

Enumerating Homelessness

# HOMELESSNESS AND THE HOUSING NEEDS ASSESSMENT 2013: REPORT FOR DUBLIN

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# Acknowledgements

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# 1. Introduction

## 1.1 Overview

The experience of homelessness in the Dublin Region has once again come to the fore of both national politics and national and local policy implementation and service delivery. High profile incidences, coupled with a higher visibility of rough sleeping on the streets have led to calls for the government to increase funding for homeless services, open up more beds in emergency accommodation, and ultimately, allocate housing to those individuals and families experiencing homelessness. These measures, and more, have the potential to alleviate or potentially solve this crisis. However, in order to ensure the most efficient and effective use of public resources in tackling homelessness, it is imperative that those involved in policy implementation and service delivery start with a clear picture of the homeless population, its most pertinent characteristics and housing need.

This report sets out a robust methodological approach to counting the homeless population with a housing need in the greater Dublin area. The report builds on previous research undertaken by the Dublin Region Homeless Executive (Dublin Region Homeless Executive & Housing and Sustainable Communities Agency, 2012) and its precursors the Homeless Agency (2002 and 2008), (Homeless Agency and SPSS Ireland, 2005) on assessing the extent of the homeless population in the Dublin region. Through the combined analysis of data from the bespoke online accommodation management system, PASS (Pathway Accommodation Support System), local authority data collected as part of the triennial housing needs assessment<sup>1</sup> and data collected during the Rough Sleeper Count, a robust profile of the homeless population during January to June 2013 has been developed.

## 1.2 Conducting an Assessment of the Homeless Population

The challenges of producing an accurate and valid assessment of the extent of homelessness at any one time have been addressed over previous years in Dublin by conducting a survey of homeless service users and reconciling this data with local authority administrative records to confirm the figure (Homeless Agency, 2002, 2005 and 2008).

The survey approach was successful at counting the numbers using homeless services at a point in time, but difficulties remained in matching the details of these service users with those registered as having a housing need and with homeless priority status with one of the four Dublin local authorities. This was primarily due to the fact that the successful reconciliation of data for all survey respondents with an equivalent local authority record is required to verify homeless priority status and to confirm the net housing need for such households. Initiating and maintaining an accurate and complete local authority record for homeless service users has frequently been challenging due to changes in the circumstances of homeless service users.

However, with each triennial Housing Needs Assessment period there has been increased coordination between the four local authorities in reconciling this data. Building on this increased coordination, in early 2011 agreement was reached by the four local authorities to report under the method deployed by the Department of Environment, Community and Local Government for the March 2011 period. Later in the year data extracted from the PASS system was sufficiently accurate to undertake a robust and verifiable analysis with the local authority returns. Details of this approach and its key findings were published in 2012 in the Homelessness and Housing Needs Assessment 2011 report (Dublin Region Homeless Executive & Housing and Sustainable Communities Agency, 2012) and are found in later sections of this report.

The current 2013 report of the known population of homeless individuals with a housing need in Dublin builds again on the cooperation of the four Dublin local authorities and the methodology developed to date. To this end the remainder of this report is set out as follows:

- **Section 2:** Developing a Methodology for Identifying the Homeless Population
- **Section 3:** Calculating the Known Homeless Population in the Dublin Region
- **Section 4:** Profile of the Known Homeless Population
- **Section 5:** Summary of Key Findings
- **Section 6:** Concluding Comments

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1. Every three years, in accordance with Section 9 of the Housing Act 1988, housing authorities are required to undertake an assessment of housing need in their functional areas. (Housing Needs Assessment 2011, Housing Agency) available at <http://www.housing.ie/>

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## 2. Developing a Methodology for Identifying the Homeless Population

### 2.1 Overview

Establishing the extent and character of the homeless population is not without its challenges. This is in part due to the nature and trajectory of experiences which are classified as homelessness. However, the challenge in identifying the homeless population is not insurmountable. This section will look at how the methodology for counting and profiling the homeless population was developed for the purpose of this report. It will present the agreed European framework for identifying the categories of living situations classified as homeless which are of primary concern for this exercise. A description of the sources of data used to identify the known homeless population is also provided.

### 2.2 The European Typology of Homelessness and Housing Exclusion (ETHOS)

The European Typology for Homelessness and Housing Exclusion (ETHOS) is an established European typology for understanding the complex social phenomenon of homelessness and housing exclusion.

Within the ETHOS typology, four conceptual categories of homelessness are established:

1. Roofless
2. Houseless
3. Insecure
4. Inadequate

The breadth of the experience of homelessness is encapsulated within these categories moving from the living situation of sleeping rough in a public or external space to those in inadequate accommodation such as that unfit for habitation or in overcrowded housing. In assessing the population in need of housing, the categories of roofless and houseless are the most pertinent.

Within each conceptual category there are several operational categories. For instance, the roofless category is broken down into:

1. People sleeping rough; and
2. People in emergency accommodation.

The houseless category contains five operational categories, four of which are of concern for this report (in bold below):

1. **People in accommodation for the homeless**
2. **People in women's shelters**
3. People in accommodation for immigrants (excluded in this report)<sup>2</sup>
4. **People due to be released from institutions**
5. **People receiving longer term support due to homelessness**

Finally, within each of the operational categories a number of living situations are identified. Some of these living situations are excluded from the analysis undertaken for this report. Table 1 provides an extract of the ETHOS Typology with the shaded cells indicating those categories identified within the population assessed as having a housing need.

As can be seen from the table, the population identified as being homeless and in need of housing does not include the following groups:

- Those individuals in transitional supported accommodation.<sup>3</sup>
- Those people who are in accommodation for immigrants such as temporary accommodation or reception centres.
- Those people who are about to be released from children's institutions or homes.
- Those individuals who are in residential care for older people.

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2. Individuals in accommodation for immigrants are excluded as the accommodation is not Section 10 funded. Section 10 Funded homeless services are services receiving finance from a local authority for the provision of services for homeless individuals in accordance with Section 10 of the Housing Act, 1988. Funding is provided for Homeless Prevention, Tenancy Sustainment & Resettlement Supports; Emergency Accommodation; Long-term Supported Accommodation; Day Services; Housing Authority Homeless Services Provision including Administration.

3. After reconfiguration of services in 2008, this form of accommodation was no longer supported in the Dublin Region under the Pathway to Home Model.

## 2. Developing a Methodology for Identifying the Homeless Population (cont.)

Table 1 ETHOS Typology

Conceptual Category	Operational Category	Living Situation
Roofless	1. People sleeping rough	1.1 Public space or external space
	2. People in emergency accommodation	2.1 Night Shelter
Houseless	3. People in accommodation for the homeless	3.1 Homeless hostel
		3.2 Temporary Accommodation
		3.3 Transitional supported accommodation
	4. People in women's shelters	4.1 Women's shelter accommodation
	5. People in accommodation for immigrants	5.1 Temporary accommodation / reception centres
	6. People due to be released from institutions	6.1 Penal institutions
		6.2 Medical institutions
		6.3 Children's institutions / homes
	7. People receiving longer term support (due to homelessness)	7.1 Residential care for older people
		7.2 Supported accommodation for formerly homeless households

### 2.3 Data Sources

Having agreed the operational categories and living situations to be included in the assessment of the known homeless population in Dublin with a housing need from January to June 2013, the next step is to outline the available sources of data that provide information on these cohorts.

#### 1) Housing Needs Assessment (HNA) 2013

Under Section 9 of the Housing Act 1988, housing authorities are required to undertake an assessment of those in housing need within their functional areas. In order to ensure each local authority uses a consistent approach to reporting these figures, the Department of the Environment, Community and Local Government provides detailed guidance on how the Housing Needs Assessment (HNA) data should be compiled. Furthermore, the Department instructs local authorities to capture and report the data on a specific date, thus ensuring that the figures provide both a robust and comparable snapshot of a national assessment of housing need.

A new process of housing assessment was introduced on 1 April 2011 under the Housing (Miscellaneous Provisions) Act 2009. The new regulations set out the manner in which the local authorities determine a household's qualification for support and the description and classification of its housing need (Department of Environment, 2011). The approach ensures consistency across the region.

Data collected by local authorities during the Housing Need Assessment process includes details of the main applicant's:

- Age
- Nationality
- Employment Status
- Household Income Source
- Household Composition
- Main Need for social housing support
- Specific Accommodation Requirements
- Current Tenure and;
- Length of Time on record of qualified households

**Table 2: Numbers of Homeless Households by Housing Authority in the Dublin Region**

Local Authority	Housing Agency Published Local Authority Figures HNA 2013 <sup>4</sup> .	DRHE Local Authority Figures
Total	1,937	1,955

These categories were used to determine the total number of individuals in need of social housing in the Dublin region in 2013 (Housing Agency, 2013). Datasets submitted to the DRHE for the purposes of reconciliation with PASS dataset identified 1,955 individuals prioritised as homeless on the housing waiting list. This was the total used for reconciliation with the PASS data to assess the extent of homelessness in Dublin.

However, the figures published by the Housing Agency enumerated local authority applicants who were in institutions, emergency accommodation or hostels rather than those with homeless priority. They reported a total of 1,937 individuals categorised as such. This led to a small variance of 18 individuals as detailed in Table 2 above, who were recorded under an alternative category in the Housing Agency Report.

For the purposes of this report, the figure of 1,955 was used as these individuals were verified as having homeless priority on the housing waiting list by their relevant local authority.

### 2) PASS Data

PASS is an online system that captures details relating to service users' access to emergency accommodation. The system provides 'real-time' information in terms of homeless presentation and bed occupancy. It offers an enhanced and up-to-date means of enumerating the daily number of persons known to be experiencing homelessness, accessing dedicated homeless services and residing in dedicated accommodation services on a 'live' basis.

The PASS data collects a range of information about each individual including age, gender, country of origin, dependent children living with and not living with the individual and detailed information about their interaction with services.

### 3) Counting Individuals Sleeping Rough

Twice a year the DRHE undertakes a manual count of all those sleeping rough in the Dublin region. Rough sleeping is defined as 'people sleeping, or bedded down, in the open air (such as on the streets, or in doorways, parks or bus shelters); people in buildings or other places not designed for habitation (such as barns, sheds, car parks, cars, derelict boats or stations)'.<sup>5</sup> The count of individuals sleeping rough on the streets allows the DRHE to confirm the minimum number of people discovered sleeping rough on a particular night. The count feeds into the planning for services and allows the DRHE to measure the effectiveness of its regional strategy. The data collected about individuals sleeping rough during this count is limited to age and gender. If the individual is bedded down and sleeping, an approximation of each is made.

Each of the three sources of data outlined here provides access to information about individuals experiencing the categories of homelessness identified under the ETHOS Typology. Analysis of these data sources by building on the methodology undertaken in 2011 will allow for the identification of the known homeless population between January to June 2013. The methodology developed in 2011 is now briefly outlined.

4. Housing Agency (2013), Summary of Social Housing Assessments 2013: Key Findings, Appendix 2:Table A2.9 pg 30 Available at. [www.housing.ie](http://www.housing.ie).

5. <http://homelessdublin.ie/about-rough-sleeping>

## 2. Developing a Methodology for Identifying the Homeless Population (cont.)

### 2.4 Homelessness and Housing Need

#### Assessment 2011

The 2013 homelessness and housing need assessment reconciliation presented in this report builds upon the methodology developed in 2011 (Dublin Region Homeless Executive & Housing and Sustainable Communities Agency, 2012). In 2011, the DRHE developed an innovative and transparent method to identify cohorts comprising the overall homeless population. Utilising the ETHOS typology of living situations and datasets from both PASS and the Dublin local authorities, a robust framework for identifying what has become established as the known homeless population with a housing need in Dublin in September 2011 was confirmed.

In April 2011, the Dublin Joint Homeless Consultative Forum (DJHCF) and its Statutory Management Group agreed that the details on the extent of homelessness in Dublin published by the Department of the Environment, Community and Local Government (DECLG) as part of its national housing needs assessment, and reliant only on local authority housing management data systems, would be reviewed

and updated using the PASS data system.

The capital letter 'P' was used as representative of the entire known homeless population identified using datasets from the four Dublin local authorities and PASS. Individuals were identified as being in living situations considered as homeless. Sub-populations identified in the dataset were described using the lower case letter 'p'. Three sub-populations were identified at the time. A sophisticated enumeration of these sub-populations demonstrated the variety that the PASS database captured and Table 3 below gives a description of the 2011 cohorts.

There is some variance in the 2013 sub-population datasets presented in this report. Whilst the 2011 report identified three homeless sub-populations shown below, further scrutiny of PASS records of the homeless population in 2013 revealed new features in the sub-populations and resulted in the identification of a fourth cohort. Details of these processes are discussed in the next section.

**Table 3: Breakdown of 'P' 2011 data**

Category of 'P'	p1	p2	p3	P
Individual has PASS record of Emergency Accommodation in September 2011	●			
Individual has PASS record and local authority homeless priority	●			
Individual has PASS record and deferred / pending local authority homeless priority	●			
Individual has no PASS record and in prison/nursing home/hospital/refuge/detox/HSE		●		
Individual sleeping rough in winter 2011			●	
<b>Total individuals</b>	<b>1,679</b>	<b>131</b>	<b>81</b>	<b>1,891</b>



## 3. Calculating the Known Homeless Population in the Dublin Region

### 3.1 Overview

The previous section outlined the data sources used to identify the known homeless population in the Dublin Region in 2011 with a housing need. This section provides a detailed account of the analysis of these sources of data in order to arrive at the figure 'P' using the 2013 data.

### 3.2 Preparation of the data for analysis

Similar to the approach taken in 2011, a data download of all those interacting with homeless services was extracted from PASS. On this occasion, however, the period under study was extended to six months, January to June 2013, as opposed to one month, September 2011.

At the same time, a dataset was received from each local authority with a list of individuals within their jurisdiction who were identified as having housing need with homeless priority during the same six month period (i.e. January to June 2013).

Finally, in April 2013, the DRHE carried out its regular six monthly count of individuals sleeping rough. Individuals identified on this night were recorded on an Excel spreadsheet and set aside for later analysis.

The datasets comprised of the following numbers of records:

- 3,317 records of active homeless service users on the PASS database between January and June 2013.
- 1,955 records of individuals assessed as having housing need with homeless priority by one of the four Dublin local authorities.
- 93 records of individuals identified in the April 2013 rough sleeper count.

Following the initial data downloads from both PASS and the acquisition of the local authority data, quality control and data cleaning was applied to the datasets. These checks were used to confirm whether all records and data entries were accurate and relevant to the time period.

The data quality controls:

- Identified and removed any duplicate records and data entries.
- Confirmed the accuracy of all data entries across the datasets.

Data quality control checks were applied to the collated datasets at regular intervals throughout the research. These checks were used to confirm whether all records and data entries were accurate and relevant to the process.

### 3.3 The Composition of 'P'

The same principle of determining the known homeless population with a housing need, 'P', was used on the 2013 data as in 2011. However, as the objective of the reconciliation and analysis was to arrive at a figure for the number of individuals who were homeless with a housing need, an additional cohort was identified, meaning 'P' had four subsets in 2013 rather than the three identified in 2011. PASS records were reviewed in order to identify individuals who had not yet engaged in the process of completing an AHN but were utilising homeless accommodation services with some level of regularity over the period so that an anticipated need for housing was assumed to exist.

Therefore, the value of 'P' based on the 2013 data was calculated as:

$$P=p1+p2+p3+p4$$

#### 'p1'

The composition of 'p1', again comprises of individuals that have both a PASS record and a completed housing need assessment. A new feature of this cohort was the scrutiny of the PASS records to determine whether service users were actively interacting with services during the period January to June 2013. It was determined that although having been assessed as homeless and having a PASS record, 24% of the 'p1' cohort had no active emergency accommodation usage in the period January to June 2013. Further analysis revealed that (4%) of these individuals had exited to prison, hospital or women's refuge.

### 3. Calculating the Known Homeless Population in the Dublin Region (cont.)

Therefore 'p1' comprises:

- 923 individuals with active PASS record of emergency accommodation in the period January to June 2013 and had an AHN completed by a local authority.
- 410 individuals with active PASS record of emergency accommodation in the period January to June 2013 and had an AHN deferred<sup>6</sup> by local authority.
- 65 individuals with a PASS record but with inactive emergency accommodation use from January to June 2013 as they were in prison/hospital/domestic violence refuge/other and an AHN completed by a local authority.
- 355 individuals with an AHN were on PASS but had inactive Section 10 funded emergency accommodation use from January to June 2013.

'p1' = 1753

'p2'

The cohort 'p2' comprises all individuals on the local authority dataset who were assessed as homeless but who had no record on PASS in the period January-June 2013. Whilst this cohort's attributes were synonymous to those of the 2011 AHN, in that all individuals had no record on PASS, it was further determined in the 2013 AHN that 59% of the 'p2' population had no PASS record as they utilised Non-Section 10 funded services<sup>7</sup>. The remaining 41% were in institutions such as prison, hospital or domestic violence refuge and had no previous record of Section 10 funded homeless service use in the previous two years.

Therefore 'p2' comprises:

- 132 individuals with Assessment Housing Need and no record on PASS as using other non-section 10 funded services.
- 90 individuals with Assessment Housing Need and no record on PASS as in prison/hospital/domestic violence refuge/other.

'p2' = 222

'p3'

'p3' comprises all individuals discovered sleeping rough during the April 2013 Dublin Rough Sleeper Count (RSC) who had no PASS record of emergency use January to June 2013. The attributes of this cohort remain the same as in the 2011 AHN.

Therefore 'p3' comprises:

- 69 Individuals discovered sleeping rough during the April 2013 Rough Sleeper Count in Dublin and with no PASS record of emergency accommodation use from January to June 2013.

'p3' = 69

'p4'

The fourth cohort of 'P', p4, involved an intense examination of service user activity to determine the individual's level of engagement with homeless services. The objective was to identify service users who engaged with services sufficiently to have begun the support planning process.

'p4' comprised of all individuals who were active service users on PASS in the period January-June 2013 and, although they had no AHN completed for any of the four Dublin local authorities, they had a housing need. These individuals stayed in emergency accommodation for at least eight nights in the given period. In this cohort:

- 329 individuals were active service users on PASS with a cumulative stay of 8 nights or more between January and June 2013 but had no AHN completed with any of the four local authorities. These individuals had a pattern of Emergency Accommodation use that included a reliance on 'one-night-only' accommodation, a pattern associated with less stable patterns of service use that hinder comprehensive support planning.

6. A partially complete application can be deferred by a local authority for various reasons such as an individual going to prison, hospital or pending submission of documents etc.

7. PASS only keeps service user activity of Section 10 funded services.

- 494 individuals were active service users on PASS with a stay of 8 nights or more between January and June 2013 and had no AHN completed with any of the four local authorities. These individuals had a more stable pattern of service use with no 'one-night-only' placements. As such, more opportunity existed to engage in a comprehensive support planning process but an AHN had not yet been completed.

'p4' = 823

Therefore 'P', the known population confirmed and verified as active homeless service users in Dublin for the period January to June 2013 is a total of **2,867 individuals**.

'P' = 2,867

(Appendix 1 provides further details on each of the sub-populations).

'P' is composed of the following

Table 4 Breakdown of 'P' 2013 data

Category of 'P'	p1	p2	p3	P4	P
Client has Assessment of Housing Need Completed and is <u>on</u> PASS	●				
Client has Assessment of Housing Need Completed and is <u>not on</u> PASS		●			
Clients has <u>no</u> Assessment of Housing Need Completed and is <u>not on</u> PASS			●		
Client has <u>no</u> Assessment of Housing Need Completed and is active <u>on</u> PASS				●	
<b>Total individuals</b>	1,753	222	69	823	<b>2,867</b>

## 4. Profile of Known Homeless Population

### 4.1 Overview

As outlined in the preceding sections, the data used to identify the population was collected by the Housing Agency for administrative purposes, thus there is limited profile information; e.g. there is no data on marital status, socio-economic status and number of dependent children included in the submission made by local authorities to the Housing Agency. The available data relates to demographics such as gender, age and nationality.

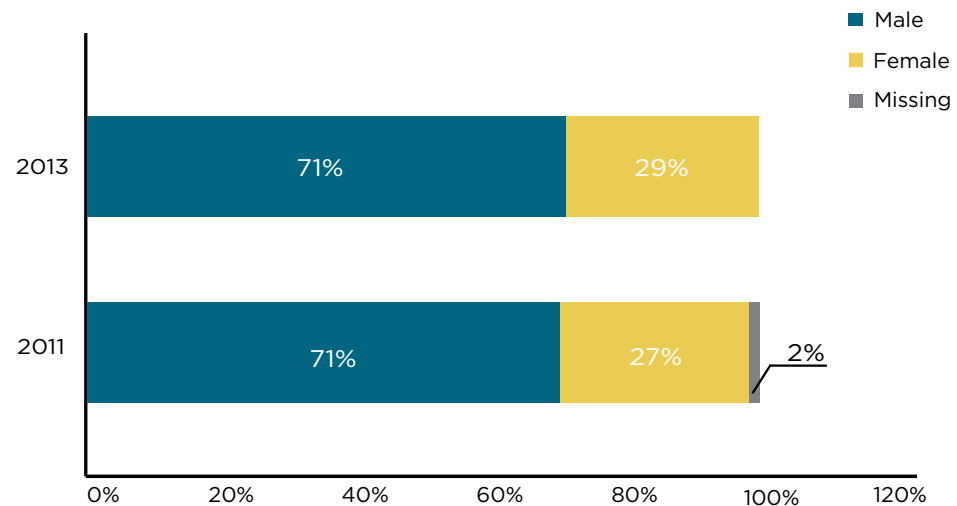
This section of the report provides a profile of the population identified as in need of housing. It should be noted that in some cases information will be missing for sub-populations of 'P'. This is because the known population is derived from different data sources. For instance, there is limited data available in relation to those

individuals identified during the Rough Sleeper Count in April 2013. Finally, a comparison is drawn between the trends identified in the 2011 assessment and this 2013 assessment of the homeless population. While the 2011 data relates to a single month of PASS data and the 2013 data relates to six months of PASS data, a valid per cent calculation that is based on the cohort of the population is used to facilitate comparison.

### 4.2 Gender

The gender breakdown is broadly similar in 2013 and 2011<sup>8</sup>. In 2013, 71% of the population were male and 29% were female while in 2011 the proportion was 71% male and 27% female (2% missing data), thus showing a consistent trend in the gender breakdown.

Figure 1: Gender breakdown of population 'P' 2013 and 2011



8. In 2011, there was some missing data with regard to gender. The local authority data did not indicate each individual's gender and therefore in n=9 cases the gender was unclear. In the rough sleeper count in a further n=35 cases the gender was unidentified.

Figure 2: Increase in the number of males and females 2013 & 2011

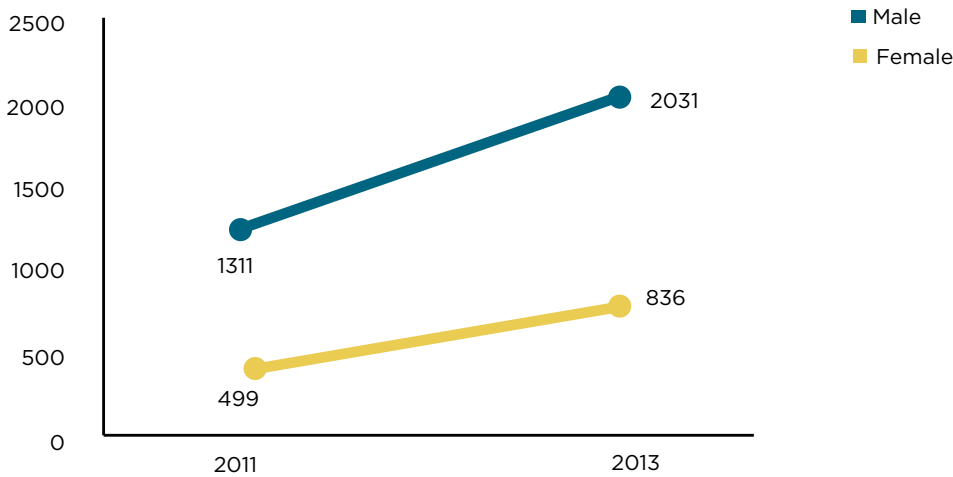


Figure 2 reveals that the absolute numbers of both male and female have increased significantly but as outlined above, this is because a time period of a single month (in 2011) is compared with a time period of six months in 2013.

#### 4.3 Age Profile

Similar to the 2011 report, the age of each individual was calculated by subtracting their date of birth from the last day of the month for the period being analysed. Therefore, for the year 2013 the date used was June 30, 2013. The same age group categories are used in this report as were used in 2011.

As illustrated in Table 5, similar patterns of distribution across the age range are found in 2013 as were found in 2011. The largest cohort of individuals continue to be in the age group 31 to 40 years. The age profile in both 2013 and 2011 follow similar trends with a decrease in the proportion of the population in age categories over 41 years of age. Similar proportions are found in both the lowest age category, 18 to 25 years in 2013 (20%) and 2011 (19%) and in the two highest age categories 61 to 70 years (both 3%) and over 70 years (both 1%).

## 4. Profile of Known Homeless Population (cont.)

**Table 5: Age Profile of population 'P' 2013& 2011**

Age Group	2013	2011
18 to 25 years	20%	19%
26 to 30 years	15%	17%
31 to 40 years	32%	31%
41 to 50 years	19%	17%
51 to 60 years	10%	8%
61 to 70 years	3%	3%
Over 70 years	1%	1%
Missing	1%	3%

Finally, when missing data<sup>9</sup> was excluded, the average age was found to be 37 years in 2013. This was just one year older than the average in 2011 which was 36 years.

### 4.4 Age and Gender Combined

An analysis of the breakdown of gender amongst the age profile has also been undertaken. As can be seen from the table below the proportions of men and women in each age category has remained broadly the same in 2013 and 2011.

However, some differences are worth noting. There is a higher proportion of women and conversely a lower proportion of men aged between 41 and 50 years in 2013 compared to 2011. This pattern also holds true for the age cohort of 61 to 70 years and the group aged over 70 years. In 2013 the proportion of women in each age category falls as age increases except for the 70 years and over category. A similar pattern occurs in 2011.

**Table 6: Proportion of male and female in each age category in 2013 and 2011**

Age Group	Male		Female	
	2013	2011	2013	2011
18 to 25 years	60%	60%	40%	40%
26 to 30 years	67%	69%	33%	31%
31 to 40 years	71%	72%	29%	28%
41 to 50 years	79%	84%	21%	16%
51 to 60 years	80%	82%	20%	18%
61 to 70 years	80%	89%	20%	11%
Over 70 years	75%	81%	25%	19%

9. The missing data in both years is accounted for by the cohort of the population identified through the rough sleeper count.

Figure 3 Proportion of male & female in each age category 2013 & 2011

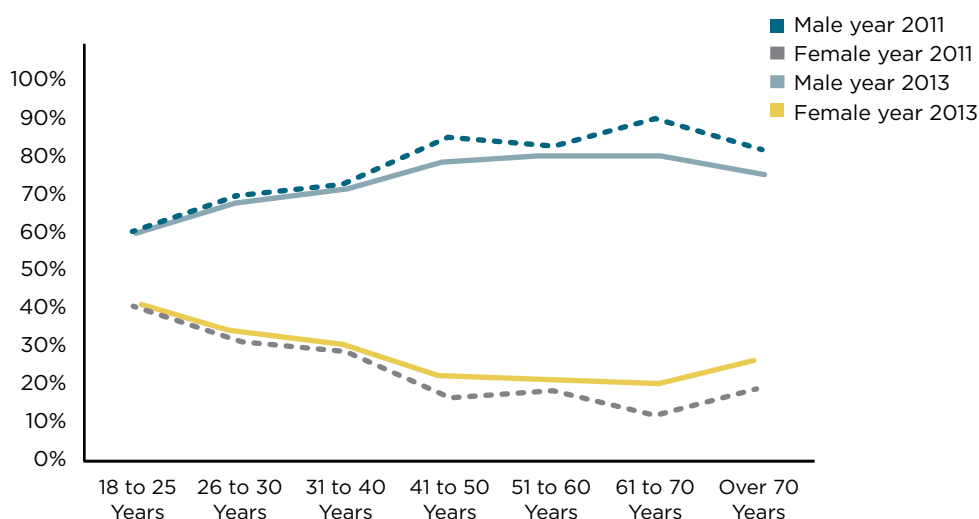


Figure 3 provides a visual depiction of the age trends. The top half of the graph shows the trajectory for the proportion men within each age category and follows a similar path in both 2013 and 2011 with a slight deviation in the 41 to 50 and 60 -70 years categories. The bottom half of the graph also illustrates similar patterns for the female proportion of each age category with a slight deviation in 41 to 50 and 61 to 70 years categories.

#### 4.5 Nationality

The country of origin or nationality for each individual is captured on both PASS and local authority housing management data systems.<sup>10</sup> However, in some instances country of origin is not determined due to the following reasons.

- Country of origin recorded as unknown in PASS and Local Authority datasets (n=405)
- Clients not giving consent for data collection on PASS (n=47)
- Missing information from data collected during the April Rough Sleeper Count (n=27)

As a combined total, the missing country of origin data constituted 17% of the total 'P' population in 2013. This figure was 30% in 2011, showing significant success in capturing data relating to nationality. Where country of origin is stated, the data showed that the population 'P' is predominantly Irish (n=2,183 or 76%) as detailed in Table 7.

10. Where an Assessment of Housing Need has been carried out, the nationality of the individual is verified. If an individual is on PASS with no Assessment of Housing Need, the nationality recorded is self-reported by the service user and unverified.

## 4. Profile of Known Homeless Population (cont.)

Table 7: Breakdown by Country of Origin

Country of Origin	N	%
Ireland	2,183	76
UK	34	1
EU 28	97	3
Non-EU	74	3
<b>Missing Data</b>		
Consent no given	47	
Unknown	405	
Undetermined from Rough Sleeper Count	27	479
<b>Total</b>	<b>2,867</b>	<b>100</b>

Excluding the UK, Table 8 below provides a breakdown of individuals from the European Member States (EU 28). All EU member states recorded in 2011 are represented in the 2013 AHN with three new additional countries being

recorded namely, Belgium, Italy and Slovenia. A nine per cent increase is recorded in individuals from Poland having a housing need with 51% of individuals from Poland recorded in 2013 versus 42% of individuals in 2011.

Table 8: Country of Origin EU Member States (excl. UK) in 2013 and 2011

EU Member State	2013	% in 2013	2011	% in 2011
Belgium	1	1%	-	0
Czech Republic	4	4%	2	3%
Estonia	1	1%	1	2%
France	1	1%	1	2%
Germany	2	2%	2	3%
Hungary	2	2%	1	2%
Italy	4	4%	-	0
Latvia	7	7%	4	7%
Lithuania	5	5%	10	17%
Poland	49	51%	25	42%
Portugal	2	2%	2	3%
Romania	11	11%	9	15%
Slovakia	6	6%	1	2%
Slovenia	1	1%	-	0%
Spain	1	1%	1	2%
<b>Total</b>	<b>97</b>	<b>100.00%</b>	<b>59</b>	<b>100.00%</b>



Taking into account individuals originating from the UK, individuals from Poland still record as having the highest level of housing need amongst the EU 2013 cohort.

In 2013, there were 74 individuals representing 29 different non-EU member states whilst in the

2011 data, 35 individuals had a country of origin from 24 non-EU member states. In both 2013 and 2011 Nigeria had the most individuals in this group. The breakdown of non-EU member countries is shown in Table 9.

**Table 9: Country of Origin Non-EU Member in 2013 and 2011**

Non EU Member State	2013	2011	Non-EU Member State	2013	2011
Afghanistan	-	1	Moldova	1	-
Albania	3	1	Mongolia	-	1
Algeria	1	-	Morocco	3	1
Angola	-	1	Nigeria	18	6
Belarus	1	-	Pakistan	1	1
Bosnia & Herzegovina	3	1	Philippines	-	2
Brazil	-	1	Russia	2	-
Congo	9	2	Somalia	6	1
Georgia	-	1	South Africa	2	2
Ghana	1	-	Sudan	1	-
Guinea	1	-	Syria	-	1
Iceland	2	1	Thailand	1	1
India	1	-	Togo	1	-
Indonesia	1	-	Turkey	-	1
Iraq	1	-	Uganda	1	-
Israel	2	2	United States	2	2
Kosovo	1	1	Vietnam	1	2
Malaysia	-	1	Zimbabwe	2	-
Mauritius	1	1			
<b>Total</b>				<b>74</b>	<b>35</b>

## 5. Summary Key Findings

The key findings of the known homeless population with a verified or assumed housing need in Dublin can be summarised as follows:

- The known population requiring housing 'P' confirmed and verified as active homeless service users for the period January-June 2013 is 2,867.
- The gender profile in 2013 is 71% male and 29% female, a finding similar to that in 2011.
- There is a small increase in the proportion of women and conversely a lower proportion of men aged between 41-50 years and 61-70 years recorded in 2013 compared to 2011.
- The largest cohort of individuals (32%) is found in the age group 31 to 40 years, a similar pattern to that of 2011 (31%).
- Young people, 18 – 25 years, show sustained vulnerability to homelessness with this cohort remaining at 20% of the known homeless population in both 2013 and 2011. Previous research found that young people whose homelessness extended beyond age 18 and went into adult emergency accommodation found it difficult to exit permanently. They exited temporarily but subsequently came back to homeless services (Mayock & Corr, 2013).
- The data also shows that the population 'P' is predominantly Irish (n=2,183 or 76%).
- From within the EU member states including UK, a large number of individuals identify their country of origin as Poland in both 2013 and 2011.
- In both 2013 and 2011, Nigeria has the most individuals in the non-EU cohort.

## 6. Concluding Comments

The purpose of this report was to identify and confirm the known homeless population in the Dublin region with some level of housing need by utilising and building on previous methodologies used by the DRHE and its precursor the Homeless Agency.

The continued use of data from local authority housing needs assessment, data extracted from PASS and the rough sleeper count has allowed for the development of a comprehensive methodological approach in assessing the known homeless population in the Dublin region and their potential housing need. Whilst the revised 2011 Housing Needs Assessment was calculated based on the number of individuals using homeless accommodation services or completing an AHN during the month of September 2011, the 2013 Housing Needs Assessment review is based on the figures over a six month period January to June 2013.

As this methodology continues to evolve, it is proposed that the next iteration will undertake an analysis of an entire year of PASS data. This will allow, going forward, a robust analysis and comparison over time.

# Appendix 1

Table of AHN and PASS Reconciliation January to June 2013 - Summary of Results of Known Homeless Population. Calculation of P (P = p1 + p2 +p3+p4)

Category	Description	Sub-Total	Total	Grand Total
	Individuals with active PASS record of emergency accommodation in the period January-June 2013 and had Assessment Housing Need completed by local authority.	923		
<b>p1</b> Client has AHN Completed & is on PASS	Individuals with active PASS record of emergency accommodation in the period January-June 2013 and had Assessment Housing Need deferred by local authority.	410		
	Individuals with Assessment Housing Need completed by local authority and <u>Inactive</u> emergency accommodation use Jan-June 2013 as in prison/Hospital/DV/Other	65		
	<u>Inactive</u> Emergency Accommodation Service Use January-June 2013	355		
	<b>p1 =</b>		<b>1,753</b>	
<b>p2</b> Client has AHN Completed & is <u>Not on</u> PASS	Individuals with Assessment Housing Need completed by local authority and No PASS record as using other non-Section 10 funded Services	132		
	No Record on PASS as in Prison/Hospital/DV/Other	90		
	<b>p2 =</b>		<b>222</b>	
<b>p3</b> Client has <u>no</u> AHN Completed & is <u>Not on</u> PASS	Rough Sleepers April 2013 count with No PASS record	69		
	<b>p3=</b>		<b>69</b>	
<b>p4</b> Client has <u>no</u> AHN Completed & is on PASS	Individuals Active on PASS with a stay of 8 nights or more January-June 2013 (and at least 1 One Night Only Stay) <b>Less Stable Pattern of Emergency Accommodation Use</b>	329		
	Individuals Active on PASS with a stay of 8 nights or more January-June 2013 (and has no pattern of One Night Only Stays) <b>More stable pattern of Emergency Accommodation Use</b>	494		
	<b>p4 =</b>		<b>823</b>	
<b>P</b> <b>TOTAL</b> <b>p1+p2+p3+p4</b>	The known population confirmed and verified as active homeless service users for the period January-June 2013			<b>2,867</b>

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## Notes





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