

Rough Sleeping

A Guide to Undertaking a Rough Sleeping Count

Brian Gallwey
December 2017



Acknowledgements

On behalf of the Dublin Region Homeless Executive (DRHE) and the Dublin Joint Homelessness Consultative Forum, I would like to thank the participating organisations who shared information on how they enumerate people sleeping rough in their areas:

- Ajuntament Barcelona;
- La Strada – Centre d’Appui au Secteur Bruxellois de l’Aide aux Sans-Abri;
- Greater London Authority;
- City of Gothenburg;
- The Wallich;
- Glasgow Homelessness Network;
- Glasgow Simon Community;
- Homeless Unit Copenhagen;
- Hungarian Civil Liberties Union;
- Arrels Fundació;
- Homeless Action Scotland;
- Council for the Homeless Northern Ireland;
- The Casa Ioana Association;

Special thanks to Liz Gosme, FEANTSA Senior Policy Officer, who co-ordinated the circulation of our questionnaire and encouraged members to respond. The data provides a very useful context for the description of the methods used in the Dublin Region. Thanks to Brian Gallwey, Senior Research Officer with the DRHE, who is responsible for the organisation of the Dublin City Council counts and co-ordination of the regional counts in Fingal, Dún Laoghaire and South Dublin County Councils. He also provides training and advice to other regions engaged in conducting rough sleeping counts to ensure a consistent and transparent approach to gathering the data. This guide to undertaking a rough sleeping count that he has authored has documented the processes and outcomes from our regional counts. Finally, thanks to Dr. Bernie O’Donoghue Hynes, Head of Research who oversees all our data collection and has provided a detailed insight into our knowledge about how the adults in our region who sleep rough engage with services more generally.

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ISBN: 978-0-9501654-3-1

Foreword

This report looks at the variety of methods used across Europe to enumerate persons who engage in rough sleeping. There is no single agreed method of enumeration but the most popular is a point in time street count conducted at regular intervals. In many cases, this data is used to complement other data collected from outreach teams or service providers.

In the Dublin Region, the DRHE and the staff of the four local authorities in the Dublin Region conduct bi-annual street counts of people engaged in rough sleeping. These counts, a Spring count and a Winter count, have been taking place since 2007. They provide vital information on the trend in numbers and demographic profile of persons who engage in rough sleeping and data needed for support planning.

Since the development of a national database in 2011, which captures live data relating to persons engaging with state funded homeless services, additional data is available to give a more complete picture of levels of rough sleeping in the region. This system is called the PASS system and it tracks how many people over each quarter engage in rough sleeping. Combining the Rough Sleeping Count and the PASS data, a clear pattern has been identified over the past four years. On a single night the average number of people sleeping rough was 135 while the PASS data indicates that the average number who engaged in rough sleeping over each three month period being reported on was 416. Therefore, the evidence indicates that not everyone sleeps out all the time, nor are all people rough sleeping for extended periods of time.

Most people combine sleeping rough with emergency accommodation use

Over the past four years the number of people enumerated sleeping rough on a single night have ranged between a low of 91 in the Winter 2015 count and a high of 184 in the Winter 2017 count. Over the same period, the number of people engaging with outreach teams averaged 414 each quarter in 2014, 440 in 2015, 412 in 2016 and 398 in 2017. However, most people combine rough sleeping with access to emergency accommodation¹.

When adequate beds are available, up to 84% of people who sleep rough also use emergency accommodation but this can drop to as low as 62% when beds in the region are full². Cluster analysis carried out by Dr. R. Waldron and Dr. D. Redmond, UCD³, on five years of PASS data (2012–2016) confirms this pattern of service engagement. The analysis found that 2,517 adults who had accessed homeless services had slept rough on at least one occasion (see Table 1). In addition, there were 655 adults who engaged in rough sleeping but did not access emergency accommodation. Therefore, 79% of those sleeping rough between 2012 and 2016 had accessed emergency accommodation.

1. The DRHE quarterly reports are available <http://www.housing.gov.ie/housing/homelessness/other/homelessness-data>.

2. *ibid*

3. O'Donoghue Hynes, B., Waldron, R., and Redmond, D. (pending publication) Patterns of access to emergency accommodation and rough sleeping in the Dublin Region 2012–2016. Dublin: DRHE

Foreword (continued)

Table 1: Number of Adults Accessing Emergency Accommodation and Encountered Rough Sleeping in the Dublin Region 2012–2016

All adults accessing emergency accommodation and rough sleeping	Transitional Service Engagement	Episodic Service Engagement	Chronic/Long-term Service Engagement	Total
Using emergency accommodation only	7,856	637	1,522	10,015
Using emergency accommodation and rough sleeping	2,111	341	65	2,517
Rough sleeping only	632	18	5	655
Total	10,599	996	1,592	13,187

Most people rough sleep for very short periods of time

The cluster analysis found that 86% of the 3,172 people rough sleeping between 2012 and 2016 (inclusive) were encountered on less than four nights (see Table 2). This cohort accounted for only 28% of all encounters. In contrast, 2%, (or 70 adults) had an average of 205 encounters each accounting for 40% of all interactions with outreach workers over the five year period.

It is the people engaging long-term in rough sleeping that the Housing First Intake Team targets. This service aims to assist people engaged in long-term rough sleeping to secure tenancies and provides time-unlimited access to support and treatment services, for as long as the participant requires through an intensive case management team. Even if a tenancy fails, Housing First continues to support the individual to another tenancy and the support service continues to engage with the participant. The DRHE have commissioned the operation of the Housing First service in the Dublin Region jointly to Peter McVerry Trust and Focus Ireland.

Table 2: Number of Adults Encountered Rough Sleeping in the Dublin Region 2012–2016

All adults engaged in rough sleeping	Transitional Service Engagement	Episodic Service Engagement	Chronic / Long-term Service Engagement	Total
Using emergency accommodation and Rough Sleeping	2,111	341	65	2,517
Rough sleeping only	632	18	5	655
Total adults rough sleeping	2,743	359	70	3,172
Percentage of clients	86%	11%	2%	
Average number of nights	4	33	205	
Number of clients nights	9,970	11,932	14,317	36,219
Percentage of client nights	28%	33%	39%	

The cluster analysis also identified a similar pattern of service use and consumption of bed nights amongst adults using emergency accommodation. Over the five year period 12,532 people had accessed and transitioned through emergency accommodation in the region. As demonstrated in Table 3, the vast majority (n=80% or N=9,967) transitioned through after 70 nights and only accounted for the use of 36% of all bed nights. In contrast, the adults engaging in the long-term accounted for 12% of the population but almost half the bed nights.

Given the greater understanding of how rough sleeping combines with emergency accommodation use and how people can experience long-term chronic homelessness within services, the focus of the Housing First project has expanded to target the long-stay population in emergency accommodation in addition to those who engage in rough sleeping.

Table 3: Number of Adults Accessing Emergency Accommodation in the Dublin Region 2012–2016

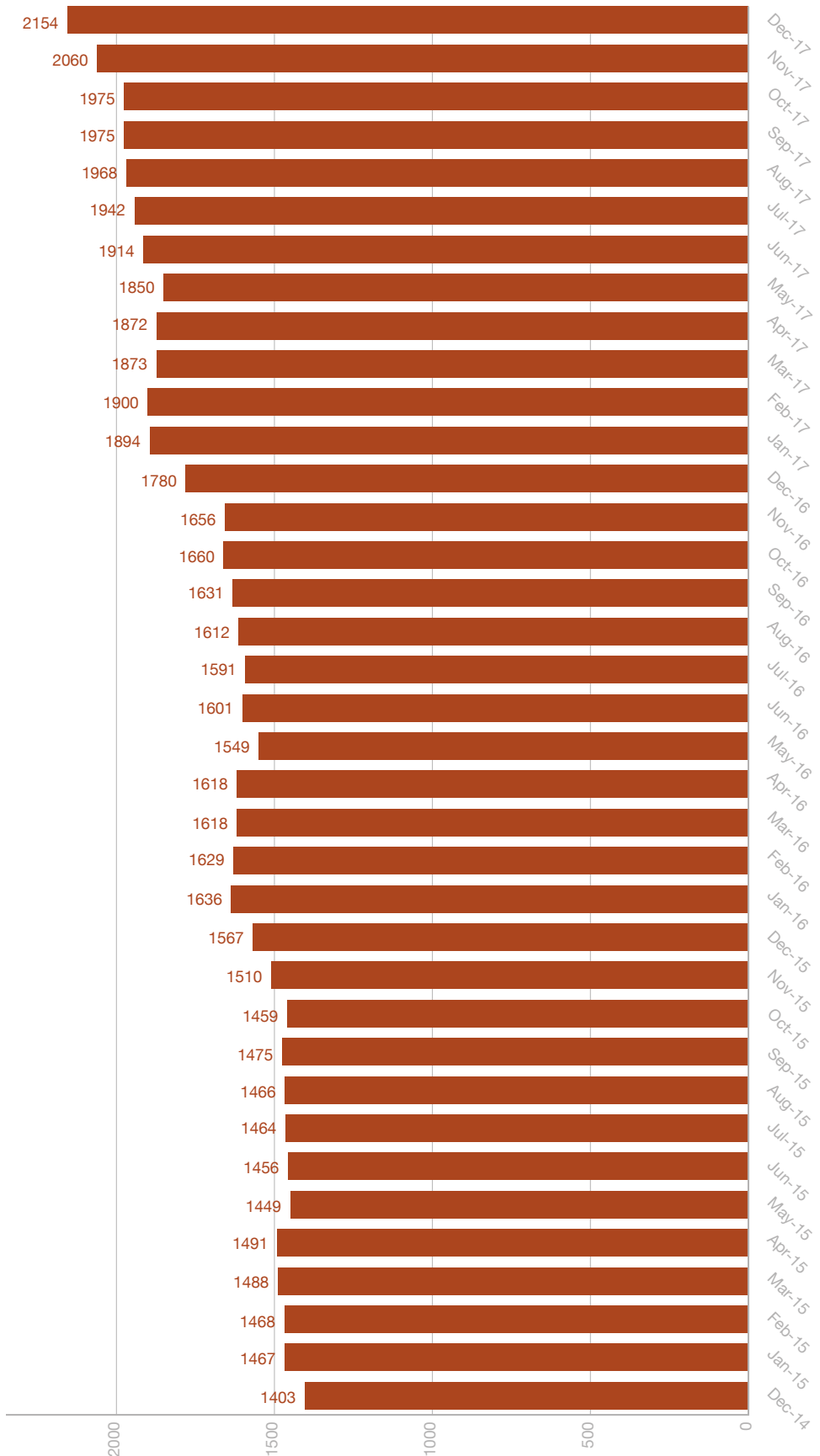
All adults accessing emergency accommodation	Transitional Service Engagement	Episodic Service Engagement	Chronic / Long-term Service Engagement	Total
Using emergency accommodation only	7,856	637	1,522	10,015
Using emergency accommodation and rough sleeping	2,111	341	65	2,517
Total adults using emergency accommodation	9,967	978	1,587	12,532
Percentage of clients	80%	8%	12%	
Average number of nights	70	252	518	
Number of clients nights	607,489	246,202	822,133	1,675,824
Percentage of client nights	36%	15%	49%	

The PASS data used to monitor levels of engagement with Housing First Intake Team staff each quarter and the data from the rough sleeping counts are also used to determine levels of demand for emergency accommodation. During the past three winters, hundreds of additional beds have been introduced in direct response to this data. These beds service adults with no accompanying children accessing emergency accommodation. This has resulted in an increase from 1,403 adults in December 2014 to 2,154 in December 2017 accessing emergency accommodation⁴.

4. Monthly figures enumerate the number of adults accessing services over a week.

Foreword (continued)

Figure 1: Adults with NO Children Accessing Emergency Accommodation



The combined data relating to rough sleeping is used by the DRHE to address the national goal of eliminating the need to sleep rough. Additional emergency beds have been added and tenancies created. However, the data also clearly indicates that the population is growing so on-going monitoring of data and creativity in identifying solutions needs to continue.

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1.

Introduction

1. **Introduction**

This guide will identify the rationale for enumerating individuals who sleep rough, identify methodologies and practices followed by organisations in different European Cities when enumerating individuals who sleep rough, and set out the methodology followed when enumerating individuals who sleep rough in the Dublin Region.

1.1 **Background**

In order to effectively tackle homelessness and eliminate the need to sleep rough it is essential that those involved in drafting policy for the provision of homeless services have extensive knowledge about the level of homelessness and character of the homeless population (Feely, et al. 2015). In Ireland it is the policy of the Government to eliminate the need to sleep rough (Department of Environment, Community and Local Government, 2013). Ireland is made up of the following nine distinct regions: Dublin; Mid-East; Midlands; Mid-West; North-East; North-West; South-East and the South-West. The most populous of these is the Dublin Region which consists of the administrative areas of the following four Dublin Local Authorities: Dublin City Council; South Dublin County Council; Fingal County Council; and Dún Laoghaire-Rathdown County Council.

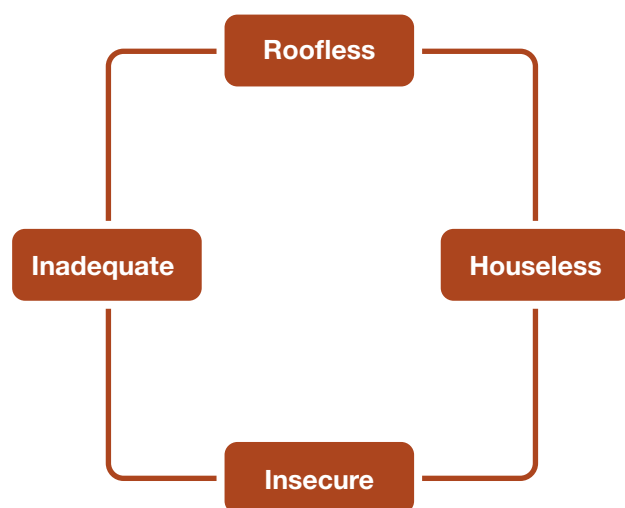
In order to eliminate the need to sleep rough and effectively address homelessness in the Dublin Region, information is needed to monitor the number of individuals sleeping rough and the level of access to emergency accommodation. The monitoring of trends over time assists in planning and evaluating the effectiveness of efforts to ensure adequate accommodation exists to eliminate the need to sleep rough in the region. In the Dublin Region, the Dublin Region Homeless Executive (DRHE) is responsible for gathering this data on individuals sleeping rough. The following sections will outline the methods followed in other European cities to enumerate individuals who sleep rough and provide an overview of the method followed in the Dublin Region.

1.2 The European Typology for Homelessness and Housing Exclusion

The European Typology of Homelessness and Housing Exclusion (ETHOS) is an established typology that is used for guidance in identifying the homeless population. ETHOS identifies the following four conceptual categories of homelessness:

1. Roofless;
2. Houseless;
3. Insecure; and,
4. Inadequate.

Figure 2: Four Conceptual Categories of Homelessness in the ETHOS Typology.



The ETHOS typology has been promoted as providing a suitable basis for measuring homelessness in Europe (Edgar et al., 2007). The typology contains thirteen different categories, moving through twenty four different living situations from sleeping rough in a public or external space to those in inadequate accommodation such as in extreme overcrowding (Edgar, 2009). In order to facilitate the measurement of the extent of homelessness this typology is widely used across Europe. The ETHOS typology can be seen in Table 4, with the highlighted cells showing the category of individuals assessed as sleeping rough.

Table 4: ETHOS Typology

ETHOS – European Typology of Homelessness

Conceptual Category	Operational Category	Living Situation	Generic Definition
Roofless	1. People living rough	1.1 Public space or external space	Living in the streets or public spaces, without a shelter that can be defined as living quarters.
	2. People in emergency accommodation	2.1 Night shelter	People with no usual place of residence who make use of overnight shelter, low threshold shelter.
Houseless	3. People in accommodation for the homeless	3.1 Homeless hostel	Where the period of stay is intended to be short term.
		3.2 Temporary Accommodation	
		3.3 Transitional supported accommodation	
	4. People in women's shelters	4.1 Women's shelter accommodation	Women accommodated due to experience of domestic violence and where the period of stay is intended to be short term.
	5. People in accommodation for immigrants	5.1 Temporary accommodation / reception centres	Immigrants in reception or short term accommodation due to their immigrant status.
		5.2 Migrant workers accommodation	
	6. People due to be released from institutions	6.1 Penal institutions	No housing available prior to release.
6.2 Medical institutions (*)		Stay longer than needed due to lack of housing.	
6.3 Children's institutions / homes		No housing identified (e.g. by 18th birthday).	
7. People receiving longer term support (due to homelessness)	7.1 Residential care for older homeless people	Long stay accommodation with care for formerly homeless people (normally more than one year).	
	7.2 Supported accommodation for formerly homeless households		

Table 4: ETHOS Typology

Insecure	8. People living in insecure accommodation	8.1 Temporarily with family/friends	Living in conventional housing but not the usual place of residence due to lack of housing.
		8.2 No legal (sub)tenancy	Occupation of dwelling with no legal tenancy/illegal occupation of a dwelling.
		8.3 Illegal occupation of land	Occupation of land with no legal rights.
	9. People living under threat of eviction	9.1 Legal orders enforced (rented)	Where orders for eviction are operative.
		9.2 Re-possession orders (owned)	Where mortgagor has legal order to re-possess.
	10. People living under threat of violence	10.1 Police recorded incidents	Where police action is taken to ensure place of safety for victims of domestic violence.
Inadequate	11. People living in temporary/non-conventional structures	11.1 Mobile homes	Not intended as place of usual residence.
		11.2 Non-conventional building	Makeshift shelter, shack or shanty.
		11.3 Temporary structure	Semi-permanent structure hut or cabin.
	12. People living in unfit housing	12.1 Occupied dwellings unfit for habitation	Defined as unfit for habitation by national legislation or building regulations.
	13. People living in extreme over-crowding	13.1 Highest national norm of overcrowding	Defined as exceeding national density standard for floor-space or useable rooms.

Source: FEANSTA. 2006

2.

Enumerating Individuals Sleeping Rough: A European Survey

In October 2014 a survey was undertaken by the DRHE to gather information on methods used in various cities across Europe to enumerate individuals sleeping rough. To capture this information, a web based survey was developed, and distributed to members of the FEANSTA⁵ and HABITACT⁶ networks through their monthly newsletters. In addition to this, targeted emails were sent to specific organisations.

In total, thirteen organisations completed the web based survey. Nine of these respondents indicated that their organisation enumerate individuals sleeping rough in their area. Three of these organisations indicated that they were the lead organisation responsible for gathering this data. The following sections outline how each of the respondent organisations enumerates the number of individuals sleeping rough in their region.

5. FEANTSA is the European Federation of National Organisations Working with the Homeless.

6. HABITACT is a European exchange forum established in 2009 by a group of cities to develop European cooperation between local social policy administrations on tackling homelessness.

2.1 Different Methods Employed to Enumerate Individuals Sleeping Rough

The results from the survey indicated that the following three distinct methods are used by respondent organisations when enumerating individuals sleeping rough.

- **Point-in-time rough sleeping count (discovery method)**
A point-in-time count provides a snapshot of the number of individuals sleeping rough at a specific point in time (Calgary Homeless Foundation, 2012). It relies on direct observation of individuals physically present and sleeping rough at a specific point in time. The specific methods followed varied among organisations in terms of where, when and how each was undertaken.
- **Estimate**
This method involves estimating the number of people sleeping rough using secondary data. The estimate is based on intelligence from the relevant Local Authority and homeless service providers in the area. It is gathered over a specific time period to give an estimate of the number of unique individuals sleeping rough (Homeless Link, 2016). The specifics of this method differ between organisations.
- **Monitoring engagement with homeless services**
This is an examination of primary data collected by service providers to identify the number of individuals sleeping rough. This data is generated by monitoring (counting) each interaction between homeless service providers and individuals sleeping rough over a specified period.

In some cases a combination of these methods are used to identify the number of individuals sleeping rough.

2.2 How Different Organisations Across Europe Enumerate Individuals Sleeping Rough

The following sections outline how each respondent organisation indicated how they enumerate individuals who sleep in their city. Unless otherwise stated this data is based on information provided through the web based survey.

2.2.1 Belgium, Brussels

Method?	Point-in-Time (discovery method) – A once off street count of unique individuals who sleep rough over an hour period.
When did this enumeration first take place?	2008.
What information is recorded through the enumeration?	Name; Gender; Age; Living situation.
Frequency of enumeration?	Once every two years.
Who conducts the enumeration?	Volunteers are recruited by outreach teams to undertake the enumeration alongside paid staff from the Local Authority.
Where is the enumeration undertaken (spatial boundary)?	The enumeration is conducted across the entire city of Brussels.

2. Enumerating Individuals Sleeping Rough: A European Survey

2.2 How Different Organisations Across Europe Enumerate Individuals Sleeping Rough (Continued)

2.2.2 Denmark, Copenhagen

Method?	An estimate of the number of unique individuals sleeping rough using secondary data. The estimate is based on information gathered from a survey that is completed by members of staff from social services and Local Authorities throughout the city. A two page questionnaire is completed for each individual that the homeless service has been in contact with over a specific period of time.
When did this enumeration first take place?	2007.
What information is recorded through the enumeration?	Name; Gender; Age; Nationality; Previous accommodation type; Reason(s) for homelessness as defined by the homeless individual; Physical health status; Mental health status; Value and frequency of income; Education, Training and Qualifications; Occupation; Living situation.
Frequency of enumeration?	Once every two years.
Who conducts the enumeration?	The enumeration is undertaken by members of staff from the Local Authority and homeless service providers.
Where is the enumeration undertaken (spatial boundary)?	The enumeration is conducted across the entire city of Copenhagen.

2.2.3 Spain, Barcelona

Method?	Monitoring engagement with homeless services (outreach teams) – The municipality outreach teams complete a report each month on the number of unique individuals they come into contact with over the course of the month.
	Point-in-Time (discovery method) – A point in time street count of unique individuals is undertaken between midnight and 2:00AM.
When did this enumeration first take place?	Monitoring engagement – 2009.
	Point-in-Time (discovery method) – 2008.
What information is recorded through the enumeration?	Monitoring engagement – Name; Gender; Age; Nationality; Country of birth; Duration of (current) homelessness; Living Situation. Depending on the level of engagement with homeless services different levels of information is recorded. The amount of information recorded increases with higher levels of engagement.
	Point-in-Time (discovery method) – Gender; If the individual is bedded down alone or in a group; Age.
Frequency of enumeration?	Monitoring engagement – Monthly.
	Point-in-Time (discovery method) – Every two years.
Who conducts the enumeration?	Monitoring engagement – The outreach teams gather data on a monthly basis.
	Point-in-Time (discovery method) – Over 900 volunteers, in more than 200 teams are recruited to undertake the enumeration in Barcelona.
Where is the enumeration undertaken (spatial boundary)?	Monitoring engagement – The enumeration is conducted across the entire city of Barcelona.
	Point-in-Time (discovery method) – The enumeration is conducted across the entire city of Barcelona.

2. Enumerating Individuals Sleeping Rough: A European Survey

2.2 How Different Organisations Across Europe Enumerate Individuals Sleeping Rough (Continued)

2.2.4 Scotland, Glasgow

Method?	Monitoring Engagement – The outreach teams record all interactions with individuals who are sleeping rough or have slept rough in the preceding period. This information is mapped.
When did this enumeration first take place?	2012.
What information is recorded through the enumeration?	Name; Gender; Age; Nationality; Country of birth; Household composition; Previous accommodation type; Reason(s) for homelessness as defined by person; Physical health status; Mental health status; Addiction issues; Duration of (current) homelessness; Living situation.
Frequency of enumeration?	On an ongoing basis.
Who conducts the enumeration?	The enumeration is undertaken by outreach teams and staff in homeless services.
Where is the enumeration undertaken (spatial boundary)?	The enumeration is conducted across the entire city of Glasgow.

2.2.5 Gothenburg, Sweden

Method?	Point in Time – A once off street count on a specific date over a specific time period (discovery method).
When did this enumeration first take place?	2007.
What information is recorded through the enumeration?	Name; Gender; Age; Nationality; Previous accommodation type; Reason(s) for homelessness as defined by the homeless individual, Physical health status; Mental health status; Value and frequency of income; Education, Training and Qualifications; Occupation; Living situation.
Frequency of enumeration?	Twice each year.
Who conducts the enumeration?	The enumeration is undertaken by the municipality, with the cooperation of staff from non-governmental organisations.
Where is the enumeration undertaken (spatial boundary)?	The enumeration is conducted across the entire city of Gothenburg.

2. Enumerating Individuals Sleeping Rough: A European Survey

2.2 How Different Organisations Across Europe Enumerate Individuals Sleeping Rough (Continued)

2.2.6 Cardiff, Wales⁷

Method?	Monitoring Engagement – The Rough Sleepers Intervention Teams (outreach teams) collect data on the number of individuals sleeping rough who they have come into contact with.
When did this enumeration first take place?	1998.
What information is recorded through the enumeration?	Information on individuals is collected over time, over the course of multiple interactions with the individual.
Frequency of enumeration?	On an ongoing basis.
Who conducts the enumeration?	The enumeration is undertaken by rough sleeper intervention teams.
Where is the enumeration undertaken (spatial boundary)?	The enumeration is conducted across the entire city of Cardiff.

7. Please note that since this survey was undertaken, Local Authorities in Wales have begun undertaking a point in time street count on an annual basis.

2.2.7 London, England

Method?	Monitoring engagement – All interactions with outreach teams are recorded on a daily/nightly basis on the Combined Homeless and Information Network (CHAIN).
	Point-in-Time (discovery method) – Annually all local authorities in London are required to conduct a street count (discovery method) or provide an estimate based on intelligence gathered from local homeless services, of the number of individuals rough sleeping in their area on a specific night.
When did this enumeration first take place?	Monitoring engagement – 2005.
	Point-in-Time (discovery method) – 2010.
What information is recorded through the enumeration?	Monitoring engagement – The outreach services gather all necessary demographic and support need data over time to through multiple interactions with an individual.
	Point-in-Time (discovery method) – Name; Age; Gender; Nationality.
Frequency of enumeration?	Monitoring engagement – This data is collected on an ongoing basis.
	Point-in-Time (discovery method) – Local Authorities undertake a point in time count on an annual basis.
Who conducts the enumeration?	Monitoring engagement – All interactions with the outreach teams are recorded by the outreach teams on the Combined Homeless and Information Network (CHAIN).
	Point-in-Time (discovery method) – Local Authorities undertake a point in time count on an annual basis.
Where is the enumeration undertaken (spatial boundary)?	Monitoring engagement – Information is gathered across each Local Authority area in London.
	Point-in-Time (discovery method) – Each count takes place within the spatial boundary of each Local Authority.

2. Enumerating Individuals Sleeping Rough: A European Survey

2.2 How Different Organisations Across Europe Enumerate Individuals Sleeping Rough (Continued)

2.2.8 Dublin, Ireland

Method?	Monitoring engagement – All interactions with the outreach teams are recorded on the Pathway Accommodation and Support System (PASS). The number and frequency of these interactions are reported to the Department of Housing, Planning and Local Government on a quarterly basis.
	Point-in-Time (discovery method) – The DRHE undertakes a point in time rough sleeping street count.
When did this enumeration first take place?	Monitoring engagement – 2011.
	Point-in-Time (discovery method) – 2007.
What information is recorded through the enumeration?	Monitoring engagement – The Housing First Intake Team ⁸ (HFIT) gather all necessary demographic and support need data over time through multiple interactions with an individual. This information is stored on the PASS system.
	<p>Point-in-Time (discovery method) – Name; Age; Gender; Nationality; Location.</p> <p>Using the information gathered on each count the following data is gathered from the PASS system:</p> <ul style="list-style-type: none"> • When individuals accessed emergency homeless accommodation for the first time. • The number of placements each individual has had in homeless accommodation. • The number of sleeping bags booked by individuals discovered sleeping rough. • The number of individuals discovered sleeping rough who had a support plan.
Frequency of enumeration?	Monitoring engagement – This data is collected on an ongoing basis and is reported on every quarter.
	Point-in-Time (discovery method) – A point in time street count is undertaken on a bi-annual basis in April and November every year.

8. The Housing First Intake Team work with persons engaging in rough sleeping on the street and who are in need of accommodation and support.

2.2.8 Dublin, Ireland

Who conducts the enumeration?	Monitoring engagement – Using the PASS system the HFIT records all interactions that they have with individuals sleeping rough.
	Point-in-Time (discovery method) – Members of staff from the DRHE, Local Authorities and voluntary organisations are recruited to undertake the point in time count.
Where is the enumeration undertaken (spatial boundary)?	Monitoring engagement with Outreach Services – Entire Dublin Region.
	Point-in-Time (discovery method) – Every street in the City Centre, along with specific areas across the region are included in the count.

2.3 How do they Compare?

The data gathered shows that there is no single prescribed method followed by the organisations surveyed when they are enumerating persons sleeping rough. The dominant method used by organisations to enumerate individuals sleeping rough is a point in time street count. The precise details of this methodology differs between respondents but the fundamental principle of identifying the minimum number of individuals sleeping rough in a particular geographical area at a specific point in time is common to all.

3.

Enumeration of Individuals Sleeping Rough in the Dublin Region

3. Enumeration of Individuals Sleeping Rough in the Dublin Region

In Dublin the DRHE, a shared service operating under the aegis of Dublin City Council as the lead statutory authority in the Dublin Region, is responsible for the co-ordination of responses to homelessness. The DRHE provides a range of supports and services to the Dublin Joint Homeless Consultative Forum and Management Group. It has specific responsibilities for the operational coordination of the Homeless Action Plan, regional service provision, the disbursement of Section 10 funding⁹ for homeless services and in commissioning new service provision. It also provides a range of shared services to the sector as well as to central Government departments via the implementation of a national shared client database, namely PASS, and the development of a national quality standards framework for homeless services.

The following sections set out the methodological approach to enumerating individuals sleeping rough in the Dublin Region, and contain details of information gathered on the most recent Rough Sleeping Count (RSC).

3.1 Purpose of Enumerating Individuals Sleeping Rough

The purpose of enumerating individuals sleeping rough is to measure the effectiveness of the regional services, plan for additional services and provide targeted help for those in need of accommodation and support services. Enumeration provides an evidence base for the operational and policy decision making process. Conducted over a number of years, the data gathered through enumeration is used to track progress towards the goal of eliminating the need to sleep rough.

3.2 Rough Sleeping Definition

For the purpose of enumerating individuals sleeping rough the term ‘rough sleeping’ is defined as an individual sleeping, or bedded down, in the open air (such as on the streets, or in doorways, parks or bus shelters); or other places not designed for habitation (such as barns, sheds, car parks, cars, derelict boats or stations). This falls into the category of roofless (Category 1.1) in the ETHOS European typology on homelessness.

9. Section 10 of the Housing Act, 1988 enables local authorities to provide funding to voluntary bodies for the provision of emergency accommodation and long term housing for people who are homeless.

3.3

Dublin Region Rough Sleeping Count: Method Followed

3. Enumeration of Individuals Sleeping Rough in the Dublin Region

In the Dublin Region there are two separate ‘official systems’ employed for counting individuals sleeping rough. They are:

- **Monitoring engagement with Services:** The HFIT records all engagements with individuals who they encounter sleeping rough. This data is extracted from the PASS system and reported on a quarterly basis. These reports can be accessed on the Department of Housing, Planning, and Local Government (DHPLG) website.
- **Rough sleeping count – Point-in-Time (discovery method):** The discovery method is employed to identify the minimum number of individuals sleeping rough at a point in time, in a specific geographical location. A count has been conducted by the DRHE on a bi-annual basis since 2007. The count provides an evidence base for the operational and policy decision making process. Each count follows the same method to identify the number of individuals sleeping rough in the region. This allows for trend analysis to be carried out as data from each count is compared with historic data. This enables us to track any significant change in the number, gender, age and nationality, of individuals sleeping rough in the Dublin Region.

The subsequent sections contain details on the following: scheduling of the rough sleeping count; the RSC preparation schedule; the role of volunteers; the count area covered; the information gathered on the count; and the processes used to verify data.

3.4

Rough Sleeping Count Preparation Schedule

There are five distinct phases that must be completed as part of each RSC in the Dublin Region. These five phases are as follows: (i) the planning phase where the date for the count is set and volunteers are recruited (two months in advance of the count); (ii) the implementation phase where materials are created and supplies are organised (one month in advance of the count); (iii) the final preparation phase where volunteers are contacted and team leaders are selected (week leading up to the count); (iv) the night of the count when the count takes place; and (v) the data analysis phase when all of the information gathered on the night of the count is collated and reconciled (the days following the count). Table 5 shows the schedule that is followed by the DRHE when organising a RSC.

3. Enumeration of Individuals Sleeping Rough in the Dublin Region

3.4 Rough Sleeping Count Preparation Schedule (Continued)

Table 5: Rough Sleeping Count Preparation Schedule

(i) Planning phase – Two months in advance of the count

Set date for the RSC

Inform Stakeholders that the count is taking place

Book count centres

Arrange for a critical incident support worker to be available

Recruit volunteers

Check supplies and order necessary materials

(ii) Implementation Phase – One month in advance of the Count

Order supplies (Torches, sleeping bags, food, etc.)

Prepare data collection form

Prepare maps of count area

Notify each Garda station about the count

(iii) Final Preparation Phase – Every day in the week leading up to the Rough Sleeping Count.

Contact volunteer to provide them with guidebook and general information about the RSC

Set up count centres for RSC

Liaise with outreach teams and allocate an experienced team leader to each area

(iv) Night of Rough Sleeping Count

Brief volunteers on their role

Allocate teams of volunteers to each count area

Distribute necessary materials to volunteers

Provide support to volunteers from the count centre

(v) Post Count Data Analysis Phase – The days following the count

Collate data gathered through the RSC into a single document

Where possible verify data gathered on the RSC with data stored on PASS

Meet with stakeholder organisations to go reconcile the data recorded on the night, remove duplicates and agree on a final figure.

Analyse emerging trends from and prepare a report based on the reconciled data

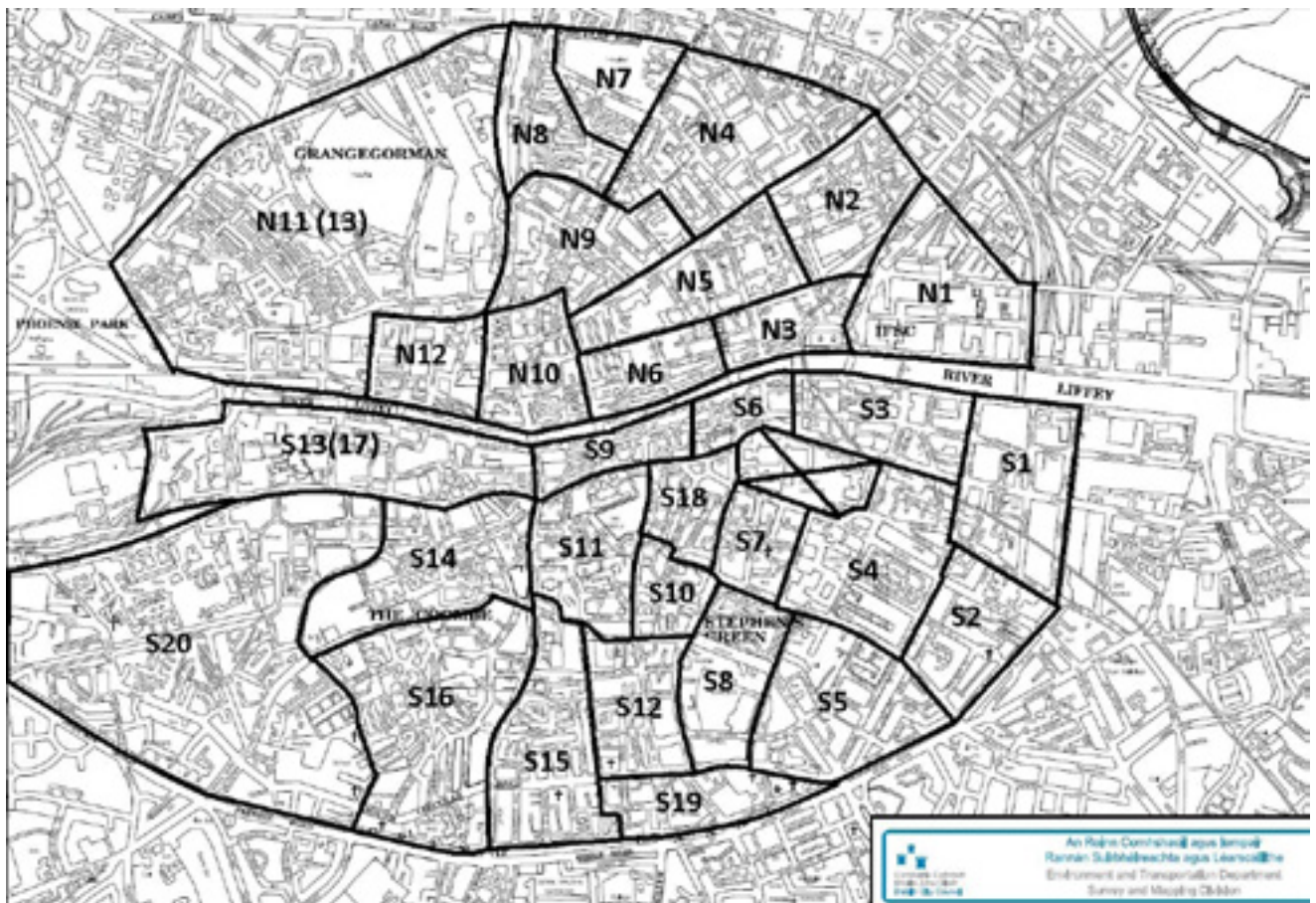
Prepare and distribute infographic

3.5 Count Areas Covered – Known Locations/Full Coverage Approach

3. Enumeration of Individuals Sleeping Rough in the Dublin Region

The Dublin Region is divided into 59 areas for the purpose of the count (31 areas in the City Centre and 28 areas outside of the City Centre). A team of volunteers is assigned to conduct the count in each of these areas. The count takes place concurrently across the Dublin region. A full coverage approach is adopted in Dublin City Centre. This means that every street in the city centre (Figure 3) is covered by volunteers. Outside of the city centre, a known locations search approach is adopted. This means that the count is conducted at specific locations where persons have been reported as sleeping rough in the past or where the HFIT regularly engage or encounter persons sleeping rough.

Figure 3: Areas in Dublin City Centre Covered on Each Rough Sleeping Count



3. Enumeration of Individuals Sleeping Rough in the Dublin Region

3.5 Count Areas Covered – Known Locations/ Full Coverage Approach (Continued)

A rough sleeping alert system¹⁰ is in place in the Dublin Region that allows members of the public to report the locations of persons sleeping rough to members of the outreach service. This online system shown in Figure 4 is used to identify specific locations outside of the city centre where individuals are sleeping rough. On the night of the count teams drive to these specific locations and conduct the count on foot at these known locations.

Figure 4: DRHE Rough Sleeping Alert System

Help someone who is sleeping rough

No one should have to sleep rough

It is critical that people who are rough sleeping in Dublin are encouraged to access homeless services. We want to reduce the number of persons who sleep rough. The longer a person sleeps rough, the greater the risk that they will become trapped on the streets and vulnerable to becoming a victim of crime, developing drug or alcohol problems, or experiencing problems with their health.

You can help someone who is sleeping rough

Have you seen a person sleeping rough in Dublin?
Let us know where they are located.

What happens next

Once we have been notified, we will contact the Housing First Team, who will then engage with the person, with the goal of moving the person into temporary accommodation through the **Dublin City Council Central Placement Service (CPS)**. Once the person is placed into temporary accommodation, staff will engage with the person to identify the supports they require in order to move them on to long-term housing and independent living.

Let us know where a person is sleeping or located

Start now

⚠ If you meet a person who is sleeping rough and they require medical attention, or if you think the person is aged 18 years or younger, please contact the emergency services immediately at 112 or 999.

10. Rough Sleeping Alert System link to website: <http://www.homelessdublin.ie/help-someone-who-sleeping-rough>

3.6 Scheduling of the Rough Sleeping Count

3. Enumeration of Individuals Sleeping Rough in the Dublin Region

The RSC takes place on a single night in April and November each year. Each count is scheduled to take place on a night of the week when it is considered that there will be minimal late night activity on the streets in the region. The count is scheduled to avoid coinciding with any events that may increase late night activity in the region. Such late night activity could cause individuals to bed down in concealed locations.

The count begins at 1:30am across the region and concludes no later than 4:00am. Each team is required to cover their designated area once during the time period. The count takes place at this time as it is considered that the majority of individuals who intend to sleep rough will be bedded down by this time. It is essential that the count takes place concurrently across the entire region to avoid any double counting and help record the most accurate information possible.

In 2011 and 2016, the RSC in the Dublin Region was organised to coincide with the collection of the Census data by the Central Statistic Office (CSO). The information gathered on the count, along with information on individuals in accommodation providing shelter for the homeless, was used to produce a special Census report on homelessness. This comprehensive approach to identifying homeless people was undertaken for the first time in 2011.

3.7 Media Policy

The DRHE has a strict policy of no media involvement in the count process as it could compromise the privacy and welfare of individuals who are sleeping on the streets. All volunteers participating in the count are required to sign a media policy statement to confirm that they agree to the following:

- They will not take photographs while participating in the count;
- They will not post any details about the count on social media;
- They will not to discuss details from the count with the media; and,
- They will respect the confidentiality of the count.

Once the count is completed, anonymised aggregated data is released to the media through a press statement.

3.8 Team Composition and Role of Volunteers

The success of each count is reliant on a combination of new and experienced volunteers assisting on the night. Over 160 volunteers are required to conduct each count in the Dublin region. It is essential that the local homeless service providers encourage members of staff to assist with the count, as these volunteers possess the high level of expertise and familiarity with the homeless population that is required to undertake a successful count. Additional volunteers are sourced through the four Dublin Local Authorities.

In advance of the night of the count, experienced team leaders are identified from the pool of volunteers and allocated to teams. Every team consists of a team leader and two or three additional volunteers. Each team is assigned to a specific area to conduct the count. Members of the HFIT are assigned to lead teams in the areas where large numbers of individuals are known to sleep rough in the city centre.

3.9 Briefing and Volunteer Training

In advance of the night of the count volunteers are provided with a copy of the 'Volunteer Good Practice Guidelines'¹¹. They are asked to read and familiarise themselves with this guide. Physical copies of the guide are available for volunteers on the night of the count.

On the night of the count all volunteers proceed to their allocated count centre and sign in. They are fully briefed on: their role as volunteers; how to conduct the count; the purpose of the count; and, the health and safety procedures in place. Once briefed volunteers are divided into teams and supplied with all the necessary materials that are required to conduct the count (torches; high visibility jackets; forms, etc.).

11. The Good Practice Guide for Volunteers 2015 link to website: http://www.homelessdublin.ie/sites/default/files/publications/DRHE_Good%20Practice%20Guide%202015.pdf

3.10 Data Collection/Information Gathered on the Night of the Count

3. Enumeration of Individuals Sleeping Rough in the Dublin Region

On the night of the count volunteers record information on individuals who they discover sleeping rough using two distinct forms. They are:

- The A form (white form) – this is filled in if volunteers discover an individual who bedded down asleep or preparing to sleep.
- The B form (green form) – this is filled in if volunteers encounter an individual who they believe intends to sleep rough but is not at that time bedded down preparing to sleep. In the event that volunteers discover evidence of bedding without an individual present, this information is recorded on the B form.

A form

If an individual is bedded down and awake, volunteers record the following information on the 'A' form (see figure 5):

- Name
- Gender
- Date of birth
- Exact location
- Nationality
- Any additional notes

If an individual is asleep, volunteers record their gender, and their exact location. Volunteers are instructed to never wake or disturb an individual who is asleep.

Figure 5: Form A Used to Record Data on Individuals Sleeping Rough and Bedded Down

Form A: Count of People Sleeping Rough and Bedded Down

Dublin City Council, Tuesday November 7th 2017

Page: **Area:**

Names of Counters:

Please write using BLOCK CAPITALS

Number	Exact Time	Exact Location (include street name, shop name, etc)	Person's Name (if known; please use one line per person)	Gender (M/F)		Date of Birth (or estimate age)	Nationality (if unsure of country, note if person is not Irish)	Notes Give the reason why you think this person is sleeping rough
				Cannot see face	Never seen before			

Form A: Count of People Sleeping Rough and Bedded Down

3. Enumeration of Individuals Sleeping Rough in the Dublin Region

3.10 Data collection/Information gathered on the night of the count (Continued)

B Form

If volunteers encounter a situation where they believe an individual might intend on sleeping rough but is not at that time bedded down preparing to sleep they record this information on the 'B' form (See Figure 6). These would include the following situations:

- Where volunteers identify individuals' who might be sleeping rough (e.g. individuals wandering around not yet bedded down);
- Where volunteers cannot closely observe individuals (e.g. people in a park or locked area); and,
- Where volunteers discover an individual's bedding without the individual being present.

Figure 6: Form B Used to Record Data on Individuals Sleeping Rough and Bedded Down

Form B: People Possibly Sleeping Rough

Dublin City Council, Tuesday November 7th 2017

Page: **Area:**

Names of Counters:

Please write using BLOCK CAPITALS

Number	Exact Time	Exact Location (include street name, shop name, etc)	Person's Name (if known; please use one line per person)	Cannot see face	Never seen before	Gender (M/F)	Date of Birth (or estimate age)	Nationality (if unsure of country, note if person is not Irish)	Notes (Give the reason why you think this person is sleeping rough)

Form B: People Possibly Sleeping Rough

3.11 Individuals Not Included in the Count/ Outside Scope of Exercise

3. Enumeration of Individuals Sleeping Rough in the Dublin Region

The RSC captures data on individuals sleeping, or bedded down, in the open air (such as on the streets, or in doorways, parks or bus shelters), and persons in buildings or other places not designed for habitation (such as barns, sheds, car parks, cars, derelict boats or stations). Individuals discovered in the following situations are not recorded on the RSC:

- Individuals in hostels or shelters (a record of these individuals is kept on the PASS system).
- Individuals in official campsites.
- Individuals who are living in trailers/halting sites.
- Individuals who were sleeping rough earlier or who were known to sleep rough on other occasions, but who were not discovered at the time of the count.

3.12 Additional Information Gathered Following the Count

On the morning after each count, supplementary information is recorded from the following two sources: Merchants Quay Ireland¹² (MQI); and the park rangers.

Self reporting morning breakfast service

On the morning following the count, information is gathered from individuals who present to a morning breakfast service provided by MQI in the city centre. Individuals are informed about the count and if they self identify as having slept rough on the previous night, they are asked to provide consent to record their name, date of birth and the location where they slept rough. This data is cross referenced with information gathered on the count and used to supplement any information that was not recorded (i.e. date of birth/gender/nationality), as the individual was asleep when they were discovered.

City centre parks

On the night of the count volunteers do not enter parks in the city centre as there are health and safety issues that must be considered. In order to ensure that individuals who sleep in parks in the city centre are included in the count, members of the HFIT meet with park rangers between 7:00AM and 9:00AM on the morning following each count to identify individuals who slept in the parks on the night of the count. This information is combined with the data gathered on the night of the RSC.

12. Merchants Quay Ireland provides a range of care and treatment services for homeless men and women and for drug users.

3.13 Data Management, Reconciliation and Analysis

Following the count, all of the forms are collected from the HFIT and MQI and combined with forms completed by teams on the night of the count. All of this data is then collated into a single spreadsheet and where possible verified using information from the PASS: system.

All collated data is then examined at a meeting attended by representatives from the HFIT Team, DRHE, MQI and the four local authorities in the Dublin Region. At this meeting the data is examined, duplicates¹³ are removed, the data is reconciled and a final figure for the number of persons discovered sleeping rough is finalised.

3.14 Pathway Accommodation Support System

Once the data is reconciled it is then interrogated further by cross referencing it with information stored on the PASS system. This allows for the following additional information to be captured: whether or not the individual is registered on the PASS system (if an individual is registered on the PASS system it means that they have engaged with homeless services in the past); whether or not they have a support plan in place; the number of times they have accessed emergency accommodation; the number of contacts they have had with the outreach team; the number of sleeping bags they have booked; and, the length of time since they first accessed homeless accommodation. This data is compiled for internal operational use only.

13. Duplicates occur when different teams record the same individual over the course of the count. This can occur if an individual moves to another location during the night or if a team records an individual outside of their designated area.

3.15 Dissemination of Data

3. Enumeration of Individuals Sleeping Rough in the Dublin Region

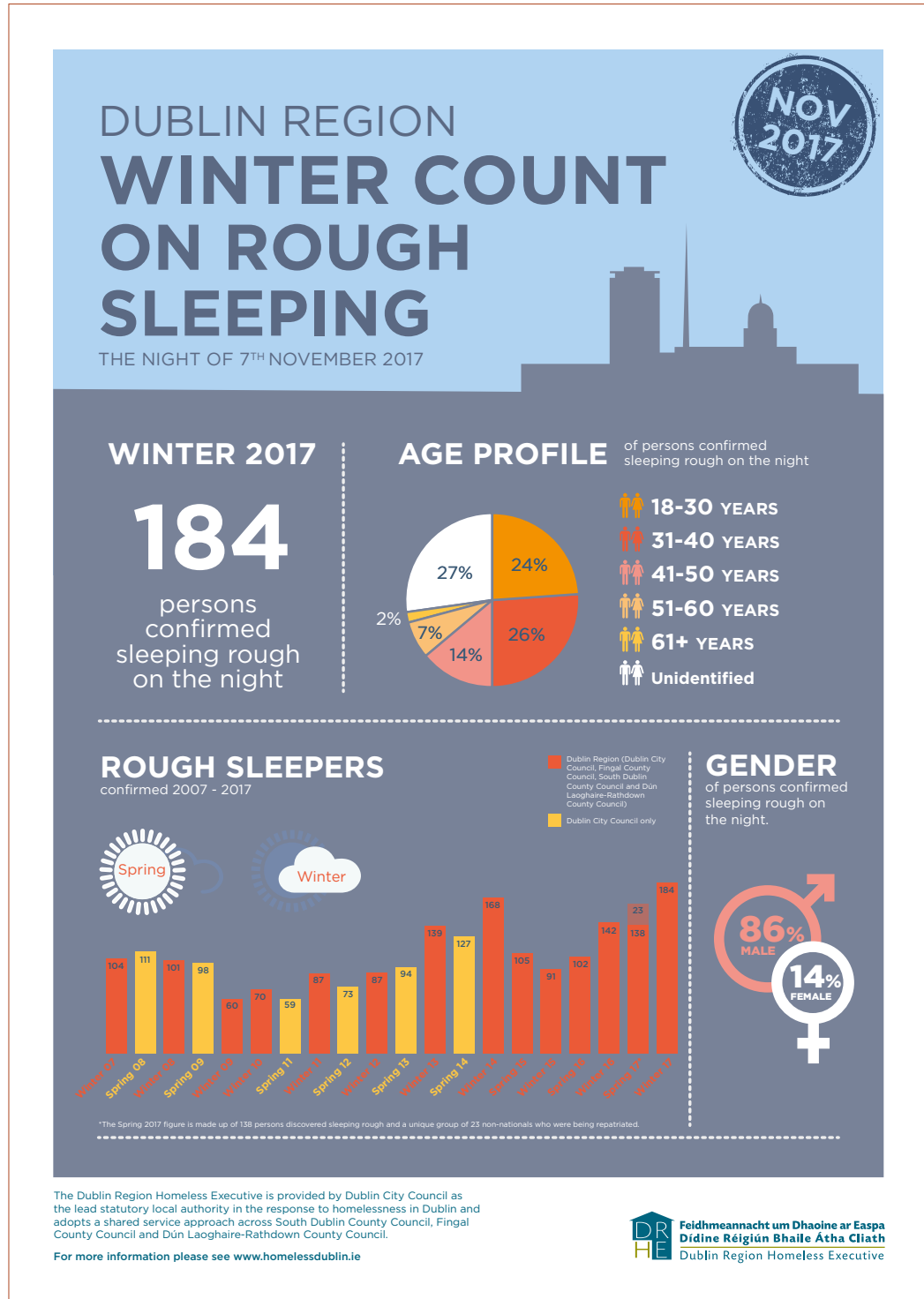
Once the figure has been finalised and the data has been analysed, it is disseminated through the following mediums:

- Press statement – After each count a press statement is released containing the following anonymised aggregate data on individuals discovered: the total number of individuals discovered; gender; age; nationality; the percentage change since previous counts; and, the total number of individuals in emergency accommodation on the night of the count. It is published on the DRHE website and released to the media.
- Infographic – After each count an infographic is produced containing the following data: the total number of individuals discovered on the count; gender; age; and details from past counts. The infographic is distributed to all volunteers; the media; and published online. The infographic from the Winter 2017 count is shown in Figure 7.
- Rough Sleeping Count Report – This is a reference document produced for internal use within the DRHE. It contains all the verified data gathered on the count and additional data gathered from PASS.

3. Enumeration of Individuals Sleeping Rough in the Dublin Region

3.15 Dissemination of Data (Continued)

Figure 7: Winter 2017 Rough Sleeping Count Infographic



4.

Dublin Region Winter Rough Sleeping Count 2017

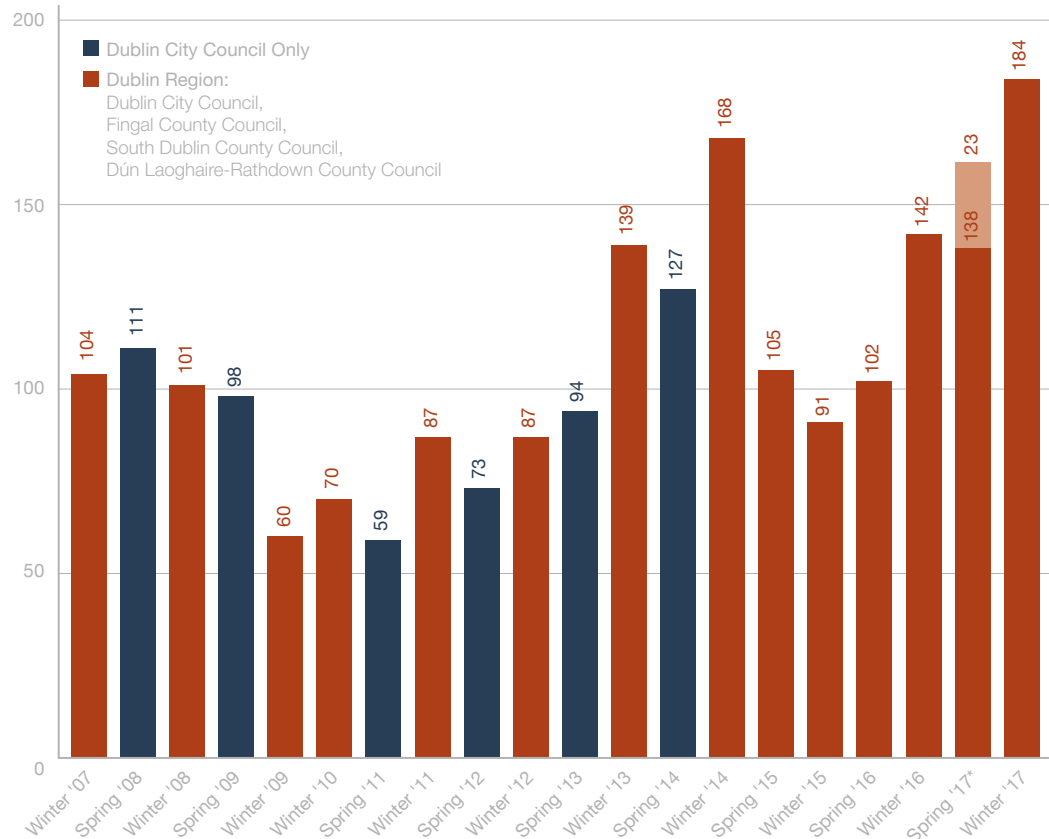
4. Dublin Region Winter Rough Sleeping Count 2017

The data gathered through each RSC is compiled into a report that is used for internal purposes within the DRHE. The winter 2017 count took place across the Dublin Region on the night of the 7th of November 2017. The following sections outline the details contained in the report on the 2017 winter RSC.

4.1 Number of Individuals Discovered

On that night 184 individuals were discovered sleeping rough across the region. This represents an increase of 42 individuals or 30% since the Winter 2016 RSC. One hundred and eighty four is considered to be the minimum number of individuals sleeping rough across the Dublin Region at that point in time. Figure 8 shows the total number of individuals discovered sleeping rough on each count (2007–2017). Since Winter 2014 a RSC has taken place across the entire Dublin Region twice each year.

Figure 8: Number of Individuals Discovered Sleeping Rough 2007–2017



*The Spring 2017 figure is made up of 138 persons discovered sleeping rough and a unique group of 23 non-nationals who were being repatriated.

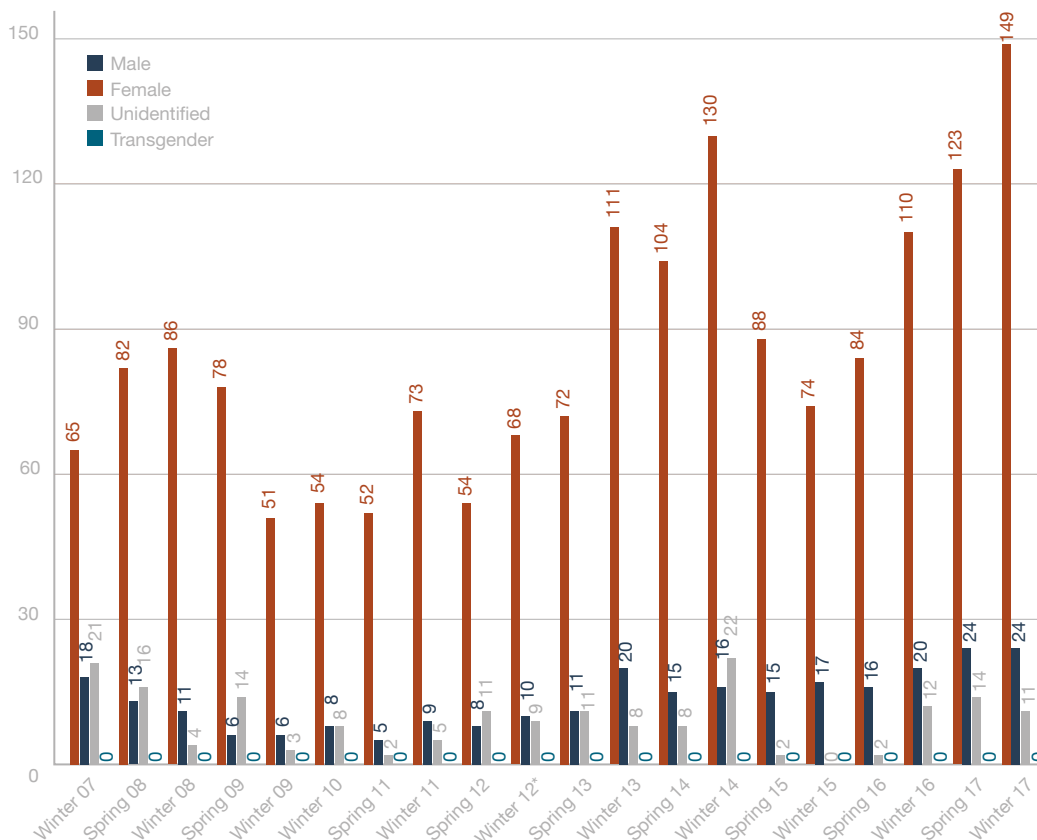
4.2 Individuals Discovered who are Registered on PASS

Names and details were obtained for 113 of the 184 individuals discovered on the count. Of the 113 identified individuals, 102 had an active PASS record which means that they at some point either: accessed emergency accommodation; were in contact with the HFIT; or collected a sleeping bag.

4.3 Gender of Individuals Discovered Sleeping Rough

Of the 184 individuals discovered sleeping rough, they included: 149 males; 24 females; and 11 individuals whose gender was not identified as they were asleep covered up. Figure 9 shows the gender breakdown of individuals discovered on each count from 2007 to 2017. It shows that consistently there are substantially more males than females discovered sleeping rough.

Figure 9: Gender of Individuals Discovered Sleeping Rough 2007–2017



4.4 Nationality of Individuals Discovered

On the Winter 2017 RSC, 80 individuals were recorded as being Irish; 53 individuals were recorded as being non-Irish nationals and 51 individuals did not have their nationality identified. This is shown in Table 6 below.

Table 6: Nationality of Individuals Discovered Sleeping Rough on the Winter 2017 RS

Summary Nationality	Count No.
Irish	80
Non-Irish	53
Unidentified	51
Total	184

Where data was available, nationality was verified using information recorded on PASS. Table 7 below shows percentage of Irish and non-Irish individuals discovered on each count between 2007 and 2017.

Table 7: Nationality of individuals sleeping rough as a percentage 2007–2017 excluding individuals who did not have their nationality identified

	Winter 07 N=53 (%)	Spring 08 N=52 (%)	Winter 08 N=73 (%)	Spring 09 N=69 (%)	Winter 09 N=47 (%)	Winter 10 N=52 (%)	Spring 11 N=49 (%)	Winter 11 N=51 (%)	Spring 12 N=54 (%)	Winter 12 N= 53 (%)	Spring 13 N=69 (%)	Winter 13 N=114 (%)	Spring 14 N=106 (%)	Winter14 N=98 (%)	spring 15 N=71 (%)	winter 15 N= 83 (%)	Spring 16 N=85 (%)	Winter 16 N=84 (%)	Spring 17 N=121 (%)	Winter 17 N=133 (%)
Irish	87	88	64	45	49	67	61	67	65	83	67	64	70	60	80	88	75	75	70	60
Non Irish Nationals	13	12	36	55	51	33	39	33	35	17	33	36	30	40	20	12	25	25	30	40
	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100

4.5 Age of Individuals Discovered

The data in Table 8 below displays the number of individuals discovered sleeping rough recorded in each age range category for the Winter 2017 RSC.

Table 8 – Age of Individuals Discovered Sleeping on the Spring 2017 Rough Sleeping Count

Age Range	18 – 30	31 – 40	41 – 50	51 – 60	61+ Unidentified	Total
Number of Discovered Persons Sleeping Rough	43	48	26	13	4 50	184

Table 9 displays the number of persons discovered sleeping rough in each age range category between winter 2009 RSC and the Winter 2017 RSC excluding individuals whose ages were recorded as unknown. The age ranges for the RSC prior to 2009 were not comparable with the age ranges used in the most recent counts.

Table 9: Age of Individuals Discovered Sleeping Rough 2009–2017

Age Range*	Winter 2009	Winter 2010	Spring 2011	Winter 2011	Spring 2012	Winter 2012	Spring 2013	Winter 2013	Spring 2014	Winter 2014	Spring 2015	Winter 2015	Spring 2016	Winter 2016	Spring 2017	Winter 2017
U 18	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0
18–30	10	21	14	16	13	29	21	37	22	36	17	16	20	64	33	43
31–40	8	8	14	17	17	18	25	35	39	40	28	37	27	4	46	48
41–50	9	12	11	16	15	11	25	31	23	17	21	17	15	2	22	26
51–60	7	2	7	11	8	6	3	12	18	10	10	5	9	21	13	13
61+	4	3	2	2	6	5	4	5	3	3	4	5	5	30	6	4
Unidentified	22	24	11	25	14	17	16	19	22	62	25	11	26	21	41	50
	60	70	59	87	73	87	94	139	127	168	105	91	102	142	161	184

*the age ranges for the rough sleeping counts prior to 2009 were not comparable with the age ranges used in the most recent counts.

5.

Concluding Comments

The enumeration of individuals who sleep rough takes place in order to gather knowledge about the level of homelessness and character of the homeless population. This is used by those involved in drafting policy to effectively tackle homelessness and eliminate the need to sleep rough. The information gathered through the survey demonstrates that there is no universally prescribed method followed by organisations when they are enumerating individuals who sleep rough. The primary method used is a point-in-time street count. While the precise details of the point-in-time methodology followed differ among organisations, the fundamental principle of identifying the minimum number of individuals sleeping rough by counting individuals who they discover sleeping rough at a specific point in time is common.

In Dublin, two separate methods are used when enumerating individuals who sleep rough. They are the point-in-time method and the ongoing monitoring of engagement with outreach services. These are the two most commonly used methods as identified through the survey and as such, they provide the DRHE with a broad knowledge about the level of rough sleeping and character of this cohort of individuals. This level of knowledge allows the DRHE to effectively plan new accommodation and services for individuals sleeping rough.

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