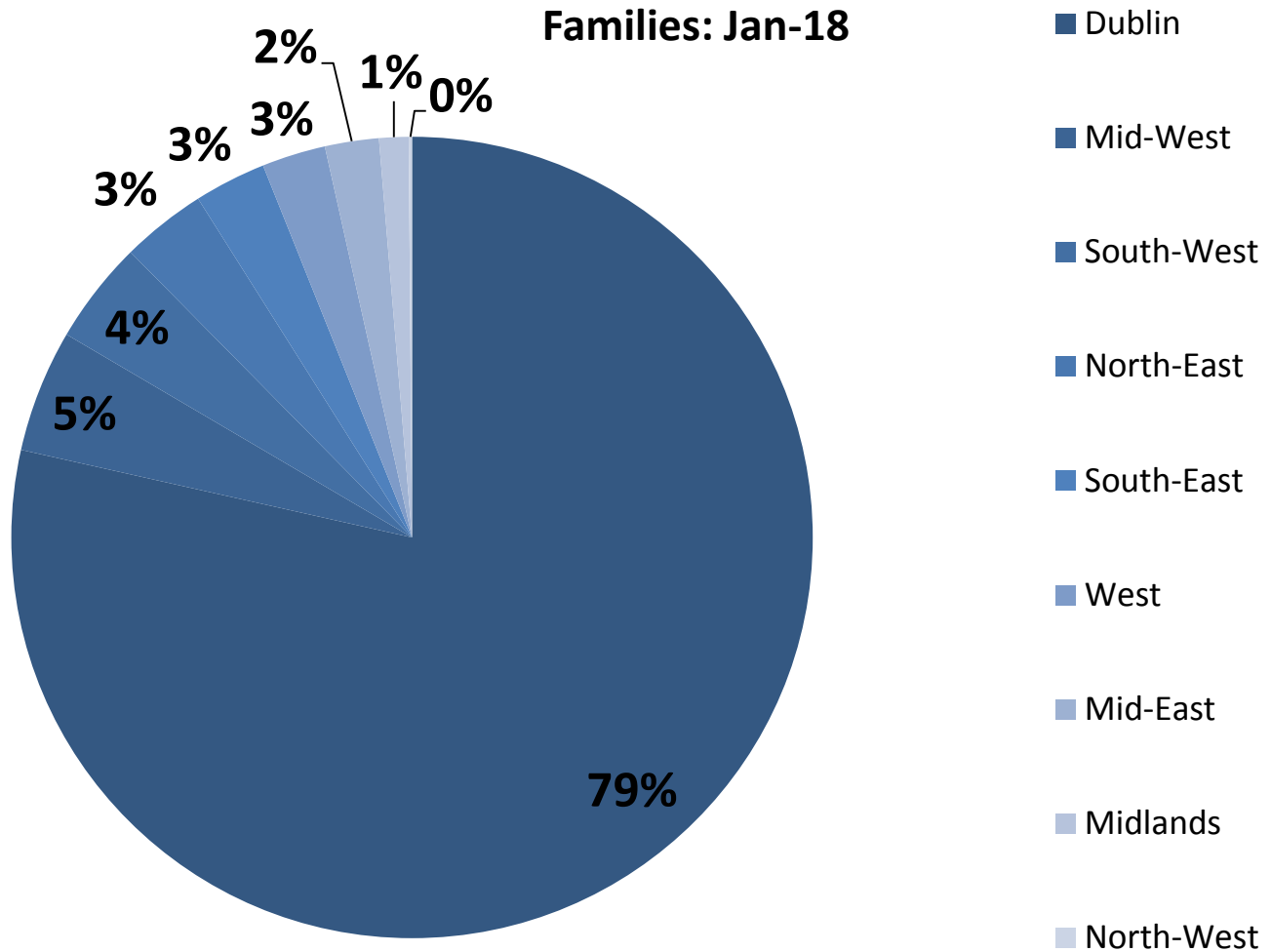


Presentation outline

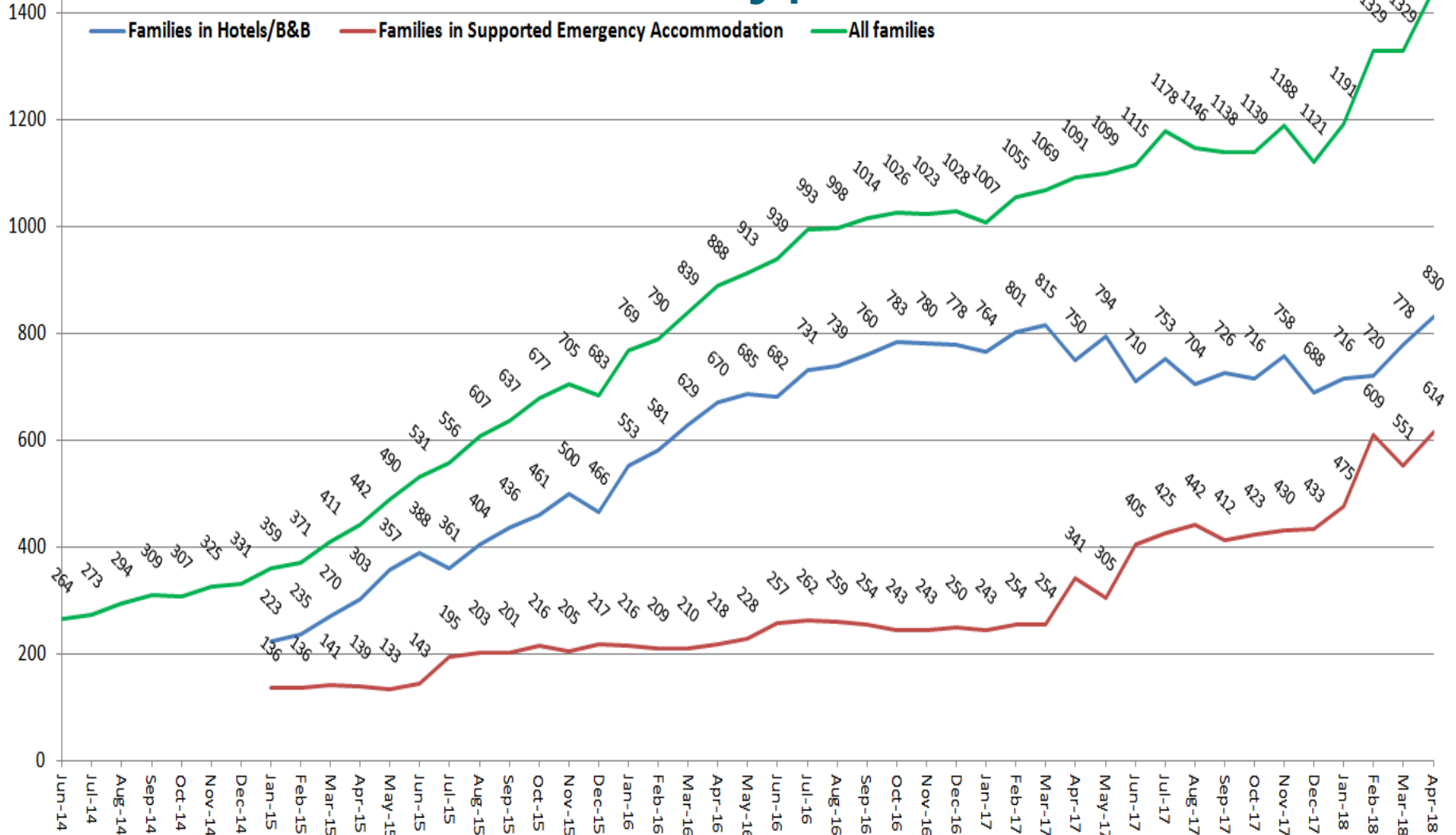


1. Context - family homelessness in the Dublin Region
2. Research methodology
3. Findings
 - Reasons for homelessness
 - Demographics
 - Rates of progression through services
4. Conclusions

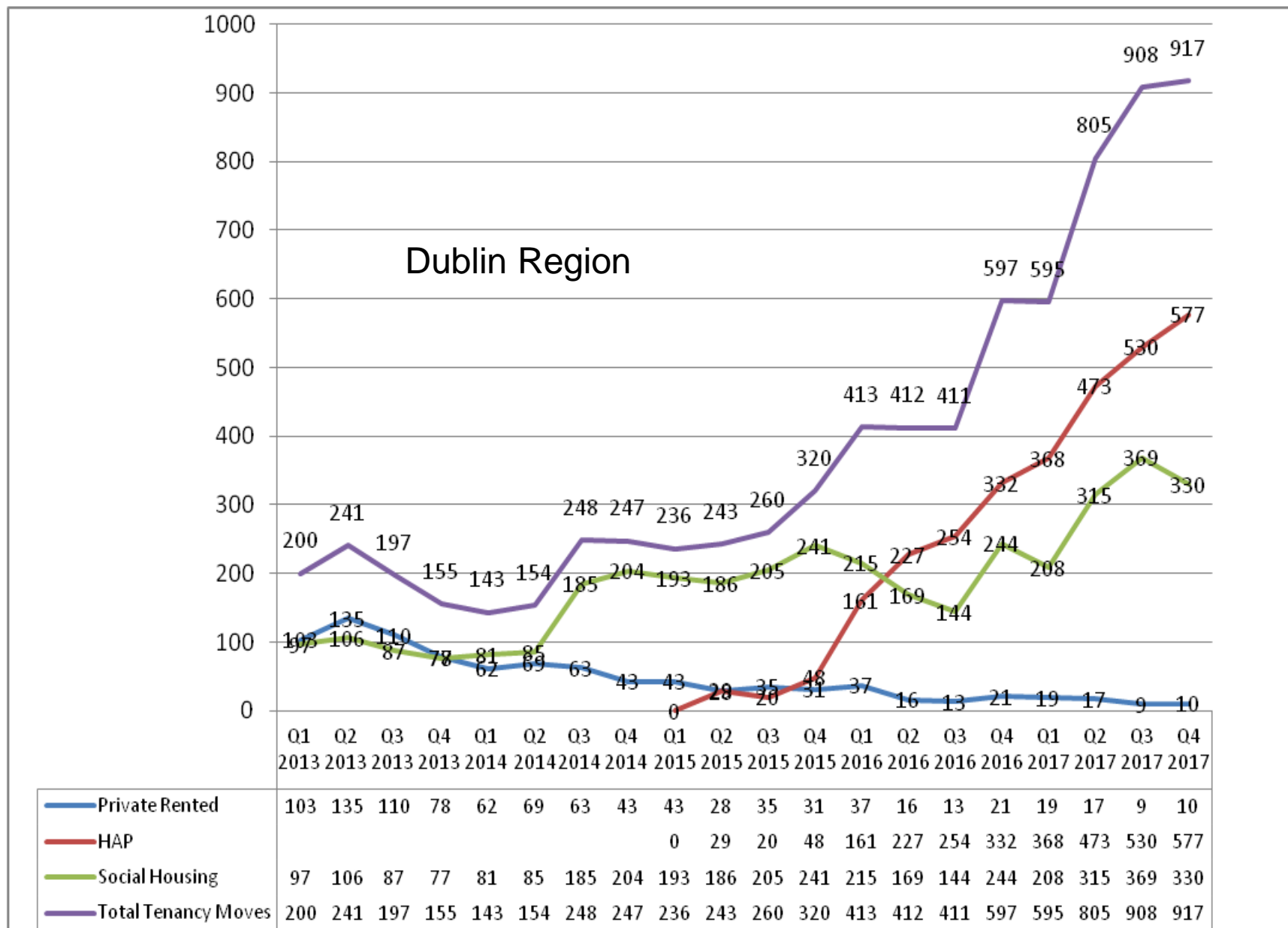
National family homelessness



Number of homeless families & accommodation type



Number of exits to tenancies and tenancy type:



Slow down in rate of growth

- Average Monthly Presentation 2015 = 65
 - Total net increase in families over the year (presentations – departures) = 352
- Average Monthly Presentation 2016 = 75
 - Total net increase in families over the year (presentations – departures) = 345
- Average Monthly Presentation 2017 = 81 (& 67 prevention)
 - Total net increase in families over the year (presentations – departures) = 93

Methodology

Context: increases in family homelessness, lack of robust data on reasons for homelessness

Objectives:

1. Develop data collection procedures to address this gap;
2. Provide comprehensive information on the families experiencing homelessness in Dublin;
3. Assist in focusing policy on the effective management of services in the Dublin Region and the development of a regional and national response to the issue of housing supply.

Methodology

Sample: All families who newly experienced homelessness in 2016 and 2017 (n=1,878)

Data:

1. Administrative data recorded by the four local authorities in the Dublin Region i.e. initial assessment forms filled out with the families
2. PASS data – is the national shared database for bed and case management. It provides real-time information for homeless presentation; bed occupancy; and departures from accommodation.

Data analysis: SPSS and excel

Initial assessment form

Initial Assessment Placement Form		Date of 1st presentation: DD MM YYYY	
<p>Pass Consent I consent to have information recorded about me and my use of services on PASS. I understand that this information will be shared with other core homeless service providers in Dublin. I have been informed of my rights to access all of the information recorded about me on PASS</p>			
Signed: _____		_____	
Consent refused: <input type="checkbox"/>		<input type="checkbox"/>	
Witnessed by: _____		Date: _____	
Main Applicant		Linked Applicant	
Pass ID			
SECTION 1: BIOGRAPHICAL DETAILS			
First Name			
Surname			
Date of Birth			
P.P.S.N.			
I.D. presented			
Contact Number			
Email Address			
Local Authority			
Nationality	Irish <input type="checkbox"/> EU <input type="checkbox"/> UK <input type="checkbox"/> Non EU <input type="checkbox"/>	Irish <input type="checkbox"/> EU <input type="checkbox"/> UK <input type="checkbox"/> Non EU <input type="checkbox"/>	
Country of birth			
Citizenship (if different)			
Visa status (if applicable)	Stamp No. _____ Asylum <input type="checkbox"/> No Status <input type="checkbox"/> GNIB or IPR card No _____	Stamp No. _____ Asylum <input type="checkbox"/> No Status <input type="checkbox"/> GNIB or IPR card No _____	
If Stamp 4, please select the type	Refugee/Subsidiary protection	Irish citizen child	Refugee/Subsidiary protection
	Permission to remain	Spouse of Irish	Permission to remain
	Family reunification/EU FAM	Other _____	Family reunification/EU FAM
			Other _____
Were you in care as a child	Yes <input type="checkbox"/> No <input type="checkbox"/>	Yes <input type="checkbox"/> No <input type="checkbox"/>	
If YES, what type of care? Tick more than one if applicable	Residential <input type="checkbox"/> Foster <input type="checkbox"/> Relatives <input type="checkbox"/>	Residential <input type="checkbox"/> Foster <input type="checkbox"/> Relatives <input type="checkbox"/>	
SECTION 2: FAMILY COMPOSITION			
Single		No. of children/dependents living with	Under 18 Over 18
Couple (married)		No. of children not living with	
Couple (not married)			
SECTION 3: HOUSING WAITING LIST			
Are you currently on a housing waiting list?	Yes <input type="checkbox"/> No <input type="checkbox"/>	If YES for which local authority?	
Housing REF no.		Verified on LA database	Yes <input type="checkbox"/> No <input type="checkbox"/>

Findings from the research using administrative and PASS data

1. Reasons for homelessness: A single primary reason for homelessness provided by the families was extracted and reviewed.
2. Demographic information: which families are most susceptible to homelessness?
3. Family progression through homeless services: The rate at which families leave homeless accommodation and where they leave to.

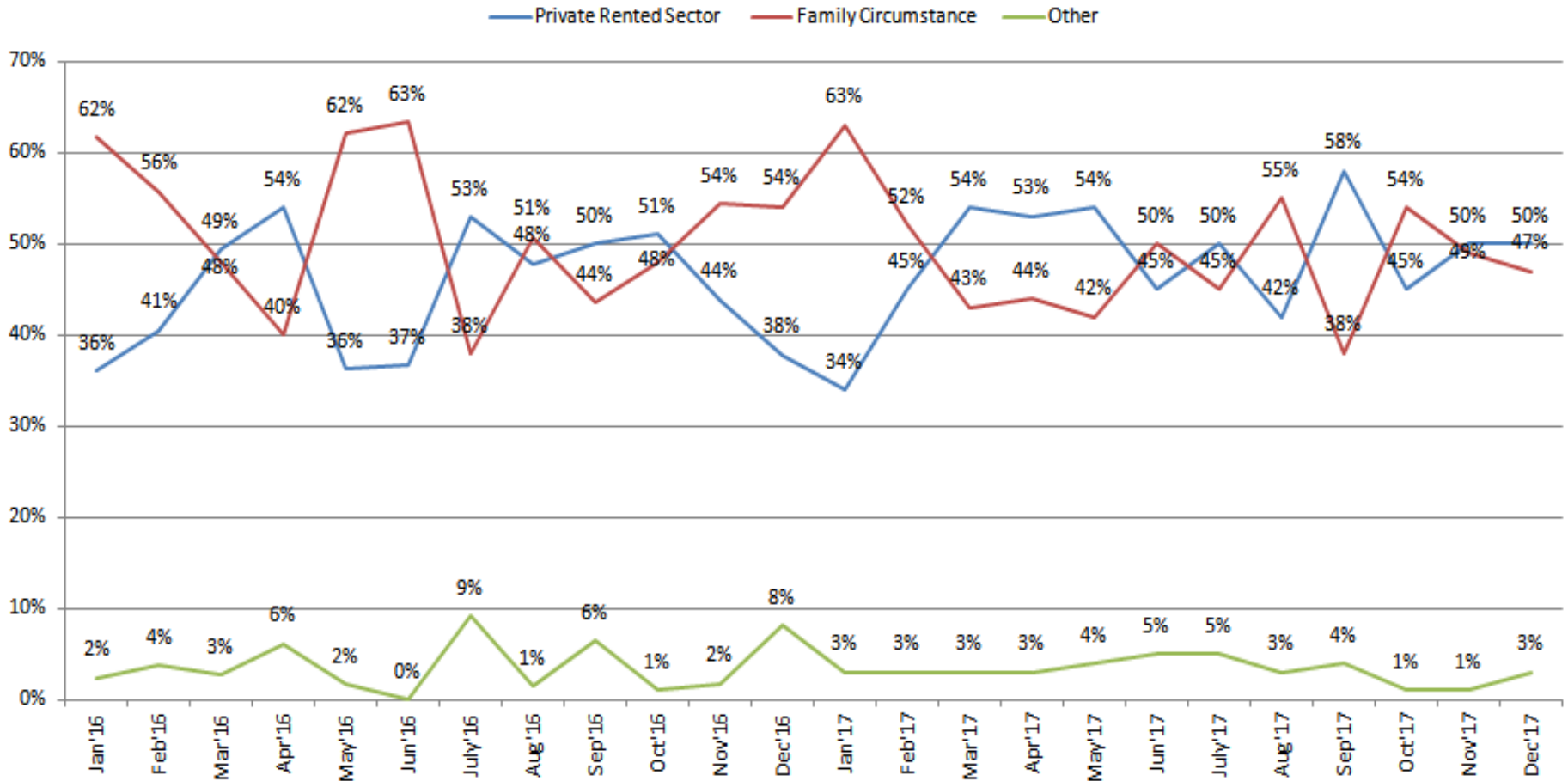
1. Reasons for homelessness*

Two primary reasons:

1. Leaving the private rented sector on foot of a Notice to Quit
2. Leaving the home of family or friends as a result of relationship breakdown and/or overcrowding

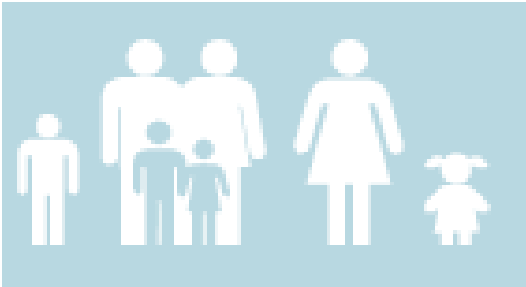
*A small number of families reported 'other' reasons for homelessness

% Reasons for homelessness by month



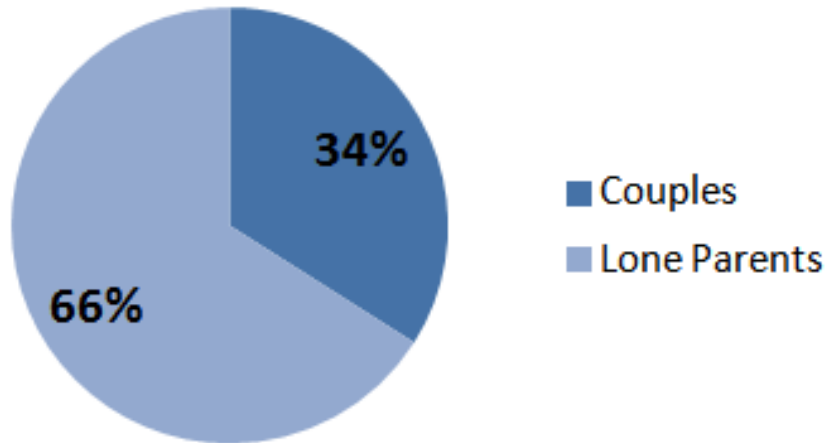
2. Demographics: 2016 & 2017 families

- Family type
- Family size
- Nationality



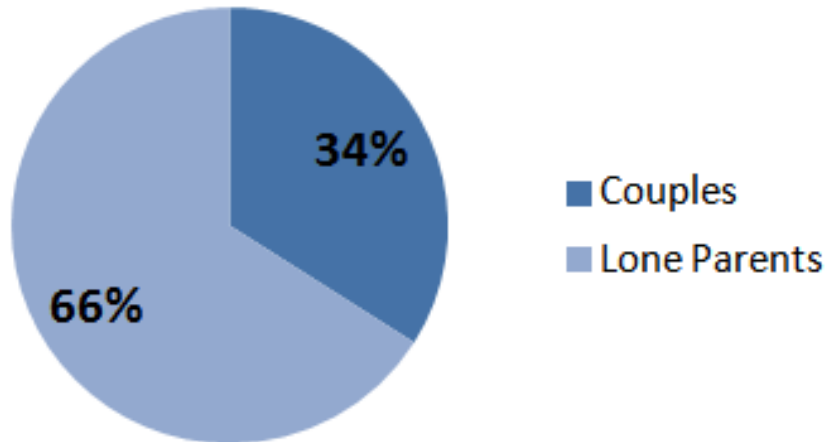
Family type

Newly homeless families in
Dublin region, 2016 &
2017 families

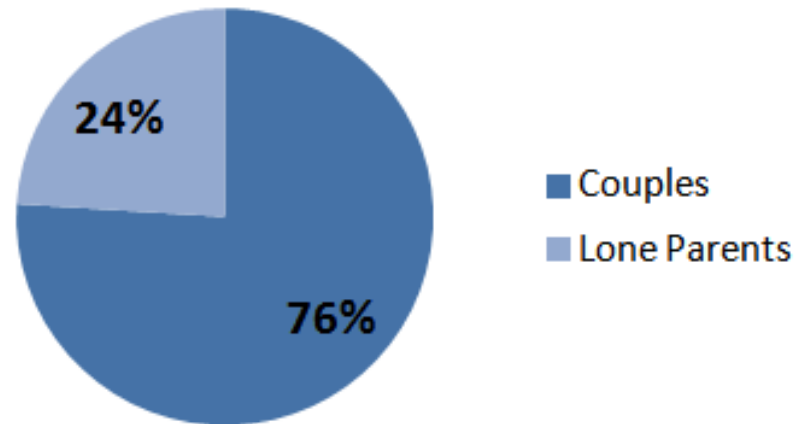


Family type

Newly homeless families in Dublin region, 2016 & 2017 families



Families in the national general population, Census 2016



Family size

Number of children per family	New families who accessed emergency accommodation Dublin Region, 2016	New families who accessed emergency accommodation Dublin Region, 2017
1 Child	46%	45%
2 Children	28%	28%
3 Children	12%	16%
4+ Children	14%	11%
Total	100% (n=878)	100% (n=971)

- CSO 2016: Families with four or more children = 7%

Nationality

Nationality	New families who accessed emergency accommodation Dublin Region, 2016	New families who accessed emergency accommodation Dublin Region, 2017
Irish	68%	67%
EU	9%	12%
Non-EU	23%	21%
Total	100% (n=878)	100% (n=971)

- CSO 2016: Non-Irish National = 12% of general population

Families more vulnerable to experiences of homelessness

1. Lone parent families
2. Larger families
3. Non-Irish national families

3. Family progression through homeless services

Where are the **2016** families in:

May 2017

- 5 months after year end;
- Families presented between 5 and 17 months previously.

3. Family progression through homeless services

Where are the **2016** families in:

May 2017

- 5 months after year end;
- Families presented between 5 and 17 months previously.

February 2018

- 14 months after year end;
- Families presented between 14 and 26 months previously.

Accommodation status of 2016 families

2016 families		
Accommodation status	Reported status May 31 st 2017	Percentage of families
Departed to tenancy	288	32%
No departure reason	149	17%
Still in emergency accommodation	433	48%
Returned to emergency accommodation	-	-
Insufficient information available	32	3%
Total	902	100%

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Accommodation status of 2016 families

2016 families				
Accommodation status	Reported status May 31 st 2017	Percentage of families	Updated status February 28 th 2018	Percentage of families
Departed to tenancy	288	32%	487	54%
No departure reason	149	17%	161	18%
Still in emergency accommodation	433	48%	210	23%
Returned to emergency accommodation	-	-	16	2%
Insufficient information available	32	3%	28	3%
Total	902	100%	902	100%

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Insufficient information available	32	3%	28	3%
Total	902	100%	902	100%

Type of tenancy 2016 families

2016 families	
Type of tenancy	Moves to tenancy as of May 31st 2017
Housing Assistance Payment	204
Local Authority Housing	51
Approved Housing Body	33
<i>Total</i>	288

Type of tenancy 2016 families

2016 families				
Type of tenancy	Moves to tenancy as of May 31st 2017	Unsustained tenancies	Additional moves to tenancy	Total moves to tenancy as of Feb 28th 2018
Housing Assistance Payment	204	(-4)	19	219
Local Authority Housing	51	-	115	166
Approved Housing Body	33	(-2)	71	102
Total	288	(-6)	205	487

Duration in emergency accommodation prior to departure to tenancy at February 28th 2018: 2016 families

2016 families			
Tenancies secured as of February 28th 2018		Average duration in emergency accommodation	
Tenancy type	No. of tenancies	Average no. of months	Average no. of days
Homeless Housing Assistance Payment	219	5	151
Local Authority Housing	166	15	454
Approved Housing Body	102	14	436
All tenancy types	487	10 months	314 days

Accommodation status of 2016 families

2016 families				
Accommodation status	Reported status May 31 st 2017	Percentage of families	Updated status February 28 th 2018	Percentage of families
Departed to tenancy	288	32%	487	54%
No departure reason	149	17%	161	18%
Still in emergency accommodation	433	48%	210	23%
Returned to emergency accommodation	-	-	16	2%
Insufficient information available	32	3%	28	3%
Total	902	100%	902	100%

Duration in emergency accommodation prior to departure with no reason at February 28th 2018: 2016 families

2016 FAMILIES		
Duration accessing services	No. of families May 31st 2017	No. of families February 28th 2018
Up to 6 nights	41	40
1-4 weeks	33	28
1-5 months	54	55
6-11 months	18	21
12+ months	3	17
Total	149	161

** There was an increase of 22 families and 10 families that returned who had previously departed – net increase 12*

Accommodation status of 2016 families

2016 families				
Accommodation status	Reported status May 31 st 2017	Percentage of families	Updated status February 28 th 2018	Percentage of families
Departed to tenancy	288	32%	487	54%
No departure reason	149	17%	161	18%
Still in emergency accommodation	433	48%	210	23%
Returned to emergency accommodation	-	-	16	2%
Insufficient information available	32	3%	28	3%
Total	902	100%	902	100%

Where are the **2017** families in February 2018?

Where are the **2017** families in February 2018?

2017 families		
Accommodation status as of February 28th 2018	No. of families	Percentage of families
Departed to tenancy	232	24%
No departure reason	126	13%
Returned to family/friends	5	0.5%
Still in emergency accommodation	605	62%
Insufficient information available	8	0.5%
<i>Total</i>	976	100%

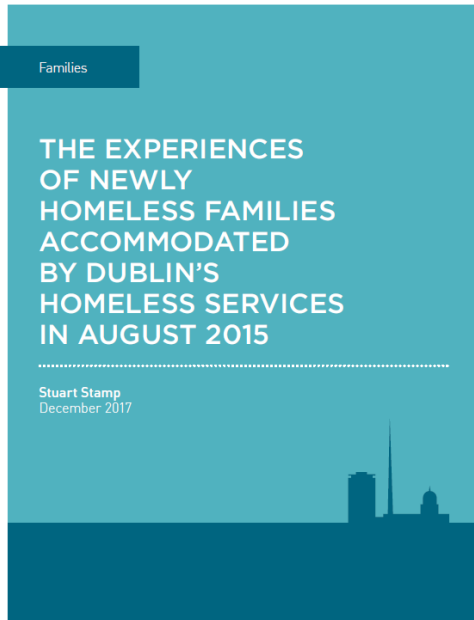
Summary of key findings:

- The number of monthly presentations has increased steadily since 2014, reaching an average of 81 new families per month in 2017.
- Almost a 50/50 split in reasons for homelessness between family circumstance and difficulties in the private rented sector.
- Lone parent, larger families and non- Irish national families more vulnerable to experiences of homelessness.
- 1 in 6 families leave without the support of homeless services, the majority of which had very short stays in EA.

Limitations of administrative data

- Available data captures a single reason for homelessness;
- Reasons for homelessness often more complex

Previous qualitative research indicated that many families in the family circumstance category had previously departed from private rented accommodation.



Implications (1)

1. Review of the initial assessment form to capture more robust data

- Reasons for homelessness and previous accommodation categories added for consistency

OLD INITIAL ASSESSMENT FORM

SECTION 2: Details of Homelessness

Is this your first experience of homelessness?		Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
Length of time homeless					
Reason for homelessness					
What homeless services have you/do you use and are you excluded from any					

NEW INITIAL ASSESSMENT FORM

Reasons for homelessness

SECTION 4: DETAILS OF HOMELESSNESS

Is this your first experience of homelessness?

Yes No

If NO, has it been two years or more since you have been homeless (i.e. no PASS record exists anymore)

Yes No

Please indicate the reason/s for your current experience of homelessness according to type of previous accommodation:

	Private Rented	Local Authority	Home owner	Parental/ family home	Other	Verified	
NOT – landlords family use						Yes	No
NOT – property to be sold						Yes	No
NOT – landlords bankrupt/ receivership						Yes	No
NOT – tenant rent arrears						Yes	No
NOT – anti social behaviour						Yes	No
NOT – building work/repairs						Yes	No
Invalid/illegal NOT						Yes	No
Voluntarily left property without NOT						Yes	No
No income source						Yes	No
Property repossessed						Yes	No
Relationship breakdown – parent						Yes	No
Relationship breakdown – partner						Yes	No
Relationship breakdown - other (please specify below)						Yes	No
Overcrowding						Yes	No
Overcrowding multiple addresses						Yes	No
Experience of anti social behaviour						Yes	No
Mental health problems						Yes	No
Leaving general hospital						Yes	No
Leaving from prison						Yes	No
Leaving from psychiatric care						Yes	No
Leaving HSE childcare services						Yes	No
If OTHER please give details (e.g. addiction, disabilities)							

OLD INITIAL ASSESSMENT FORM

Accommodation history

SECTION 3: Accommodation History: (Please give details of previous accommodation over past 5 years (if applicable))

Address	Nature of Tenure	Date at address		Reason for leaving
		From [][][][][][][][][]	To [][][][][][][][][]	
		From [][][][][][][][][]	To [][][][][][][][][]	
		From [][][][][][][][][]	To [][][][][][][][][]	
		From [][][][][][][][][]	To [][][][][][][][][]	
		From [][][][][][][][][]	To [][][][][][][][][]	

NEW INITIAL ASSESSMENT FORM

Accommodation history

SECTION 5: ACCOMODATION HISTORY

Please give details of previous accommodation (four if applicable) that you have resided in. Number them in order of most recent with one being the most recent:

Address	Type of accommodation (Please select from list provided)	Date at address	
		From	To
		From	
		To	
		From	
		To	
		From	
		To	
		From	
		To	

	Abbreviation		Abbreviation
Homeowner	HO	Parents/Family: PR	FAM/PR
Traveller accommodation	TA	Parents/Family: LA/AHB	FAM/LA
Direct provision/asylum	DP	Parents/Family: Homeowner	FAM/HO
Local authority tenancy	LA	Living/staying with friends	FAM/FR
Approved housing body	AHB	Domestic violence refuge	DV
Private rented	PR	Long term accommodation	LTA
PR with HAP (or RAS/rent supplement)	PR/HAP	Emergency accommodation	EA

Implications (2)

2 Informed a change in the scheme of lettings in Dublin City Council

- Families who newly present as homeless no longer get 'priority' on the housing waiting list.

THE IRISH TIMES

Tue, Jun 12, 2018

NEWS

SPORT

BUSINESS

OPINION

LIFE & STYLE

CULTURE

Social Affairs > Religion & Beliefs

Council to stop giving homeless families priority on housing list

Council hopes move will prompt families to use financial supports and rent independently

© Tue, May 15, 2018, 01:00

Conclusions

- Combined use of administrative and PASS data gives a more complete picture of patterns of service use and engagement with homeless services among families newly experiencing homelessness;
- Provided a comprehensive profile of families experiencing homelessness;
- Allowed for a discovery of previously unknown information particularly around departures from accommodation;
- Actively used to plan for services and support families experiencing homelessness;
- Contributed to policy discussions – homeless priority on housing waiting list.

Families

REPORTED REASONS FOR FAMILY HOMELESSNESS IN THE DUBLIN REGION: JULY TO DECEMBER 2017

January 2018

Families

THE EXPERIENCES OF NEWLY HOMELESS FAMILIES ACCOMMODATED BY DUBLIN'S HOMELESS SERVICES IN AUGUST 2015

Stuart Stamp
December 2017

 **Fidheannasacht um Dhomhan or Éireag**
Dublinne Ríogainn Bhailé Anca Cléirí
Dublin Region Homeless Executive

Families

A REPORT ON THE 2016 AND 2017 FAMILIES WHO EXPERIENCED HOMELESSNESS IN THE DUBLIN REGION

Holly Morrin and Dr. Berniie O'Donoghue Hynes
April 2018

Homelessness and Housing Needs

Homelessness and the Assessment of Housing Needs 2016: Report for Dublin

Michelle Reilly and Pathie Maphosa

 **Fidheannasacht um Dhomhan or Éireag**
Dublinne Ríogainn Bhailé Anca Cléirí
Dublin Region Homeless Executive

Census 2016 Homeless Results

 **Fidheannasacht um Dhomhan or Éireag**
Dublinne Ríogainn Bhailé Anca Cléirí
Dublin Region Homeless Executive

<http://www.homelessdublin.ie/publications>

Questions?

• Block 1, Floor 2,
• Dublin City Council Civic Offices,
• Wood Quay, Dublin 8

• Phone: 01 222 6861 or 01 222 6891

• Email: drheresearch@dublincity.ie

• Web: www.homelessdublin.ie

•  @HomelessDublin

•  HomelessDublin



Feidhmeannacht um Dhaoiné ar Easpa
Dídine Réigiún Bhaile Átha Cliath

Dublin Region Homeless Executive