

Homelessness and Housing Needs

# Homelessness and the Assessment of Housing Needs 2014: Report for Dublin

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Pathie Maphosa  
November 2017



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# Acknowledgements

On behalf of the Dublin Region Homeless Executive and the Dublin Joint Homelessness Consultative Forum, I would like to thank Ms. Pathie Maphosa for her work on the 2014 reconciliation. She has worked to further develop the methodology so that it now extends to cover a twelve month period compared with the 6 month analysis in 2013 and one month analysis in 2011.

The analysis of the data also extends to identify those persons using services during the year who had not completed housing need assessments but had engaged with services for a sufficient length of time to have done so but because of their episodic pattern of service use were not engaging in the support planning processes in place. By including these persons, we get a more comprehensive review of all persons using services during the year for more than a week.

Therefore, the 2014 report provides a more complete picture of the number of persons who were engaging with homeless services in the Dublin Region during the year that had or could be assumed to have a housing need.

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ISBN: 978-0-9933012-5-4

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# Table of Contents

|           |   |         |
|-----------|---|---------|
| Section 1 | Introduction  | page 2  |
|           | 1.1 Overview  | page 4  |
|           | 1.2 Conducting an Assessment of the Homeless Population               | page 6  |
| Section 2 | Methodology for Identifying the Homeless Population                   | page 8  |
|           | 2.1 Overview  | page 9  |
|           | 2.2 Data Sources  | page 12 |
|           | 2.3 Homelessness and Assessment of Housing Need 2011 and 2013         | page 16 |
| Section 3 | Calculating the Known Homeless Population in the Dublin Region – 2014 | page 18 |
|           | 3.1 Overview  | page 19 |
|           | 3.2 Preparation of the Data for analysis                              | page 20 |
|           | 3.3 The Composition of ‘P’  | page 22 |
| Section 4 | Profile of Known Homeless Population                                  | page 28 |
|           | 4.1 Overview  | page 29 |
|           | 4.2 Gender  | page 30 |
|           | 4.3 Age Profile   | page 32 |
|           | 4.4 Age and Gender Combined   | page 34 |
|           | 4.5 Nationality   | page 38 |
|           | 4.5.1 Non-EU member States  | page 43 |
| Section 5 | Length of Time in Services  | page 44 |
| Section 6 | Individuals Moving to Independent Living                              | page 48 |
| Section 7 | Summary Key Findings  | page 50 |
|           | 7.1 Concluding Comments   | page 52 |
|           | Appendix 1  | page 53 |
|           | References  | page 54 |

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# 1.

# Introduction

The purpose of this data reconciliation report is to determine how many of the individuals who were regularly accessing homeless services in the Dublin Region had an unmet housing need in 2014. The population in 2014 is denoted as 'P' in the report.

Details are provided about how a reconciliation of PASS data, collected by the four local authorities and DRHE funded service providers in the region in 2014, and data extracted from the four Local Authority housing waiting lists was undertaken. Four distinct subsets of "P" are analysed:

- p1 = Individuals actively engaged with homeless services and an assessment of housing need submitted to the Local Authority.
- p2 = Individuals who had not engaged with homeless services in 2014 (as in prison, hospital or other services) but had submitted an assessment of housing need to the Local Authority.
- p3 = Individuals who were rough sleeping and actively engaging with services but had not yet submitted an assessment of housing need to the Local Authority.
- p4 = Individuals actively engaged with homeless services who have not yet submitted an assessment of housing need to the Local Authority.

This report concludes that in 2014 there were **4,149 individuals** in the Dublin Region using homeless services who had an unmet housing need.

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'P' = 4,149

# 1.1 Overview

Homelessness in Ireland, and particularly the Dublin Region, has been rapidly escalating against a background of an undersupply of social housing<sup>1</sup> and rising rents in the private rental sector. As a consequence homelessness has continued to grow with individuals with general housing needs increasingly becoming part of the homeless population. In the Dublin Region this is evidenced by statistics provided by the Dublin Region Homeless Executive (DRHE) on a monthly and quarterly basis submitted to the Department of Environment, Community and Local Government (DECLG)<sup>2</sup>. The year-end report for the year 2013 showed that in the period January to December 2013, a total of 4,613 individuals accessed emergency accommodation in the Dublin Region. This figure went up by seven percent for the same period in 2014 bringing the total to 4,976 individuals accessing emergency accommodation<sup>3</sup>. Of particular concern has been the unprecedented increase in the number of homeless families with dependent children. A total of 264 families were accessing homeless services in June 2014 and this figure increased to 331 by December 2014<sup>4</sup>. These statistics all indicate increasing housing need in the Dublin Region.

The government has by and large acknowledged the on-going homelessness problem and has supported a series of notable actions to address the challenging situation including the introduction of 271 additional emergency beds in the Dublin Region during the fourth Quarter in 2014<sup>5</sup>. To facilitate an increase in exits from homelessness the government outlined a range of provisions in the *Implementation Plan on the State's response to Homelessness in May 2014*<sup>6</sup>. The plan contained 80 actions that would contribute to the delivery of ring-fenced supply of accommodation for homeless households between 2014 and the end of 2016. In addition, since 16th June 2014 an Interim Tenancy Sustainment Protocol was agreed between the four Dublin local authorities, the Department of Social Protection and Threshold to help prevent families from becoming homeless by increasing their rent supplement payments under this protocol.

1. Department of Environment, Community and Local Government (2014) *Social Housing Strategy 2020: Support, Supply and Reform*. (pdf) Dublin: Department of the Environment, Community and Local Government. Available at <http://www.environ.ie/en/PublicationsDocuments/FileDownload,39622,en.pdf> page vii. (Accessed 14 November 2015).

2. Department of the Environment, Community and Local Government. Recent Publications: Homeless persons (online) Available at <http://www.environ.ie/en/DevelopmentHousing/Housing/SpecialNeeds/HomelessPeople/>

3. Dublin Region Homeless Executive (2015) *Performance Report 2014 relating to the Protocol Governing Delegation of Section 10 Funding for Homeless Services to Dublin City Council: End of Year 2014 Report*. (online) Dublin: Department of the Environment, Community and Local Government. Available at <http://www.environ.ie/en/Publications/DevelopmentandHousing/Housing/FileDownload,40628,en.pdf>

4. <http://www.environ.ie/en/DevelopmentHousing/Housing/SpecialNeeds/HomelessPeople/>

5. Dublin Region Homeless Executive (2015) *Performance Report 2014 relating to the Protocol Governing Delegation of Section 10 Funding for Homeless Services to Dublin City Council: End of Year 2014 Report*. (online) Dublin: Department of the Environment, Community and Local Government. Available at <http://www.environ.ie/en/Publications/DevelopmentandHousing/Housing/FileDownload,40628,en.pdf>

6. Department of Environment, Community and Local Government (2014), *'Implementation plan on the State's response to homelessness May 2014 to December 2016'*. Dublin: Department of Environment, Community and Local Government.

The DRHE reports that since its inception in June 2014, the Tenancy Protection Service has succeeded in the prevention of homelessness among 344 families in private rented accommodation whose tenancy was at risk due to rental inflation by the end of 2014<sup>7</sup>.

Also following the enactment of the Housing (Miscellaneous Provisions) Act 2014 in July 2014, a new form of housing support has been introduced by local authorities. The new Housing Assistance Payment (HAP) provides housing assistance for households who qualify for social housing support, including many long term state supported households<sup>8</sup>. Phase 1 of HAP commenced outside the Dublin Region in September 2014. In the Dublin Region HAP was introduced in October 2014 by the South Dublin County Council. The remaining local authorities would later take on the scheme on a phased basis during 2015.

In November 2014 the government published its *Social Housing Strategy 2020*<sup>9</sup> in which it committed to assume its previous role as the major social housing provider as well as rejuvenate provision of housing in the declining private rental sector. The strategy sets out the government plans for increasing social housing supply and the implementation of changes to some aspects of social housing assessment, delivery and financing. In its ministerial foreword, the government has promised that “every household will have access to secure, good quality housing suited to their needs at an affordable price in a sustainable community”<sup>10</sup>. Further government action was also evidenced by a Ministerial Direction in early December 2014 requiring key local authorities to prioritise homeless and other vulnerable households in the allocation of social housing. Under this Direction the Dublin Region authorities must allocate at least 50% of tenancies to homeless, and other vulnerable households<sup>11</sup>. The Dublin Region Homeless Executive as the administrative arm in homeless services provision continues to foster effective service partnership between all stakeholders engaged in working with people experiencing homelessness including voluntary and statutory agencies.

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7. Dublin Region Homeless Executive (2015) *Performance Report 2014 relating to the Protocol Governing Delegation of Section 10 Funding for Homeless Services to Dublin City Council: End of Year 2014 Report*. (online) Dublin: Department of the Environment, Community and Local Government. Available at <http://www.environ.ie/en/Publications/DevelopmentandHousing/Housing/FileDownload,40628,en.pdf>

8. Department of Environment, Community and Local Government (2015) *Housing assistance Payment (HAP) (pdf)* Dublin: Department of Environment, Community and Local Government. Available at <http://www.environ.ie/en/Publications/DevelopmentandHousing/Housing/FileDownload,42023,en.pdf> (accessed 14 November 2015).

9. Department of Environment, Community and Local Government (2014) *Social Housing Strategy 2020: Support, Supply and Reform*. (pdf) Dublin: Department of the Environment, Community and Local Government. Available at <http://www.environ.ie/en/PublicationsDocuments/FileDownload,39622,en.pdf> (Accessed 14 November 2015).

10. Department of the Environment, Community and Local Government (2014:iii) *Implementation Plan on the State's Response to Homelessness – May 2014 to December 2016*. Dublin: Department of the Environment, Community and Local Government.

11. Department of Environment, Community and Local Government (2015) Press Office: Ministers Kelly & Coffey Host Homeless Forum to discuss winter preparation. Dublin: Department of Environment, Community and Local Government. Available at <http://www.environ.ie/en/DevelopmentHousing/Housing/SpecialNeeds/HomelessPeople/News/MainBody,43615,en.htm> (accessed 14 November 2015).

# 1.2 Conducting an Assessment of the Homeless Population

Local authorities are responsible for assessing the housing needs of individuals applying for social housing. As indicated in the published DRHE homelessness and housing needs reports for the periods 2011<sup>12</sup> and 2013<sup>13</sup>, local authorities are required to carry out an assessment of those in housing need within their functional areas using guidelines provided by the Department of Environment, Community and Local Government (DECLG) in 2011. The guidelines ensure consistency in carrying out the housing need assessment across all local authorities. Individuals accepted by the Local Authority as being eligible for and in need of housing are placed on its waiting list. Some applicants including homeless individuals are placed on the waiting list with priority status. Local authorities submit a list of individuals on their Local Authority housing waiting lists who have homeless priority status to the DRHE for the purposes of enumerating the known homeless population in the Dublin Region.

Measuring homelessness continues to be at the core of alleviating it and as stated in the previous Assessment of Housing Needs reports for the periods 2011 and 2013, the DRHE's methodological approaches to enumerating the homeless population have evolved significantly since the counted-in surveys<sup>14, 15, 16</sup>. This report reiterates the DRHE's methodology established and applied in the 2011 and 2013 Assessment of Housing Needs reports. The method represents perhaps the most comprehensive snapshot of homelessness and housing need in the Dublin Region. In 2011 the method was applied on a cohort of homeless individuals in the month of September 2011. The results proved that it was possible to merge the data of homeless individuals on Local Authority housing lists with the data from the homeless database PASS and the point-in-time Rough Sleeping counts to enumerate the minimum known homeless population in the region. Subsequently, the method was re-applied on a larger cohort of homeless individuals covering the first six months in 2013 (January – June). The successful application of the methodology on the data in the two afore-mentioned reports has increased the DRHE's confidence in its efficacy to provide the minimum number of the known homeless population in housing need in the Dublin Region at a specific point in time. As such the DRHE has increased the timeframe for the data to be analysed to twelve months. The period covered in this report is therefore January 1st to December 31st 2014.

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12. Dublin Region Homeless Executive & Housing and Sustainable Communities Agency (2012) *Homelessness and the Housing Needs Assessment 2011: The Revised Report for Dublin*. Dublin: Dublin Region Homeless Executive and Housing and Sustainable Communities Agency.

13. Feely, N. & Maphosa, S. (2015) *Homelessness and the Housing Needs Assessment 2013: Report for Dublin*. Dublin: Dublin Region Homeless Executive & Housing and Sustainable Communities Agency.

14. Homeless Agency (2002), *Counted In 2002: The report of the assessment of homelessness in Dublin*. Dublin: Homeless Agency.

15. Homeless Agency and SPSS Ireland (2005) *Counted in, 2005: a periodic assessment from a weeklong survey of people experiencing homelessness in Dublin*. Dublin: Homeless Agency.

16. Homeless Agency (2008) *Counted in, 2008: a report on the extent of homelessness in Dublin*. Dublin: Homeless Agency.



As with the previous two Assessment of Housing Need (AHN) publications for the periods 2011 and 2013, this report is driven by the objective to enumerate the known homeless population in housing need in the Dublin Region through the reconciliation of Local Authority housing lists datasets (homeless priority), the Pathway Accommodation & Support System (PASS) dataset and the point-in-time Rough Sleeping counts. The information provided in this report therefore builds on the previous two homeless and assessment of housing need reports published by DRHE for specific periods in 2011 and 2013. As such this report will now subsequently provide comparative data on trends over the three points in time, that is, 2011, 2013 and the current 2014 homelessness and assessment of housing need. To this end the remainder of this report is set out as follows:

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**Section 2:** Methodology for Identifying the Homeless Population page 8

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**Section 3:** Calculating the Known Homeless  
Population in the Dublin Region page 18

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**Section 4:** Profile of the Known Homeless Population page 28

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**Section 5:** Length of time in Homeless Services page 44

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**Section 6:** Individuals Moving to Independent Living page 48

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**Section 7:** Summary and Concluding Comments page 50

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# 2.

## Methodology for Identifying the Homeless Population

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## 2.1 Overview

### 2. Methodology for Identifying the Homeless Population

As noted in the preceding section, this report adopts the same methodology for counting and profiling the known homeless population with a housing need as established and applied in the 2011 and 2013 reports. At this point in time the methodology is being applied on homeless datasets spanning twelve months for the period January to December 2014. The categories of living situations identified as homeless continue to be based on the European Typology of Homelessness and Housing Exclusion (ETHOS) indicated in Table 1.

## 2. Methodology for Identifying the Homeless Population

**Table 1: ETHOS - European Typology of Homelessness and Housing Exclusion<sup>17</sup>**

| Conceptual Category   | Operational Category   | Living Situation                                |
|---|--|---|
| Roofless  | 1. People Living 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 Shelter                                   | 4.1 Women's shelter accommodation               |
|   | 5. People in accommodation for Immigrants                      | 5.1 Temporary accommodation / reception centres |
|   |  | 5.2 Migrant workers accommodation               |
|   | 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 People receiving longer-term support (due to homelessness) |   |
| Insecure  | 8. People living in Insecure accommodation                     | 8.1 Temporarily with family/friends             |
|   |  | 8.2 No legal (sub)tenancy                       |
|   |  | 8.3 Illegal occupation of land                  |
|   | 9. People living under threat of eviction                      | 9.1 Legal orders enforced (rented)              |
|   |  | 9.2 Re-possession orders (owned)                |
|   | 10. People living under threat of violence                     | 10.1 Police recorded incidents                  |
| Inadequate  | 11. People living in temporary/non-conventional structures     | 11.1 Mobile homes                               |
|   |  | 11.2 Non-conventional building                  |
|   |  | 11.3 Temporary structure                        |
|   | 12. People living in unfit housing                             | 12.1 Occupied dwellings unfit for habitation    |
|   | 13. People living in extreme over-crowding                     | 13.1 Highest national norm of overcrowding      |

As can be seen from Table 1, the population identified as being homeless and in need of housing includes individuals:

- Sleeping rough in public space or external space
- In homeless hostel
- In temporary accommodation
- In women's shelter accommodation
- Due to be released from penal institutions
- Due to be released from medical institutions
- In supported accommodation for formerly homeless households.

The population however does not include the following groups:

- Those individuals in transitional supported accommodation.<sup>18</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.

The report therefore only includes individuals in living situations identified as denoting homelessness under the ETHOS typology and also receive funds from the DRHE under Section 10 funding.

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17. Data extracted from <http://www.feantsa.org/spip.php?article4549&lang=en> Accessed 19th September 2016

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

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## 2.2 Data Sources

Data sources for the assessment of the known homeless population in the Dublin Region for the period January to December 2014 remain the same as for the periods in 2011 and 2013 (*with slight variation in the sub-population of individuals sleeping rough in year 2014*). The data sources are still in keeping with the operational categories and living situations identified as homeless in the ETHOS typology (Table 1). This section gives an outline of the datasets available for assessment for the period January 1st to December 31st 2014.

### **Assessment of Housing Need (AHN) 2014**

In April 2015, the DRHE requested that the four local authorities in the Dublin Region submit their lists of individuals on the housing waiting list with homeless priority for the period January 1st 2014 to December 31st 2014. This data included only homeless individuals registered and assessed as eligible for housing by one of the four local authorities in the region. Datasets comprising 3,016 individuals prioritised as homeless on the Local Authority housing waiting lists who have completed or are in the process of completing their AHN were submitted to the DRHE for the purposes of reconciliation with the PASS dataset.

This figure however had to be adjusted as initial analysis of the datasets identified 211 individuals who were assessed as eligible for housing by Dublin City Council in the year 2015. These individuals were therefore outside the time frame of this report and were excluded. A further 28 duplicate entries were identified across the four local authorities and 296 individuals under the age of 18 years; these were also excluded from the analysis. The remaining 2,481 adult individuals comprised the total Local Authority datasets valid for reconciliation with the PASS data set for the year 2014 to measure the extent of homelessness in the Dublin Region.

The Local Authority datasets assessed as valid for reconciliation are indicated in Table 2.

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

| Local Authority                        | Dublin Region - Adjusted Figure |
|--|---------------------------------|
| Dublin City Council                    | 1,881                           |
| Dun Laoighaire Rathdown County Council | 131                             |
| Fingal County Council                  | 339                             |
| South Dublin County Council            | 130                             |
| <b>Total</b>                           | <b>2,481</b>                    |

### **PASS Data**

The homeless database PASS collects a range of information about each homeless 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.

As in the two previous DRHE's Assessment of Housing Need reports for the 2011 and 2013 periods, data was retrieved from the homeless database PASS regarding all individuals who accessed homeless emergency accommodation in the Dublin Region. For the purposes of this report data comprising 4,935 individuals was retrieved from PASS for the period January 1st to December 31st 2014. This data set was used for reconciliation with the Local Authority housing waiting lists datasets for individuals with homeless priority indicated in Table 2. The reconciliation of the datasets provides an enumeration of homeless individuals who had either a housing need registered with any of the four local authorities in the Dublin Region or had begun the process of completing the assessment of housing need and were using homeless services with sufficient frequency and regularity to demonstrate a need for housing in the region.

### Individuals Sleeping Rough

Twice a year the DRHE undertakes a street count of individuals 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>19</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 the count is limited to age and gender. If the individual is bedded down and sleeping, an approximation of each is made. The 2011 and 2013 housing need assessment reports included all individuals found sleeping rough on the night of the Rough Sleeping count. In both reports, only one Rough Sleeping count cohort was included in the reconciliation. This report included two Rough Sleeping count cohorts (Spring and Winter 2014) and limited this cohort to individuals found sleeping rough on the night of the count, were on the homeless database PASS and were engaging with the Regional Contact and Outreach Service team (RCOS)<sup>20</sup> and the Housing First Intake Team (HFIT)<sup>21</sup>. Therefore included in this reconciliation were 153 individuals discovered sleeping rough in the Spring and Winter 2014 Dublin Rough Sleeping Counts. The dataset was investigated to determine whether any of the individuals had:

- a PASS record and were not accessing emergency accommodation in the period January to December 2014.
- patterns of service engagement with the Housing First Intake Team that indicated a housing need (i.e. had engaged on at least 12 occasions over a twelve month period).

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19. Dublin Region Homeless Executive (2013) About Rough Sleeping. Available at <http://homelessdublin.ie/about-rough-sleeping> (accessed 14 November 2014).

20. The Regional Contact and Outreach Service (RCOS) team was a state funded service provided by Focus Ireland and Dublin Simon Community. The team worked with individuals sleeping rough with the goal of moving them into accommodation through the Assessments and Placement services across the Dublin Region. The RCOS team was a joint operation comprised of operated until the end of September 2014. In October 2014, Housing First Intake Team replaced this team.

21. The Housing First Intake Team (HFIT) is also state funded and replaced the RCOS team at the beginning of October 2014. The team engages with individuals sleeping rough to support them to access appropriate accommodation and support. In particular, they target individuals who engage in habitual rough sleeping to gain access to tenancies with the on-going support of the Intensive Case Management (ICM) team. This service is provided by Focus Ireland and Peter McVerry Trust on behalf of the DRHE.



The rationale for the exclusion of individuals discovered sleeping rough on the night of the count and had no record on the homeless database PASS nor were registered with any of the four local authorities in the region was that their housing need could not be confirmed or assumed as no further evidence existed to indicate such need.

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 and applied in 2011 and 2013 allowed for the identification of the known homeless population with a housing need in the Dublin Region for the period January 1st to December 31st 2014.

## 2.3 Homelessness and Assessment of Housing Need 2011 and 2013

As mentioned before, the 2014 homelessness and assessment of housing need reconciliation presented in this report builds upon the methodology developed in 2011<sup>22</sup> and reiterated in 2013<sup>23</sup>.

The ETHOS typology of living situations identified in Table 1 continues to serve as the guiding framework for categories of homelessness in the region. The methodology of establishing the known homeless population by combining Local Authority datasets from the housing waiting lists, the PASS dataset and point-in-time Rough Sleeping counts remains largely the same in this report as developed and applied in 2011 and 2013. The capital letter 'P' remains representative of the entire known homeless population identified through the reconciliation of these datasets in both 2011 and 2013 homelessness and assessment of housing need reports. These are the individuals identified as being in living situations considered as homeless and are in housing need. Sub-populations identified in the dataset 'P' are described using the lower case letter 'p'.

To evidence consistency in the methodology application and enable continuity in the analysis of data in this and published DRHE homelessness and housing need assessments reports, the breakdown of the population 'P' in the years 2011 and 2013 is provided in Tables 3 and 4.

In the 2011 reconciliation the known homeless population 'P' comprised of three sub-populations identified in Table 3 below.

**Table 3: Breakdown of 'P' 2011 data (September 2011 = 1 month 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> |

22. Dublin Region Homeless Executive & Housing and Sustainable Communities Agency (2012) *Homelessness and the Housing Needs Assessment 2011: The Revised Report for Dublin*. Dublin: Dublin Region Homeless Executive and Housing and Sustainable Communities Agency.

23. Feely, N. & Maphosa, S. (2015) *Homelessness and the Housing Needs Assessment 2013: Report for Dublin*. Dublin: Dublin Region Homeless Executive & Housing and Sustainable Communities Agency.

In 2013 intense data scrutiny in the enumeration of the known homeless population resulted in the identification of a fourth sub-population in 'P'. This was a step forward in understanding the service use trends of the homeless population. The new sub-population comprised of individuals who had not yet engaged in the process of completing an Assessment of Housing Need with any of the four local authorities in the region 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. This new dataset was identified as **p4** in the sub-populations. Table 4 gives summary of the breakdown of 'P' in the 2013 data.

**Table 4: Breakdown of 'P' 2013 data**  
(January – June 2013 = 6 months 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>   | <b>1,753</b> | <b>222</b> | <b>69</b> | <b>823</b> | <b>2,867</b> |

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# 3.

## Calculating the Known Homeless Population in the Dublin Region - 2014

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## 3.1 Overview

### 3. Calculating the Known Homeless Population in the Dublin Region - 2014

The previous section outlined the data sources used to identify the known homeless population deemed eligible or likely to be eligible for housing in the Dublin Region in 2011 and 2013. This section provides a detailed account of the analysis of these sources of data in order to arrive at the figure 'P' using the 2014 data.

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## 3.2 Preparation of the Data for Analysis

Similar to the approach taken in 2011 (one month period) and 2013 (six month period), a data download of all those interacting with homeless services in the period January to December 2014 was extracted from PASS. Therefore on this occasion the period under study was extended to twelve months.

Datasets were requested and 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 twelve month period January 1st to December 31st 2014.

Finally in November 2014, the DRHE carried out its regular six monthly count of individuals sleeping rough. Individuals identified on this night were added to those identified in the April 2014 Rough Sleeping count. The combined dataset was recorded on an Excel spreadsheet and would be used in the reconciliation with the Local Authority and PASS datasets.

The total datasets for the 2014 AHN analysis comprised of the following number of records:

- 4,935 records of active homeless service users on the PASS database between January and December 2014.
- 2,481 records of individuals assessed as having housing need with homeless priority by one of the four Dublin local authorities.
- 153 records of individuals with a PASS record and identified in the April and November 2014 Rough Sleeping count.

The core datasets that DRHE reconciles come from multiple sources and vary in extent and format. Thus following the initial data download from PASS and the acquisition of the Local Authority data and Rough Sleeping count data, quality control and data cleaning processes were 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 processes included:

- Identifying and removing any duplicate records and data entries.
- Data quality assessment using date of birth as the key identifier across all datasets.
- Standardising the date of birth into a consistent format in all datasets, for example, in this reconciliation the format DD/MM/YYYY was applied to all datasets prior to record linkage.
- Re-confirming matched records using a manual check by PASS ID., first name, surname and address to further verify identify where date of birth had been matched.
- Identifying other possible matches across datasets by comparing close similarities between underlying attributes such as first name, surname and address. This helped to confirm further matches where date of birth varied between datasets but other attributes matched.
- Re-confirming the accuracy of all matched data entries in the final dataset by reviewing each row of data.

These checks were used to confirm whether all records and data entries were accurate and relevant to the process so as to ensure provision of a more complete picture of homelessness and housing need in the Dublin Region.

## 3.3 The Composition of 'P'

The same principle of determining the known homeless population with a housing need, 'P', used in the 2011 and 2013 analysis was also applied on the 2014 data. 'P' had four subsets in 2014 and mirrored the 2013 sub-populations rather than the three identified in 2011. As in the 2013 report, PASS records were reviewed in order to identify individuals who had not yet engaged in the process of completing an Assessment of Housing Need 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 2014 data was calculated as:

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

### 'p1'

The composition of 'p1' again comprises of individuals that have both a PASS record and a completed assessment of housing need. As in 2013, identification of this cohort involved scrutiny of the PASS records to determine whether service users were actively interacting with homeless services.

Therefore 'p1' comprises:

- 2,158 individuals with active PASS record of emergency accommodation and had an Assessment of Housing Need completed by the Local Authority.
- 109 individuals with a PASS record but with inactive emergency accommodation use from January to December 2014 as they were in prison/hospital/DV/day services and had an Assessment of Housing Need.

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$$'p1' = 2,267$$



### 'p2'

The sub-population '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-December 2014. Whilst this sub-population'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 and 2014 AHN that the 'p2' population had no PASS record as they utilised Non-Section 10 funded services<sup>24</sup> and had no previous record of Section 10 funded homeless service use in the period the reconciliation was undertaken.

Therefore 'p2' comprises:

- 182 individuals with an Assessment of Housing Need and no record on PASS as using other non-Section 10 funded services.

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'p2' = 182

**'p3'**

The identification of **p3** involved a reconciliation of the April and November Rough Sleeping Count records of individuals on PASS with the PASS and Local Authority datasets. These were individuals sleeping rough who were also engaging with the DRHE funded Housing First Intake Team. A total of 153 individuals with a PASS record were discovered sleeping rough in the April and November Rough Sleeping Counts. Of these, 136 individuals were excluded from analysis for reasons indicated in Table 5 below. The remaining 17 individuals were deemed to be engaging with the Housing First Intake Team in a manner that indicated an existing housing need.

**Table 5: Breakdown of p3**

|   |            |
|---|------------|
| <b>Total individuals with a PASS record and engaging in sleeping rough in April and November 2014 counts</b>          | <b>153</b> |
| Excluded: Individuals sleeping rough and accessing emergency accommodation  | 75         |
| Individual sleeping rough and now moved to tenancy  | 1          |
| Individuals sleeping rough but deceased in 2014   | 1          |
| Individuals sleeping rough infrequently i.e. less than 12 times in 12 months  | 36         |
| Individuals sleeping rough, not engaging with the Housing First Intake team and not accessing emergency accommodation | 23         |
| <b>Total Excluded</b>   | <b>136</b> |
| <b>Total p3 Valid for AHN 2014 Analysis</b>   | <b>17</b>  |

In summary 'p3' represents all individuals discovered sleeping rough during the April and November 2014 Dublin Rough Sleeping Counts who had a PASS record but no history of emergency accommodation use in the period January to December 2014. These individuals however were in contact with the Housing First Intake Team in the region and had engaged on at least twelve occasions over the 12 month period including the last quarter in 2014 or had continuous engagement to date.

Therefore 'p3' comprises:

- 17 Individuals discovered sleeping rough during the April and November 2014 Rough Sleeping Count in Dublin and with a PASS record and engaging with the Housing First Intake team in a pattern that indicates a housing need in the period January to December 2014.

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'p3' = 17

**'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-December 2014 and, although they had no Assessment of Housing Need completed for any of the four Dublin local authorities, a housing need is assumed. These individuals stayed in emergency accommodation for at least eight nights in the given period. In this cohort:

- 956 individuals were active service users on PASS with a stay of 8 nights or more in the period January - December 2014 and had no Assessment of Housing Need 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 Assessment of Housing Need had not yet been completed.
- 727 individuals were active service users on PASS with a cumulative stay of 8 nights or more in the period January – December 2014 and had no Assessment of Housing Need 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.

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**'p4' = 1,683**

Table 6 below shows the composition of 'P' in 2014.

'P' is composed of the following:

**Table 6: Breakdown of 'P' 2014 data**

| Category of 'P'   | p1           | p2         | p3        | P4           | P            |
|---|--------------|------------|-----------|--------------|--------------|
| Client has Assessment of Housing Need Completed and is <i>on</i> PASS   | ✓            |            |           |              |              |
| Client has Assessment of Housing Need Completed and is <i>not on</i> PASS   |              | ✓          |           |              |              |
| Clients has <i>no</i> Assessment of Housing Need Completed and is <i>not on</i> PASS  |              |            | ✓         |              |              |
| Client has <i>no</i> Assessment of Housing Need Completed and is active <i>on</i> PASS                                      |              |            |           | ✓            |              |
| Client has Assessment of Housing need Completed and is on PASS but has moved to independent living with or without supports |              |            |           |              |              |
| <b>Total individuals</b>  | <b>2,267</b> | <b>182</b> | <b>17</b> | <b>1,683</b> | <b>4,149</b> |

Therefore 'P', the known population confirmed and verified as active homeless service users in Dublin for the period January to December 2014 is a total of **4,149** individuals. (Appendix 1 provides details on each of the sub-populations).

'P' = 4,149

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# 4.

## Profile of Known Homeless Population

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# 4.1 Overview

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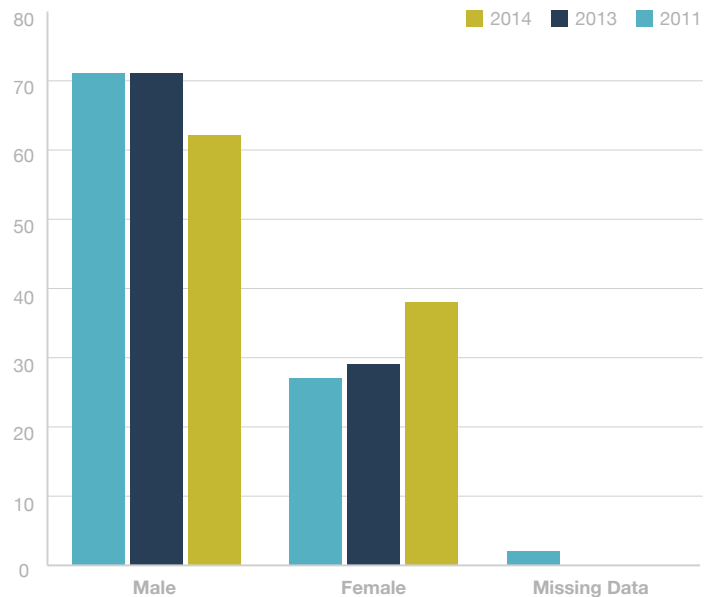
## 4. Profile of Known Homeless Population

This section of the report provides a profile of the population identified with an unmet housing need. 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 incomplete data available in relation to country of origin for 106 individuals because consent was not given or origin was not stated on records on PASS and a few individuals (14) identified as European or non-European citizens without specifying a particular country of origin in the Local Authority datasets. Age was missing in the case of 2 individuals in the PASS dataset. The data on gender was complete for all individuals in 'P'. There were more males (2,562) than females (1,587) in 'P' in 2014. A comparison was drawn between the trends identified in this report and those identified in the 2011 and 2013 homelessness and assessment of housing need reports. It is worth noting that the data in the 2011 report relates to a single month of PASS data, data in the 2013 report relates to six months of PASS data, and data for the 2014 report relates to twelve months of PASS data. Thus a valid per cent calculation that is based on the cohort of the population is used for comparison across time periods.

## 4.2 Gender

There were a total of 2,562 male and 1,587 female individuals in the AHN 2014 data analysis making up a total population of 4,149 individuals. The gender pattern was broadly similar to the gender breakdown in 2011 and 2013 in that there were more males than females as shown in Figure 1 below. However, a comparative analysis of percentage levels over the three points in time reveals a noticeable increase in the percentage of females in relation to males in 2014. An eleven percent increase is recorded in 2014 over the 2011 percentage and nine percent increase over the 2013 female percentage.

**Figure 1: Gender breakdown of population 'P' 2011, 2013 & 2014**



|      |                |     |     |    |
|------|----------------|-----|-----|----|
| 2011 | 1 Month Data   | 71% | 27% | 2% |
| 2013 | 6 Months Data  | 71% | 29% |    |
| 2014 | 12 Months Data | 62% | 38% |    |

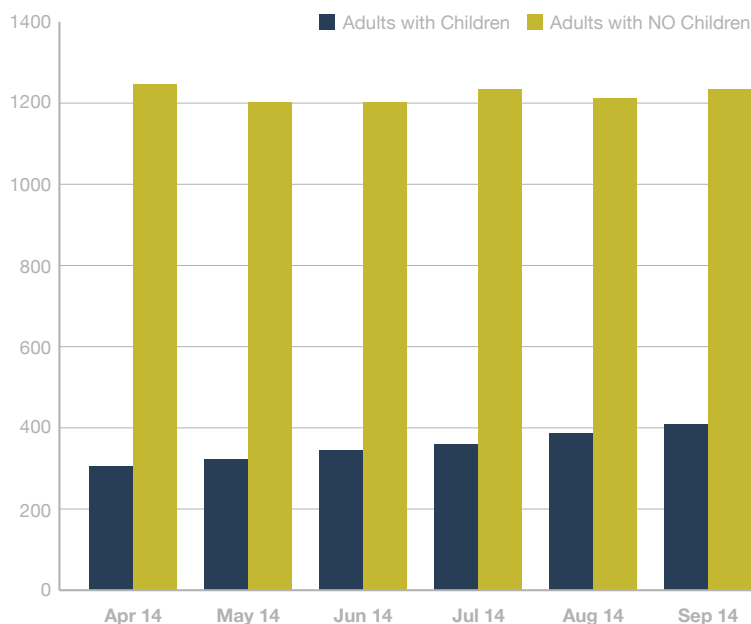
A comparative analysis of the absolute numbers for the male and females populations over the three time periods shows increase in both categories and overall higher populations for males. This was expected as the timeframe for each period was different as shown below:

- 2011 (1 month data analysis) total 1,311 males and 499 females
- 2013 (6 months data analysis) total 2,301 males and 836 females
- 2014 (12 months data analysis) total 2,562 males and 1,587 females



As can be seen by the data, the ratio of women to men increased considerably in 2014. This is in large part due to a sudden increase in family homelessness in the Dublin Region. This increase was caused primarily by an insufficient supply of housing to buy or rent. The excess demand drove up rents in the region so that they often exceeded the rate provided under the State's Rent Supplement Scheme, a scheme for low income households typically in receipt of social welfare payments. Vulnerable families, many of whom were lone parent families headed by females, lost their homes as they were unable to pay rent increases or secure alternative accommodation in the private rental sector. Many presented to homeless services for emergency accommodation immediately while others deferred staying with family or friends for a period before accessing emergency accommodation. Figure 2 below illustrates the steady increase in the presentation of adults with children compared with the relatively stable pattern of access of adults with no accompanying children between April and September 2014.

**Figure 2: Number of adults with and without children accessing homeless accommodation in the Dublin Region**



|                         |      |      |      |      |      |      |
|-------------------------|------|------|------|------|------|------|
| Adults with Children    | 305  | 323  | 346  | 359  | 387  | 410  |
| Adults with NO Children | 1246 | 1203 | 1202 | 1233 | 1211 | 1223 |

## 4.3 Age Profile

Similar to the 2011 and 2013 AHN reports, 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 2014 the date used was December 31st, 2014. The same age group categories are used in this report as were used in 2011 and 2013. Age was missing for two clients in the PASS dataset. Figure 3 shows the total in each age group of the population 'P'.

**Figure 3: Age Profile of population by Age Group in 2014**

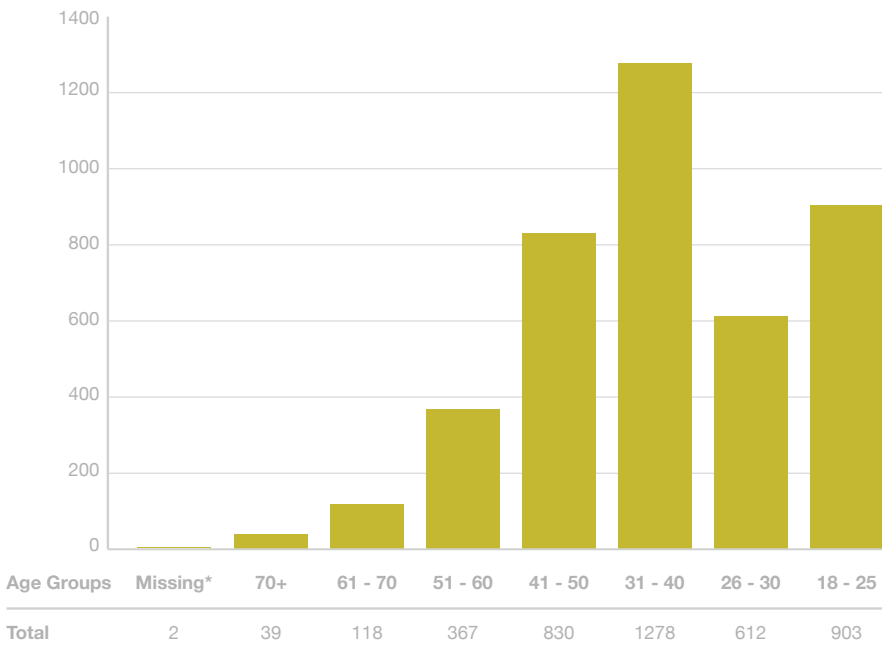
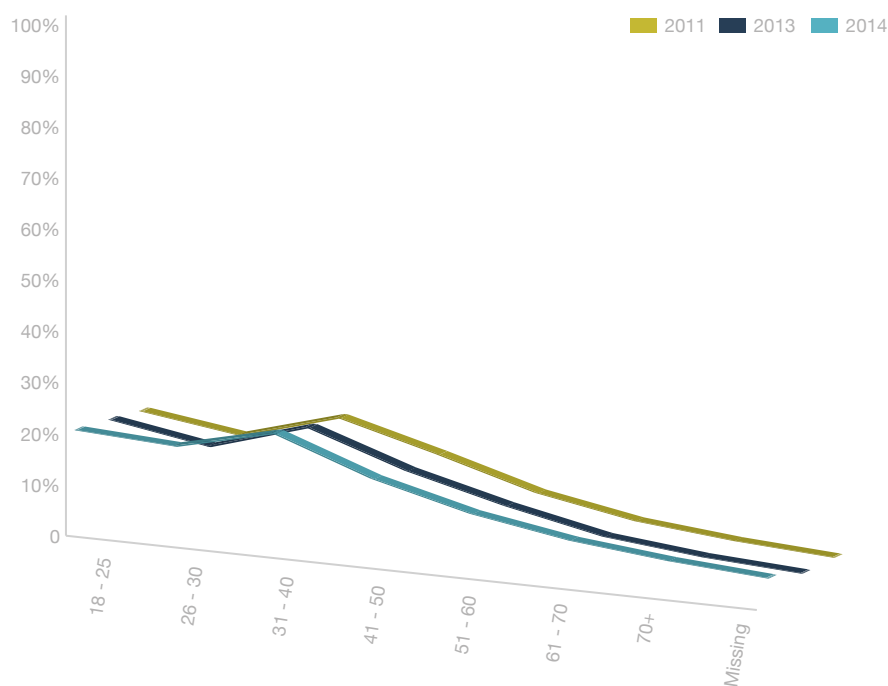


Figure 4 illustrates the age range of the known homeless population across the three points in time. A consistent small increase is observable in the age range 18-25 years. This sustained vulnerability to homelessness for this younger cohort was highlighted in the summary findings of the 2013 report<sup>25</sup>. The percentage levels for the age range 26-30 years remained the same as that of 2013 at 15% of the total homeless population.

25. Feely, N. & Maphosa, S. (2015) Homelessness and the Housing Needs Assessment 2013: Report for Dublin. Dublin: Dublin Region Homeless Executive & Housing and Sustainable Communities Agency.

Age ranges 31-40 years and 51-60 years both show fluctuation in percentage levels of the population between 2011 and 2014. Both age ranges recorded an increase in 2013, followed by a decrease in 2014 as indicated in the Figure 4. The age range 41-50 years indicates sustained increase from 17% in 2011 to 19% in 2013 and then to 20% in 2014. Consistent population percentage levels are observed in the older homeless population age groups 61-70 years (3%) and the over 70 years (1%).

**Figure 4: Age Profile of population 'P' by Age Group in 2011, 2013 & 2014**



| Age  | 18 - 25 | 26 - 30 | 31 - 40 | 41 - 50 | 51 - 60 | 61 - 70 | 70+ | Missing* |
|------|---------|---------|---------|---------|---------|---------|-----|----------|
| 2011 | 19%     | 17%     | 31%     | 17%     | 8%      | 3%      | 1%  | 3%       |
| 2013 | 20%     | 15%     | 32%     | 19%     | 10%     | 3%      | 1%  | 1%       |
| 2014 | 21%     | 14%     | 30%     | 20%     | 9%      | 3%      | 1%  | 2%       |

Finally, when excluding the missing data<sup>26</sup>, the average age was found to be 36 years. This is the same as in 2011 and only one year less than 2013 when the average age was 37.

26. The missing data in the 2011 and 2013 time periods was accounted for by the cohort of the population identified through the Rough Sleeping count. In 2014 the missing data is accounted for by an erroneous date of birth entry on PASS.

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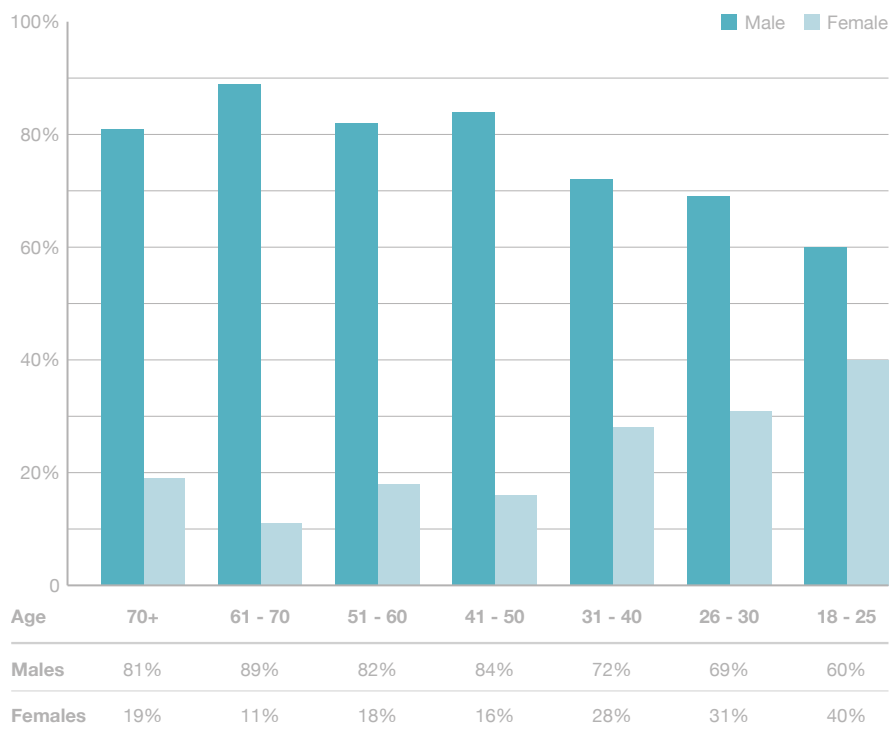
## 4.4 Age and Gender Combined

An analysis of the gender breakdown and age profile in 2014 reveals a shift from patterns identified in 2011 and 2013. In 2014 the male population rates fall across all age groups bar for the 61 to 70 years age where there is a 2% rise over 2013 figures.

A notable shift is also observable in the female population rates with population increase being recorded in all age groups in 2014 as illustrated when comparing Figures 5, 6 and 7. Whilst in 2011 and 2013 the 18-25 years female proportions were consistent at 40%, in 2014 the figure has risen to 52% making it the only age group where females outnumber males. However the largest female population increase is observed in the 26 to 30 years age group. In 2011 the population was 31% and increased to 33% in 2013 and 48% in 2014.

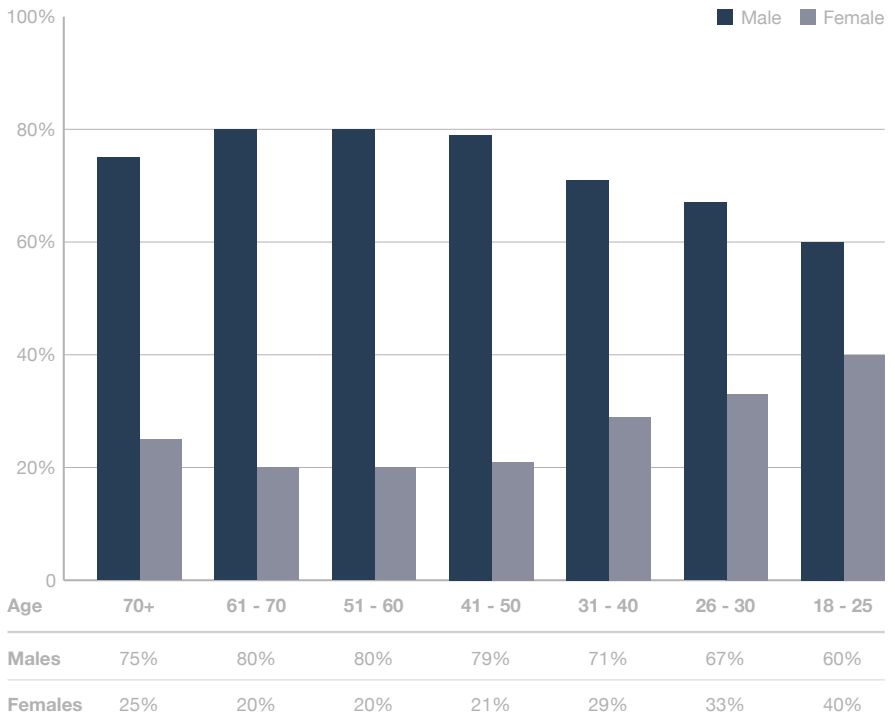
The increase in the female population across age groups in 2014 is in line with the current rise in homeless families in Dublin who are largely single female headed households. Another interesting trend can be observed in the over 70 years age range. The male rates in this cohort are falling year on year and conversely rising for the female population.

**Figure 5: Proportion of male and female in each age category in 2011**

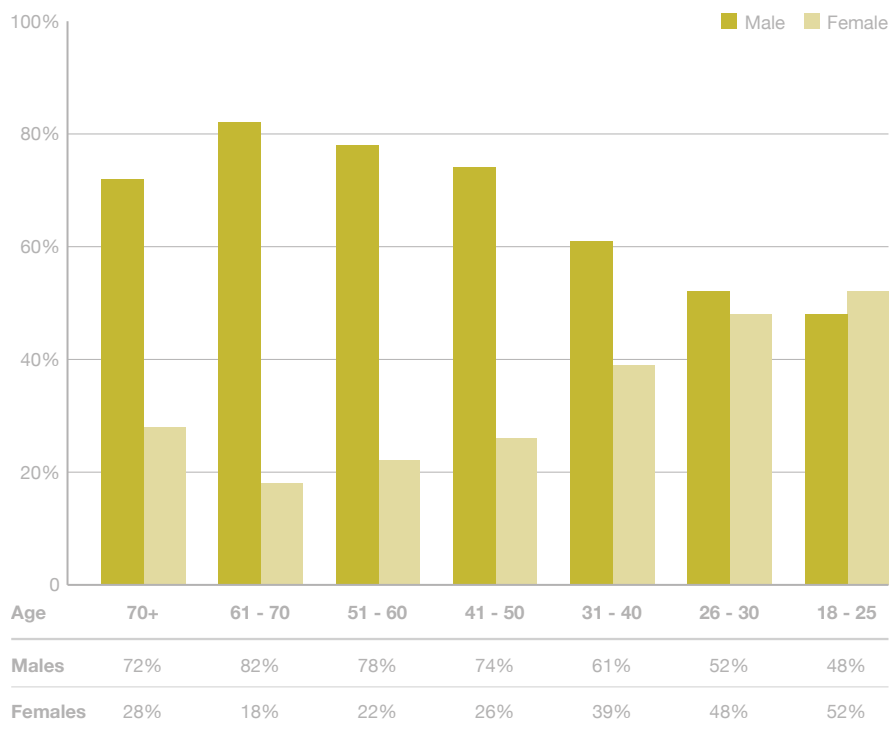


4.  
Profile of Known  
Homeless  
Population

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



**Figure 7: Proportion of male and female in each age category in 2014**



## 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>27</sup> However data analysis in the 2011 and 2013 AHN reports revealed that in some instances country of origin is not determined due to the following reasons:

- Consent not given or origin not stated on the individual's record on PASS.
- Missing information from data collected during the Rough Sleeping Count.

In the 2014 AHN analysis the undetermined country of origin is accounted for by:

- Consent not given or origin not stated on the individual's record on PASS (n=106).
- Unspecified country of origin – individual identified as EU Citizen (n=4)
- Unspecified country of origin – individual identified as Non-EU Citizen (n=10)

There was no missing data for the Rough Sleeping sub-population (p3) as all were identified on PASS and had complete records.

As a combined total, the missing country of origin data constituted almost 3% of the total 'P' population. This figure was 30% in 2011 and 17% in 2013. The primary reason for the improvement in complete data is because of:

- The noticeable progress made in capturing data on the Local Authority housing lists and the PASS data management system and;
- To a lesser extent, the changes made in the composition of the p3 population. Whilst in 2011 and 2013 all individuals sleeping rough were included, in 2014 only individuals discovered sleeping rough, who have a PASS record but were not accessing emergency accommodation were included (n=17).

Where country of origin is stated, the data showed that the population 'P' is predominantly Irish (n=3,508 or 87.1%) as detailed in Table 7.

27. 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.



**Table 7: Breakdown by Country of Origin in 2014**

| Country of Origin                       | No           | %             |
|---|--------------|---------------|
| Ireland                                 | 3,508        | 87.1%         |
| UK                                      | 89           | 2.2%          |
| EU 28 excluding UK                      | 162          | 4.0%          |
| Other EU                                | 15           | 0.4%          |
| Non-EU                                  | 255          | 6.3%          |
| <b>Total 'P' excluding missing data</b> | <b>4,029</b> | <b>100.0%</b> |

\*Missing data excluded from Table 7 above comprised n=106 individuals who had not given consent for that data to be collected and n=14 individuals who had unspecified country of origin.

The vast majority of services users in 2013 and 2011 were also Irish nationals as indicated in the Table 8.

**Table 8: Percentage Breakdown by Country of Origin in 2011, 2013 and 2014**

| Country of Origin                       | 2011 n=1,309 % | 2013 n=2,388 % | 2014 n=4,029 % |
|---|----------------|----------------|----------------|
| Ireland                                 | 90.7           | 91.4           | 87.1%          |
| UK                                      | 2.1            | 1.4            | 2.2%           |
| EU 28 excluding UK                      | 4.5            | 4.1            | 4.0%           |
| Non-EU                                  | 2.7            | 3.1            | 6.3%           |
| Other EU                                | -              | -              | 0.4%           |
| <b>Total 'P' excluding missing data</b> | <b>100.0%</b>  | <b>100.0%</b>  | <b>100.0%</b>  |

\*2011 missing data comprised n=582 (31%) of total 'P'

\*2013 missing data comprised n=479 (17%) of total 'P'

\*2014 missing data comprised n=120 (3%) of total 'P'

Excluding the UK, Table 9 provides a breakdown by nationality of individuals from the European Member States (EU 28). The profile of the homeless population by nationality remains relatively the same as in 2011 and 2013. All nationalities that composed the EU 28 homeless population in 2013 are represented in 2014 analysis except for Slovenia.

**Table 9: Country of Origin - EU Member States (excl. UK) by percentage level in 2011, 2013 and 2014**

| EU Member State                  | 2011     | 2013        | 2014        |
|----------------------------------|----------|-------------|-------------|
| Belgium                          | -        | 1.0%        | 0.6%        |
| Bulgaria                         | -        | -           | 0.6%        |
| Croatia                          | -        | -           | 1.9%        |
| Czech Republic                   | 3.4%     | 4.1%        | 3.1%        |
| Estonia                          | 1.7%     | 1.0%        | 4.9%        |
| France                           | 1.7%     | 1.0%        | 0.6%        |
| Germany                          | 3.4%     | 2.1%        | 1.9%        |
| Hungary                          | 1.7%     | 2.1%        | 0.6%        |
| Italy                            | -        | 4.1%        | 1.9%        |
| Latvia                           | 6.8%     | 7.2%        | 9.9%        |
| Lithuania                        | 16.9%    | 5.2%        | 10.5%       |
| Netherlands                      | -        | -           | 2.5%        |
| Poland                           | 42.4%    | 50.5%       | 25.9%       |
| Portugal                         | 3.4%     | 2.1%        | 1.9%        |
| Romania                          | 15.3%    | 11.3%       | 23.5%       |
| Slovakia                         | 1.7%     | 6.2%        | 5.6%        |
| Slovenia                         | -        | 1.0%        | -           |
| Spain                            | 1.7%     | 1.0%        | 1.2%        |
| Sweden                           | -        | -           | 0.6%        |
| EU Citizen – unspecified country | -        | -           | 2.5%        |
| <b>Total</b>                     | <b>-</b> | <b>100%</b> | <b>100%</b> |

■ Largest cohort each year

For the first time individuals from Bulgaria, Croatia, Netherlands and Sweden were among the EU 28 homeless population appearing in the 2014 data. Nationals from these countries did not appear in the data in the 2011 and 2013 homeless populations. It should be noted though that in 2011 data was only captured for a single month while 2013 was restricted to a six month period. The statistics by nationality still show the fluid and mobile nature of the homeless population.

Individuals from Poland still have the greatest representation in the EU 28 homeless population (excluding UK). Comparing the period 2013 and 2014 in Table 9, individuals from Romania have the largest percentage increase (up by 12% in 2014) compared to the period in 2013. This may however be related to the different time frames assessed in the 3 reports.

Further shift in the nationality profile is observed when including the UK in the analysis of the total EU 28 population. Whilst most individuals originated from Poland in 2011 and 2013, in 2014 individuals from the UK surpassed this cohort to record the greatest housing need in the EU 28 at 35% of the total EU 28 population.

**Table 10: Country of Origin - EU Member States (Incl. UK) by percentage level in 2011, 2013 and 2014**

| EU Member State                  | 2011        | 2013        | 2014        |
|----------------------------------|-------------|-------------|-------------|
| Belgium                          | -           | 0.8%        | 0.4%        |
| Bulgaria                         | -           | -           | 0.4%        |
| Croatia                          | -           | -           | 1.2%        |
| Czech Republic                   | 2.3%        | 3.1%        | 2.0%        |
| Estonia                          | 1.1%        | 0.8%        | 3.2%        |
| France                           | 1.1%        | 0.8%        | 0.4%        |
| Germany                          | 2.3%        | 1.5%        | 1.2%        |
| Hungary                          | 1.1%        | 1.5%        | 0.4%        |
| Italy                            | -           | 3.1%        | 1.2%        |
| Latvia                           | 4.6%        | 5.3%        | 6.4%        |
| Lithuania                        | 11.5%       | 3.8%        | 6.8%        |
| Netherlands                      | -           | -           | 1.6%        |
| Poland                           | 28.7%       | 37.4%       | 16.7%       |
| Portugal                         | 2.3%        | 1.5%        | 1.2%        |
| Romania                          | 10.3%       | 8.4%        | 15.1%       |
| Slovakia                         | 1.1%        | 4.6%        | 3.6%        |
| Slovenia                         | -           | 0.8%        | -           |
| Spain                            | 1.1%        | 0.8%        | 0.8%        |
| Sweden                           | -           | -           | 0.4%        |
| EU Citizen – unspecified country | -           | -           | 1.6%        |
| UK                               | 32.2%       | 26.0%       | 35.5%       |
| <b>Total</b>                     | <b>100%</b> | <b>100%</b> | <b>100%</b> |

 Largest cohort in 2014

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## 4.5.1 Non-EU member States

The complex and heterogeneous nature of the homeless population is more explicitly revealed in the twelve month analysis of individuals not originating from the EU 28 member states. A total of 265 individuals originated from 54 non EU member states. In 2011 there were 35 individuals from 24 non EU member states and in 2013 there were 74 individuals originating from 29 non EU member states. Although the 2014 figures indicate an increase in individuals from non EU member states when compared to the 2011 and 2013 cohorts, it is difficult to attach much significance to these findings because of the differences in the duration of the three time periods analysed.

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# 5.

## Length of Time in Services

The government made a commitment to eliminate long-term occupancy of emergency homeless accommodation by 2016 in the *National Homeless Strategy, 'The Way Home': A Strategy to Address Adult Homelessness in Ireland 2008-2013* (Department of Environment, Community and Local Government, 2008). In the strategy, homelessness is considered long term where it is longer than six months duration (Department of Environment, Community and Local Government, 2008:18). The homelessness Policy Statement published in February 2013 reiterated the government's commitment to ending long-term homelessness and acknowledged that measuring the extent of homelessness using appropriate systems would enable realistic and practical solutions to be brought forward (Department of Environment, Community and Local Government, 2013). To this end this assessment of housing need report includes quantification of individuals experiencing long-term homeless in the period January to December 2014.

In order to carry out an accurate analysis of length of time in emergency accommodation, it was necessary to query the known homeless population 'P' for eligibility of inclusion in the long term homeless analysis. Individuals in 'P', who were accommodated in homeless accommodation services in the period January – December 2014 were included in the long-term homeless analysis. Therefore a total of 3,453 individuals were included for analysis. The remaining 696 individuals were not included in the long term homeless analysis for the following reasons:

- n=497 individuals had inactive homeless service use on PASS as they were either in prison, hospital, domestic violence refuge or were sofa surfing with family/ friends in private rented accommodation.
- n=182 individuals had no PASS record.
- n=17 individuals discovered sleeping rough and had a PASS record did not access homeless accommodation in the period January to December 2014.

**Table 11: Summary of breakdown of population for Long-term homeless analysis**

|   | Total<br>Individuals | Total<br>Percentage |
|---|----------------------|---------------------|
| Total individuals using homeless services and in housing need     | 4,149                | 100%                |
| Total individuals excluded from long-term homeless analysis       | 696                  | 17%                 |
| <b>Total individuals eligible for long-term homeless analysis</b> | <b>3,453</b>         | <b>83%</b>          |

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## 5. Length of Time in Services

The Dublin Region Homeless Executive already submits data on long-term homeless individuals to the Department of Environment, Community and Local Government on a quarterly basis<sup>28</sup>. The calculation of the long-term homeless individuals is based on the last day of each quarter and involves querying data of individuals in accommodation on that night to determine if their length of stay was six months or more, either consecutively or cumulatively over a twelve month period. The data sets used to calculate individuals occupying emergency accommodation for longer than six months in each last day of the quarter for the year 2014 were used to carry out the analysis of long-term homelessness in this report. These datasets for 2014 are presented below:

**Table 12 – Total long-term homeless individuals in 2014 Quarterly submissions by DRHE to DECLG**

| Period                                    | Total number of individuals on last day of Quarter –<br>Six months consecutively or non-consecutively. |
|---|--|
| Quarter 1 2014                            | 763  |
| Quarter 2 2014                            | 774  |
| Quarter 3 2014                            | 826  |
| Quarter 4 2014                            | 921  |
| <b>Sub-total</b>                          | <b>3,284</b>   |
| Less: duplicates across the four quarters | 1,869  |
| <b>Total Long-term homeless in 2014</b>   | <b>1,415</b>   |

The total for the long-term homeless in 2014 (n=1,415) was used to enumerate the long-term homeless individuals in this report by reconciling the data set with the 3,453 individuals eligible for long-term homeless analysis. The results showed that of the 3,453 individuals with a placement in homeless accommodation n=1,381 had occupied emergency accommodation services for longer than six months.

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28. Department of Environment, Community and Local Government. *Recent Publications*. Available at <http://www.environ.ie/en/DevelopmentHousing/Housing/SpecialNeeds/HomelessPeople/>



A total of 212 individuals from the population n=3,453 were in long-term homeless accommodation considered to be temporary by the local authorities. As such, they are included in the total of 1,381 individuals found to be in homeless accommodation for longer than six months. These individuals are identified as experiencing long-term homelessness by Government definition of long-term homelessness in Ireland<sup>29</sup>. A total of 2,072 individuals were not experiencing long-term homelessness as they had stayed in homeless emergency accommodation for less than six months. Table 13 below shows the total and percentage breakdown of the population for long-term homeless analysis.

**Table 13: Long-term homeless analysis<sup>30</sup>**

|  | Total        | %          |
|--|--------------|------------|
| Total in homeless accommodation for six months plus            | 1,381        | 40         |
| Total in homeless emergency accommodation less than six months | 2,072        | 60         |
| <b>Total individuals in analysis</b>                           | <b>3,453</b> | <b>100</b> |

29. Department of Environment, Heritage and Local Government (2008:7) *The Way Home: A Strategy to Address Adult Homelessness in Ireland, 2008-2013*. Dublin: Department of Environment, Heritage and Local Government

30. Homelessness is considered long-term where it is longer than six months duration.

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# 6.

## Individuals Moving to Independent Living

Of the total 'P' n=4,149, n=792 adults exited homelessness and moved to independent living in 2014. Over one in three individuals exiting homelessness moved to local authority lettings, n=274. The full breakdown is evidenced in Table 14 below:

**Table 14: Individuals Moving Out of Homelessness in 2014**

| Types of Accommodation                  | Total      | %           |
|---|------------|-------------|
| Local Authority Lettings                | 274        | 35%         |
| Approved Housing Body (AHB) Lettings    | 185        | 23%         |
| Long-Term Supported Accommodation (LTS) | 96         | 12%         |
| Private Rented Accommodation            | 237        | 30%         |
| <b>Total</b>                            | <b>792</b> | <b>100%</b> |

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# 7.

## 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-December 2014 is 4,149.
- The data also shows that the population 'P' is predominantly Irish (n=3,498 or 83%).
- The gender profile in 2014 is 62% male and 38% female, an increase is observed in women compared with the 2011 and 2013 periods.
- In 2014 the average age of the homeless population is 36 years. This figure was also 36 years in 2011 and 37 years in 2013.
- Although there continues to be a larger male than female population, the proportion of males in the 2014 population is falling across all age groups except for the 61 to 70 years age group where there is a 2% rise over 2013 figures.
- Conversely the proportion of females in the 2014 population is increasing across all age groups in each point in time analysis except in the 61 to 70 years age group. The increase in numbers for the female population is reflective of the increasing numbers of families experiencing homelessness in 2014.
- In 2014 the largest number of homeless individuals (31%) is still found in the 31 to 40 years age group, a similar pattern to that of 2011 (31%) and 2013 (32%).
- Young people, 18 – 25 years, show sustained vulnerability to homelessness at 21% of the known homeless population. In both 2011 and 2013 the percentage levels were 19 and 20% respectively.
- 40% individuals are experiencing long-term homelessness in 2014 i.e. these individuals have accessed emergency accommodation for longer than 6 months.
- The homeless population mostly reveals that housing need in the Dublin Region cuts across a diversity of nationalities. Homeless individuals are represented by 54 countries in the non EU Cohort. 25 of these countries were not recorded in either 2011 or 2013.

## 7.1 Concluding Comments

The purpose of this report was to provide a snapshot of the known homeless population with a housing need in the Dublin Region. In conjunction with the two published DRHE homelessness and housing needs reports, this report subsequently provides continuous comparative point-in-time analysis of the homeless population in housing need in the Dublin Region over three time periods. The depth, frequency and consistency of counting the homeless population in housing need enables formation of a clear picture on numbers of individuals in housing need in the Dublin Region. The numbers can be used as a minimum guideline for planning for services for this population. Therefore, this report indicates that there were 4,149 adult individuals in the Dublin Region with a housing need who regularly accessed homeless services in 2014.

The DRHE's year-end report<sup>31</sup> also indicates that 792, of 4,976<sup>32</sup> adults who accessed accommodation at some point during 2014, secured tenancies in the Dublin Region. In addition there were several hundred adults who departed and did not return to homeless services for a number of reasons including those who were able to source accommodation without assistance, returned to family or relocated to another country. However, there were 1,392 adults and over 700 children in emergency accommodation on the last night of the year and 951 of these adults had been accessing accommodation for in excess of six months. Without an increase in the supply of housing, it can be expected that individuals will spend longer periods of time in emergency accommodation while the numbers presenting as new to homelessness will also increase. The 2015 analysis will determine whether this scenario materialises in the Dublin Region.

31. DRHE (2015) Performance Report 2014 relating to the Protocol Governing Delegation of Section 10 Funding for Homeless Services to Dublin City Council. Department of Environment, Community and Local Government. *Recent Publications*. Available at <http://www.environ.ie/sites/default/files/migrated-files/en/Publications/DevelopmentandHousing/Housing/FileDownload%2C40628%2Cen.pdf>

32. Includes adults for whom a determination of housing need could not be determined because of infrequent service engagement.

# Appendix 1

Table of AHN and PASS Reconciliation January to December 2014 - Summary of Results of Known Homeless Population

## Calculation of P (P = p1+p2 +p3+p4)

| Category  | Description  | Sub-Total | Total        | Grand Total  |
|---|--|-----------|--------------|--------------|
| <b>p1</b><br><b>Client has AHN Completed &amp; is on PASS</b>     | Individuals with active PASS record of emergency accommodation and had Assessment of Housing Need completed by Local Authority.  | 2,158     |              |              |
|   | Individuals with Assessment of Housing Need completed by Local Authority and <u>Inactive</u> emergency accommodation use Jan-Dec 2014 as in prison/Hospital/DV/day services.             | 109       |              |              |
|   | <b>p1 =</b>  |           | <b>2,267</b> |              |
| <b>p2</b><br><b>Client has AHN Completed &amp; is Not on PASS</b> | Individuals with Assessment of Housing Need completed by Local Authority and No PASS record as using other non-Section 10 funded Services.   | 182       |              |              |
|   | No Record on PASS as in Prison/Hospital/DV/Other.  | -         |              |              |
|   | <b>p2 =</b>  |           | <b>182</b>   |              |
| <b>p3</b><br><b>Client has no AHN Completed &amp; is on PASS</b>  | Individuals identified sleeping rough in the April and November 2014 counts with a PASS record and actively engaging with the Housing First Intake Team.                                 | 17        |              |              |
|   | <b>'p3' =</b>  |           | <b>17</b>    |              |
| <b>p4</b><br><b>Client has no AHN Completed &amp; is on PASS</b>  | Individuals Active on PASS with a stay of 8 nights or more January-December 2014 (and at least 1 One Night Only Stay) <b>Less Stable Pattern of Emergency Accommodation Use.</b>         | 727       |              |              |
|   | Individuals Active on PASS with a stay of 8 nights or more January-December 2014 (and has no pattern of One Night Only Stays) <b>More stable pattern of Emergency Accommodation Use.</b> | 956       |              |              |
|   | <b>p4 =</b>  |           | <b>1,683</b> |              |
| <b>P</b><br><b>TOTAL</b><br><b>p1+p2+p3+p4</b>                    | <b>The known population confirmed and verified as active homeless service users for the period January-December 2014.</b>  |           |              | <b>4,149</b> |

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