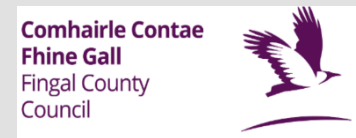


Dr. Bernie O'Donoghue Hynes, DRHE Head of Research
Dr. Richard Waldron, UCD & Dr. Declan Redmond, UCD



Using administrative data from a national shared services database to target the delivery of homeless services in the Dublin Region



Presentation outline

- **Context: Homelessness in the Dublin**
- **PASS: national shared services data-base**
- **Typology: Patterns of Service Use**
- **Methodology: Dublin**
- **Findings:**
 - **3 years (2012-2014): All adults in accommodation and those rough sleeping**
- **Implications of the evidence**
 - **5 years (2012-2016): All 'households' in accommodation and rough sleeping**
- **Implications of the evidence**
- **Conclusion**

Homelessness in the Dublin Region



March 2018

Region	Adults	Children	Total	Percentage
Dublin	4,107	2,780	6,887	71%
South-West	402	214	616	6%
West	280	218	498	5%
Mid-West	361	108	469	5%
Mid-East	319	143	462	5%
South-East	352	64	416	4%
Midlands	95	54	149	2%
North-East	60	49	109	1%
North-West	59	16	75	1%
Total	6,035	3,646	9,681	100%

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Homelessness in the Dublin Region

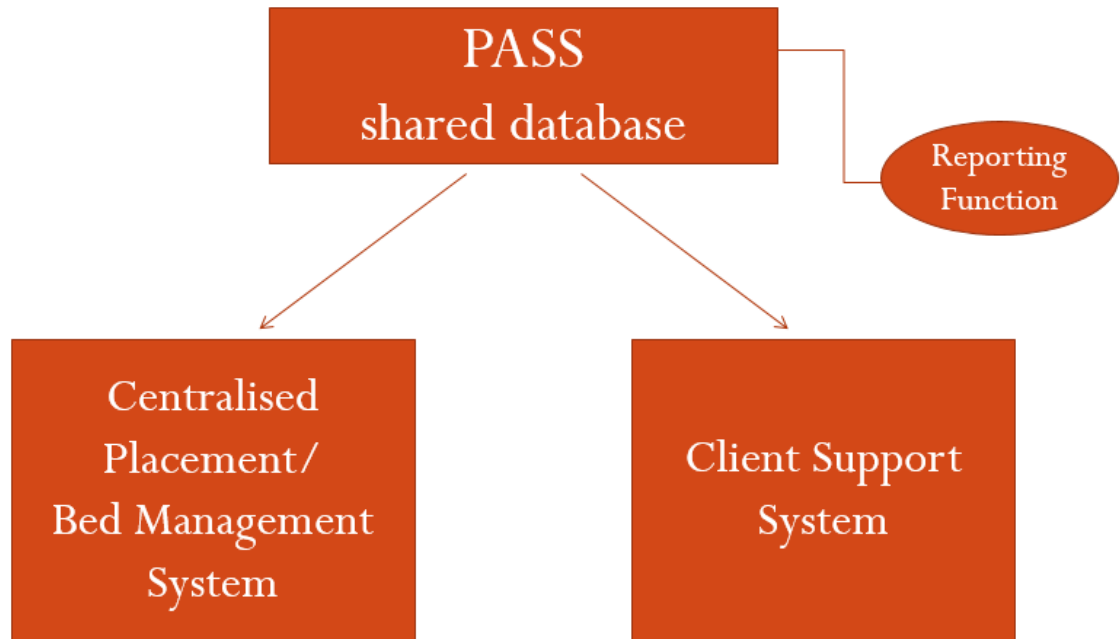


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Pathway
Accommodation &
Support
System

A Shared Homeless Client Database



Patterns of Service Use Typology

*Kuhn &
Culhane '98*

Three Clusters Emerge for Singles:

- **Transitional Service Use:** 80% Service Users
 - Move directly through services; young.
 - Precarious housing; catastrophic event (i.e., unemployment, separation, fire, etc.).
 - Low support needs.
- **Episodic Service Use:** 10% Service Users
 - Intermittent use of services over time; young
 - Combines with rough sleeping, hospital, imprisonment
 - Medical/Mental Health/Substance Misuse
- **Long-term/Chronic Service Use:** 10% Service Users
 - Long-term use of emergency accommodation; older.
 - Significant and enduring health and other support needs.

Patterns of Service Use Typology

*Culhane et al,
2007*

Three Clusters Emerge for Families:

- **Transitional Service Use:** 75% Service Users
 - Move directly through services; young.
- **Episodic Service Use:** 5% Service Users
 - Intermittent use of services over time; young
- **Long-term/Chronic Service Use:** 20% Service Users
 - Long-term use of emergency accommodation; older.

Cluster analysis - technique

- Cluster Analysis carried out by Dr. Richard Waldron and Dr. Declan Redmond (UCD) using same method as Kuhn and Culhane (1998)
- **Two variables** for every adults:
 - number of episodes;
 - number of days per episode
- **Episodes separated by 30 day intervals**
 - Single day intervals also tested
- **Demographic data:**
 - gender, age & nationality.
 - No ability to link to health data
- **Data censored left and right**
 - only episodes relating to the period were included
- **Categorise as 'households'**
 - identifying linked partners

3 year
dataset

&

5 year
dataset

- 2012-2014 (3 year data set)
 - All adults using emergency accommodation
 - All adults engaged in rough sleeping (unique to the Irish data)
 - Demographic data for all
 - International comparison limited as mix of households in Dublin dataset

Final dataset: 7,254 adults; 127,774 episodes; 897,030 nights

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Final dataset: 7,254 adults; 127,774 episodes; 897,030 nights

- 2012-2016 (5 year data set)
 - All adults using emergency accommodation
 - All adults engaged in rough sleeping (unique to the Irish data)
 - Demographic data for all
 - All 'households': singles and families
 - Enable full international comparison
 - Limited demographic information

Final dataset: 12,734 adults; 312,605 episodes; 2,019,895 nights

International application of typology

- US:
 - Kuhn & Culhane, 1998: New York City & Philadelphia
 - Culhane et al, 2007: New York City, Philadelphia, Columbus & State of Massachusetts
- Canada:
 - Aubrey et al, 2013: Toronto, Ottawa & Guelph
 - Rabinovitch et al, 2014: Greater Victoria
 - Kneebone et al, 2015: Calgary
- Denmark:
 - Benjaminsen & Andrade, 2015: National

Comparison of Data Set Characteristic

Location	Time period	Family type	Final population
New York City	3 years	Single	73,263
Philadelphia	2 years	Single	6,897
New York City	3 years	Family	10,461
Philadelphia	3 years	Family	1,673
Columbus	2 years	Family	674
Massachusetts	2 years	Family	494
Toronto	4 years	Single	56,533
Ottawa	4 years	Single	18,879
Guelph	4 years	Single	1,016
Greater Victoria	4 years	Single	4,332
Calgary	5 year	Single	32,972
Denmark	11 years	Single	25,326
Dublin	3 years	Both	7,254

Findings:
2012-2014
All adults

3 year data (2012-2014)

		Temporary%	Episodic%	Long-stay%
New York City	Family	73.4	5.1	21.5
Massachusetts (State)	Family	73.9	6.1	20.0
Philadelphia	Family	72.2	7.8	20.0
Columbus	Family	80.0	2.1	17.9
Denmark (National)	Singles	77.2	7.0	15.8
<i>Dublin</i>	<i>Both</i>	<i>78.0</i>	<i>9.3</i>	<i>12.7</i>
New York City	Singles	81.0	9.1	9.8
Philadelphia	Singles	78.5	11.7	9.8
Toronto	Singles	87.5	8.5	4.0
Guelph	Singles	93.6	3.4	3.1
Ottawa	Singles	87.8	10.5	1.8
Calgary	Singles	86.0	12.4	1.6
Greater Victoria	Singles	84.9	13.6	1.5

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2012-2014

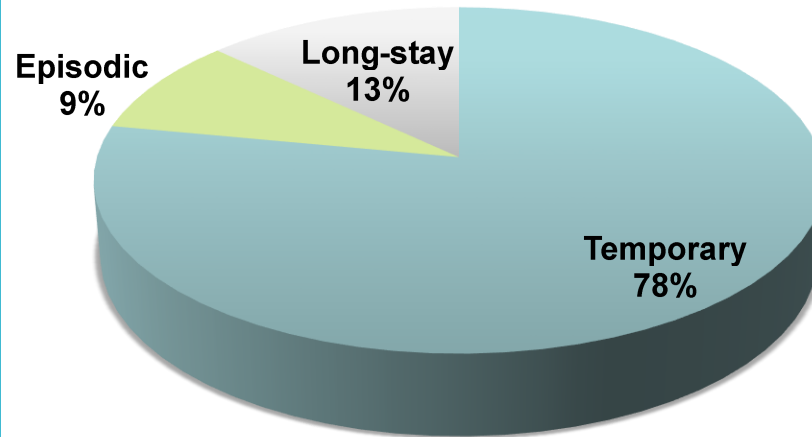
All adults

3 year data (2012-2014)

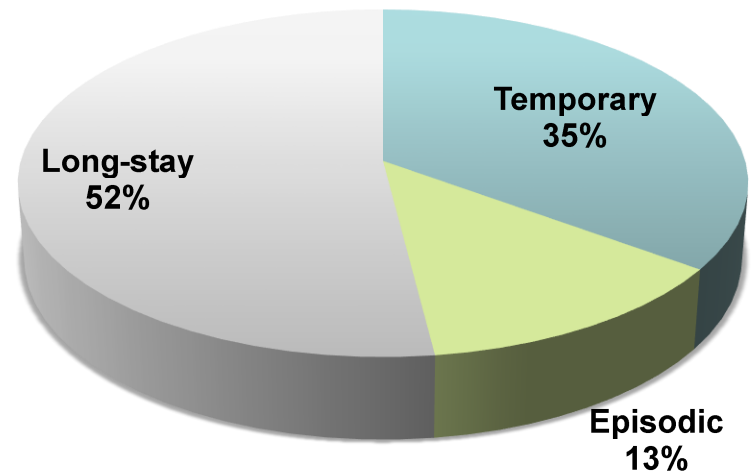
<i>All adults</i>	Temporary	Episodic	Long-stay	Total
Sample Size (n)	5,655	675	924	7,254
<i>Percentage of Clients</i>	<i>78%</i>	<i>9.3%</i>	<i>12.7%</i>	
Average No. of Days	56	177	500	124
Client Days	315,197	119,483	462,350	897,030

Consumption of Resources

Adults by Cluster



Bed-nights consumption



Rough Sleeping Results

3 year data (2012-2014)

<i>Rough Sleeping</i>	Temporary	Episodic	Long-stay	<i>Total</i>
Sample Size (n)	1,634	290	38	1,962*
Percentage of Clients	83%	15%	2%	
No. of contact nights	5,449	6,877	5,977	18,303
Percentage	30%	38%	33%	

** 591 of these individual adults engaged in rough sleeping only, i.e., they did not access emergency accommodation*

Rough Sleeping Results

3 year data (2012-2014)

<i>Rough Sleeping ONLY</i>	Temporary	Episodic	Long-stay	<i>Total</i>
Sample Size (n)	539	47	5	591
Percentage of Clients	91%	8%	1%	

These individual adults engaged in rough sleeping only, i.e., they did not access emergency accommodation

3 year data

Summary Findings

- In line with international trends as 78% transition through services, 9% episodic and almost 13% are experience long-term homelessness.
- Disproportionate consumption of bed-nights by adults engaging episodically or long-term service use.

Rough Sleeping: unique findings:

- Despite the visibility of rough sleeping, verified our findings that very few people engage in rough sleeping for long periods of time.
- A lot of people involved in brief and infrequent rough sleeping episodes.
- Most adults who engage in rough sleeping also use emergency accommodation.

Impact of
this data:

Housing First

- Housing First: Focus on those engaged in rough sleeping and 'service resistant' (i.e., not engaging with services or accessing emergency accommodation).
 - Objective: move straight to tenancy with appropriate indefinite wrap-around support.
- Figures for the target population verified as being small:
 - 52 adults rough sleeping for significant periods of time and not engaging with emergency accommodation services
- Potential to expand focus of Housing First
 - Adults in emergency accommodation for long periods of time with high support needs
 - Cannot depart from emergency accommodation without intensive and appropriate wrap-around support

Findings: 2012-2016

All adults

5 year data (2012–2016)

<i>All adults</i>	Temporary	Episodic	Long-stay	<i>Total</i>
Sample Size (n)	9,915 5,655	1,252 675	1,567 924	12,734 7,254
<i>Percentage of Clients</i>	78% 78%	10% 9%	12% 13%	
Average No. of Days	73 56	236 177	638 500	158 124
Client Days	728,947 315,197	295,599 119,483	1,000,349 462,350	2,019,895 897,030
	36% 35%	14.6% 13%	49.5% 52%	

Findings: 2012-2016

Rough Sleeping

5 year data (2012–2016)

<i>Rough sleeping</i>	Temporary	Episodic	Long-stay	<i>Total</i>
Sample Size (n)	2,743 1,634	359 290	70 38	3,172 1,962
Percentage of Clients	86% 83%	11% 15%	2% 2%	
Avg. No. Days	4 3	33 24	205 157	
No. of contact nights	9,970 5,449	11,932 6,877	14,317 5,977	36,219 18,303
Percentage	28% 30%	33% 38%	40% 33%	

Compared with 3 year data

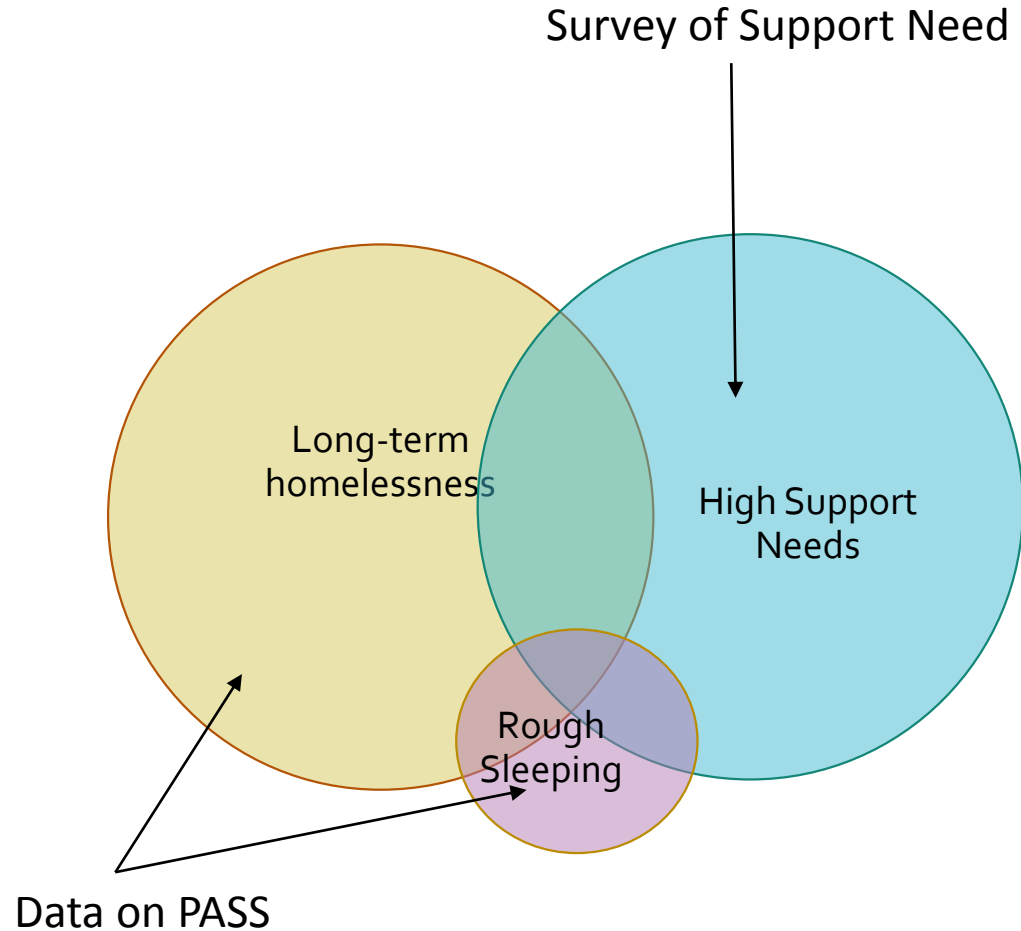
- Similar results – greater volume
- Faster rate of increase over additional two years as clients increased by 76% while client days increase by 125%
- Similar pattern with rough sleeping: 62% increase in population while contact days increased by 98%
- People experiencing homelessness for longer periods – slower progression through services

Implications

- **Housing First ~ targeting those in emergency accommodation:**
 - Target for HF in Dublin Region changed and incorporated in 'Rebuilding Ireland' national action plan.
 - National Director of Housing First appointed and will confirm that new target group in new Housing First National Implementation Plan 2018.

Additional steps
need to identify
new target
population:

Survey of Need



HF targets = all areas of intersection

Singles vs. Families

5 years data

5 year data (2012–2016)

- Typical Single Ratio: 80:10:10

<i>Singles</i>	Temporary	Episodic	Long-stay	Total
Clients	7,520	1,176	853	9,549
Percentage	79%	12%	9%	
Avg. days	68	231	809	154
Client days	511,027	271,231	689,972	1,472,230
Percentage	35%	18%	47%	

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- Typical Family Ratio: 75:5:20

<i>Families</i>	Temporary	Episodic	Long-stay	Total
Clients	1,726	52	578	2,356
Percentage	73%	2%	25%	
Avg. days	80	333	407	166
Client days	138,778	17,307	235,207	391,292
Percentage	35%	4%	60%	

Heavy consumption of resources by episodic and long-stay service users.

65% bed-nights utilised by: 21% singles and 27% families

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Singles more likely to engage in episodic service use - often combining with rough sleeping.

12% singles compared with 2% families

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Families more stable patterns of service use: more long-term engagement with services

(families=25% compared with singles=9%).

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Long-stay families moving through services at a quicker rate

(n=407 days) than long-stay singles (n=809 days).

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Singles engaged in transitional and episodic service use moving through services more quickly than families.

Singles leaving and returning more frequently

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Implications

- A focus on families who are in EA long-term:
 - The 'Scheme of Lettings' (housing waiting list) revised to incentivise families to return to private rented while waiting for social housing instead of hotels.
- Remind all that most of people move through services (although at a slower rate)
 - Training for sectoral staff: remind them that 1/3 of beds being used by the 80% of people that are moving through services.
 - Provide the context for research reports, media responses, etc.

Conclusion

Administrative data offers significant opportunities to:

- Manage scarce resources as effectively as possible.
 - Target those who consume most resources
- Influence how programmes are developed
 - Review of the scheme of lettings
- Influence policy relating to homelessness
 - Housing First on national agenda
- Give perspective on what is actually happening (interrupt the narrative)
 - Most people moving through services but more slowly
- Opportunity to compare results internationally
 - Benchmark