Submission to CSO Census 2021 Consultation on Questionnaire Content

November 2017

Introduction

The Simon Communities in Ireland welcome the opportunity to make a submission to inform the content of the questionnaire for Census 2021. Accurate data collection on homelessness, housing and housing deprivation at national, regional and local level is vital to the development and implementation of policy responses to tackle the escalating housing and homelessness crisis. In light of the increasing number of households living in emergency accommodation and the widening fault lines in the Irish housing system more must be done to accurately capture the extent of homelessness and housing deprivation in the State from national to local level across the various elements of the housing system. Responses to homelessness and housing instability must be informed by the best possible evidence and data. Data collection has improved greatly in recent years and the CSO must be commended on the work done to include homelessness in census data. However more must and can be done if we are to address these issues effectively and plan for the future.

This submission will propose the inclusion of an additional question in the Census household form to attempt to capture hidden homelessness and the transient nature of homelessness. Current Census and Departmental methodologies only capture the most obvious and visible forms of homelessness yet we know from experience that many households are in fact hidden homeless staying with friends and relatives in often overcrowded or unstable accommodation. Furthermore, people experiencing homelessness and housing instability often move between rough sleeping, emergency accommodation, temporary accommodation etc. Therefore one night only counts, such as the Census, can only tell us where the person is on the night in question and nothing about their previous experiences of homelessness. Capturing some of this information would help us better understand the complexity of homelessness and housing instability and the interplay between both. This in turn would facilitate better policy and service responses and better outcomes for people.

Proposed new question

Over the last 5 years have you experienced one of the following situations?
- Had to 'sleep rough'/live on the streets.
- Had to stay with friends, relatives or other people because you didn't have anywhere else to live.
- Had to stay in emergency or temporary accommodation because you didn't have anywhere else to live (e.g. night shelter, women's shelter/refuge, hostel or hotel for homeless people, etc.).
- Had to stay in some other form of insecure accommodation (e.g. under threat of eviction, under threat of domestic violence, with no legal rights etc.).
- None of these.

If this question was included it would complement the current homelessness Census data collection methodology used to enumerate homelessness in the State. Ultimately, it is intended that the data obtained from this question will shed light on the nature of homelessness outside the current homeless Census categories of 'primary' and 'secondary' homelessness which reflect the minimum standard of data collection as contained in the Conference of European Statisticians Recommendations for the 2020 Censuses of Population and Housing.[1]

Below, in advance of the procedural justification of this question, some of the key elements of the Irish housing system and the data available within these sectors currently used to estimate the extent of

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[1] UNECE, '*Conference of European Statisticians Recommendations for the 2020 Censuses of Population and Housing*', 2015, https://www.unece.org/fileadmin/DAM/stats/publications/2015/ECECES41_EN.pdf.

homelessness and housing deprivation in the State are examined. This will be followed by an analysis of the current census methodology applied when enumerating homelessness in the State including a brief discussion of the advantages and shortcomings of this approach.

Irish housing system trends

According to the most recent data available from the Department of Housing, Planning and Local Government (DHPLG), 8,374 people were living in emergency accommodation, including 3,233 adults without dependents in their care and 1,455 families composed of 2,017 adults and 3,124 children in September 2017.[2] This is in addition to the many thousands of households living in precarious tenancies experiencing ongoing housing instability that remain beyond the reach of official data collection. According to Census 2016 data, a total of 6,909 people were enumerated as homeless on Census night. Unlike Census 2011 this figure does not include those people living in Long Term Accommodation (LTA) which amounted to 1,772 people on Census night 2016. Including those living in LTA, a direct comparison with Census 2011 reveals a 127.9% increase in homelessness in the intervening period between Census 2011 and Census 2016, representing a total of 8,678 people. The ongoing homelessness crisis must be seen in the context of a malfunctioning housing system across all tenure types including the private rental sector, social housing and home ownership. Rising private market rents, historically low social housing output and the ongoing mortgage arrears crisis have all contributed to the increasing number of households entering homelessness or becoming at risk of homelessness. This section will examine the macro trends across these tenure types illustrating the need for specific analysis and understanding of experiences and histories of homelessness and housing deprivation at a micro level.

Private rented sector

Ireland's private rented sector is not working for the vast majority of private renters or recipients of State housing payments. According to Census 2016, rented accommodation has continued its upward trend with 497,111 households renting, an increase of 4.7% on 2011. This meant that renting was the tenure status for almost 30% of all occupied dwellings in the last census.[3] Approximately 63,000 of these households were enumerated as being overcrowded with more persons than available rooms. The growing number of households in the private rented sector are subject to increasing rents and falling supply. According to the Daft.ie quarter 2 Rental Report, the average nationwide rent now stands at €1,159 per month, up 56% since 2012. Property availability within the private rented sector has plummeted to a record low of fewer than 3,000 properties available to rent nationwide on the 1st of August, down 84% since 2012.[4]

Despite the introduction of the Rent Predictability Measure in December 2016 and the extension of Part 4 tenancies from four to six years, renting households are at a significant disadvantage to households in the social housing and home ownership sectors of the housing system. Many people who are becoming homeless are coming from the private rented sector. Having lost their homes many households cannot afford to put a roof over their head in an overly competitive market place. These households often transition to staying with friends and families, and when that fails, they enter homelessness. Much of the data above illustrates the negative market forces working against households in the private rented sector. Although we can draw conclusions from this data on the perilous nature of tenure in the private rented sector we do not possess a bank of official data on individuals' current and historical experiences of housing instability and hidden homelessness in the private rented sector.

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[2] DHPLG, '*Homeless Report September 2017*', October 2017, http://www.housing.gov.ie/sites/default/files/publications/files/homeless_report_-_september_2017.pdf.

[3] CSO, '*Census of Population 2016 – Profile 1 Housing in Ireland*', http://www.cso.ie/en/releasesandpublications/ep/p-cp1hii/cp1hii/tr/.

[4] Daft.ie, Quarter 2 Rental Report, August 2017, https://www.daft.ie/report/2017-Q2-rentalprice-daft-report.pdf.

Social housing supply

The failure of successive governments to strategically invest in the construction of social and affordable housing is one of the leading causes of the ongoing housing and homelessness crisis. Local Authority social housing output has fluctuated dramatically since the early nineteen-eighties. Following six years of stable output up to 1986, severe decline took hold in 1987 leading to a total output reduction of approximately 90% by 1989. Output recovered somewhat thereafter but did not recover to the levels reached in the early eighties despite the onset of the housing boom from 2001 onwards. With the onset of the financial crisis in 2008, social housing output plummeted by 91.5% mirroring the boom/bust dynamics of the private housing system.[5] In 2016, a total of 665 new Local Authority houses were built. In 2017 the total Local Authority build and refurbishment target amounts to 1,350 units.

This limited output is simply not sufficient to meet the housing needs of the 91,600 households identified in the most recent Social Housing Assessment carried out by the Housing Agency.[6] Two thirds (67%) of these households are living in the private rented sector, (45%) of whom are not in receipt of rent supplement and one-fifth (21%) are living with parents, other relatives or friends. This is largely reflected in the top three reasons for basis of need for social housing support which include; dependence on rent supplement (43%); unsuitable accommodation due to particular household circumstances (23%); and involuntary sharing (13%). Almost 6% of households qualify for social housing support as they are homeless or living in institutional/emergency accommodation. This final statistic clearly illustrates the critical social housing needs of those households in emergency accommodation and institutional settings which should translate into the prioritisation of this cohort for social housing support. The statistics relating to unsuitable accommodation and involuntary sharing do mirror the Census 2016 findings relating to overcrowding in the private rental sector. The full scale of individual housing deprivation and current and historical experiences of this broader cohort are not apparent from this important data collection exercise.

Mortgage arrears

According to the most recent figures from the Central Bank, over 73,000 principle dwelling mortgage accounts are in arrears.[7] Forty-four percent of all mortgage arrears are in arrears for over 720 days. Additionally, at the end of June 2017, 14,084 or 11% of buy-to-let mortgages were in arrears of more than 720 days. During the second quarter of 2017, legal proceedings were issued to enforce the debt/security on a principle dwelling mortgage on 1,262 accounts. During Q2 2017, there were 429 mortgage accounts where court proceedings concluded but arrears remained outstanding. In 281 accounts, the Courts granted an order for repossession or sale of the property. There were 1,740 properties in the banks' possession at the beginning of the second quarter. A total of 340 properties were taken into possession by lenders during the quarter, down from 370 properties in the previous quarter. Of the properties taken into possession during the quarter, 109 were repossessed on foot of a Court Order, while the remaining 231 were voluntarily surrendered or abandoned. These statistics provide a snapshot of the financial and legal uncertainty faced by a considerable number of mortgaged households in the State. Greater data is required to capture the impact and trajectories of households that have been the subject of property repossessions, voluntary surrender and property abandonment. This is equally pressing for tenant households of buy-to-let properties. Such households can be equally impacted by repossessions, surrender, sale and abandonment of properties subject to legal proceedings in which the property owner is not offered the same degree of protection as holders of principle dwelling mortgages.

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[5] Norris M, Byrne M, '*Social housing's role in the Irish property boom and bust',* 2016, UCD Geary Institute for Public Policy Discussion Paper Series, http://www.ucd.ie/geary/static/publications/workingpapers/gearywp201615.pdf.

[6] Housing Agency, '*Summary of Social Housing Needs Assessment 2016*', December 2016, https://www.housingagency.ie/Housing/media/Media/Publications/Summary-of-Social-Housing-Assessment-Needs-2016.pdf.

[7] Central Bank of Ireland, '*Mortgage Arrears and Repossession Statistics: Q2 2017*', September 2017, https://www.centralbank.ie/docs/default-source/statistics/data-and-analysis/credit-and-banking-statistics/mortgage-arrears/residential-mortgage-arrears-and-repossessions-statistics-june-2017.pdf?sfvrsn=7.

Census homelessness enumeration methodology in Ireland

This section will examine the current census methodology employed to enumerate homelessness in the State. This will include a brief analysis of the DHPLG monthly count methodology given the obvious similarities between both methodologies. Fidelity to the ETHOS typology of homelessness and housing exclusion[8] will be examined in addition to the EU guidance on incorporating homelessness into State censuses. Thereafter a brief discussion of the advantages and shortcomings of the current methodology will be provided.

Complementary data collection methodologies
The primary responsibility for enumerating homelessness in the State lies with DHPLG. On a monthly basis, DHPLG compiles regional data provided by Local Authorities through the Pathway and Accommodation Support System (PASS). The subsequent publication provides a national, regional and county breakdown of the total number of homeless persons over a given week in the month.[9] The target of this data collection system are those households living in designated emergency accommodation funded through Section 10 funding only including private emergency accommodation, supported temporary accommodation and temporary emergency accommodation. In addition to this monthly data collection exercise, a bi-annual rough sleeper count is carried out by the Dublin Region Homeless Executive (DRHE) in the Dublin region. This methodology has been largely followed when enumerating homelessness for the purpose of the census. Methodologically, the primary difference is the extension of rough sleeper counts to urban areas outside the four Dublin Local Authorities which were carried out for the first time for census 2016. Census homelessness enumeration takes place at addresses identified primarily through the PASS system and at addresses provided by housing and homeless agencies working in the sector. Census enumerators can also include accommodation not identified on pre-defined lists which is identified by the manager of a communal establishment during the initial census field operations. This additional flexibility is provided by question E1 on the Census Listing Form.[10]

EU guidance and ETHOS typology
The census methodology outlined above conforms to the EU guidance on the minimum standards for incorporating homelessness enumeration into national censuses. This guidance encourages States to collect data on 'primary' and 'secondary' homelessness. Primary homelessness refers to people found sleeping rough during census enumeration whereas secondary homelessness refers to people living in temporary accommodation such as emergency accommodation and shelters included under the Irish census methodology.[11] The threshold outlined in the EU guidelines was reached by the State for the first time in Census 2016 with the extension of rough sleeper counts to urban areas outside the four Dublin Local Authorities to include Cork City Council, Limerick City and County Council, Waterford City and County Council, Louth County Council and Sligo County Council.

The EU guidelines to a large degree mirror the first four operational categories of the ETHOS typology of homelessness and housing exclusion. These include:
(1) People living rough;
(2) People in emergency accommodation;
(3) People in accommodation for the homeless;
(4) People in women's shelters.

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[8] The ETHOS typology of homelessness and housing exclusion is reproduced in full in Appendix 2.
[9] DHPLG, '*Homelessness Report – August 2017*', http://www.housing.gov.ie/sites/default/files/publications/files/homeless_report_-_august_2017.pdf.
[10] CSO, '*Census of Population 2016 – Profile 5 Homeless Persons in Ireland Background Notes*', August 2017, http://www.cso.ie/en/releasesandpublications/ep/p-cp5hpi/cp5hpi/.
[11] Baptista et al, '*Counting Homeless People in the 2011 Housing and Population Census*', December 2012, European Observatory on Homelessness, p.26, http://www.feantsaresearch.org/download/feantsa-studies_02_web8204705709124732086.pdf.

These four categories are themselves contained within the two broader conceptual categories of 'rooflessness' and 'houselessness'. It is encouraging to see the ETHOS typology referenced in the background notes of the Census 2016 homelessness report. The potential to expand census homeless enumeration to the remaining categories contained in the typology will be discussed in the following section.

Shortcomings of the current census methodology
The current census methodology and indeed the monthly enumeration of homelessness carried out by DHPLG are effective tools in capturing the number of households and people engaging with State and voluntary homelessness agencies at a given point in time. As discussed above, the current census methodology satisfies both the relevant EU Guidelines and the first four operational categories of the ETHOS typology of homelessness and housing exclusion. In addition to the basic numerical data collection exercise, census homelessness enumeration provides valuable geographic, economic, familial and social insights into the lives of the homeless population in Ireland allowing for comparison with the 'general' population. This quantitative and qualitative data collected during the census combined with the monthly data collection carried out by the DHPLG is a valuable resource when developing policy and budgetary responses to meet the needs of this pre-identified homeless population.

Reference to the ETHOS typology does however reveal the shortcomings of the current census methodology given it satisfies only four of the thirteen operational categories. With the exception of operational category 5 'People in accommodation for immigrants' official enumeration of households in the remaining categories is not carried out in Ireland.[12] Households that fall within one or a number of these categories are often referred to as 'hidden homeless'. These 'hidden homeless' households are often a product of State structural failures and the malfunctioning housing system. The dearth of accurate data on the lived and historical experiences of homelessness amongst these unique homeless populations acts as the primary barrier to a full understanding of the housing, social and health needs of these households.

New question for Census 2021

People experiencing homelessness are not a homogenous group. They are a diverse group of people that include women, young people, families, those with complex mental and physical health needs and people with problematic drug and alcohol use. Understanding this diversity and individuals' unique pathways into and experiences of homelessness is crucial to ensure we can respond to their individual and complex needs. Current data collection methodologies are effective at measuring identified homeless populations that have to some extent engaged with State or voluntary agency homelessness services. These methodologies are not designed or capable of measuring transient homeless populations that are often described as 'hidden homeless'. Modifying the census questionnaire to include a question on people's history of homelessness may be the only effective way of measuring and understanding transient experiences of hidden homelessness.[13] To this end, the Simon Communities in Ireland propose the inclusion of the following question in Census 2021:

Proposed new question
Over the last 5 years have you experienced one of the following situations? Had to 'sleep rough'/live on the streets.
- *Had to stay with friends, relatives or other people because you didn't have anywhere else to live.*
- *Had to stay in emergency or temporary accommodation because you didn't have anywhere else to live (e.g. night shelter, women's shelter/refuge, hostel or hotel for homeless people, etc.).*
- *Had to stay in some other form of insecure accommodation (e.g. under threat of eviction, under threat of domestic violence, with no legal rights etc.).*
- *None of these.*

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[12] Data on asylum seekers accommodated in direct provision, is available from the Reception and Integration Agency.
[13] European Observatory on Homelessness, '*Counting Homeless People in the 2011 Housing and Population Census*', December 2012, Pp. 68-69, http://www.feantsaresearch.org/download/feantsa-studies_02_web8204705709124732086.pdf.

Justification for inclusion

This section will seek to justify the inclusion of this additional question in the Census 2021 questionnaire on the grounds outlined in the consultation document. Importantly, the inclusion of this question is not intended to replace the existing homeless census count methodology. Rather, this additional question is intended to gather data on otherwise underrepresented and unidentified populations that have histories and experiences of housing instability and homelessness. The combination of the existing census methodology and this proposed extension can provide a clearer understanding of the full scope of homelessness and housing instability at local and national level.

Data user need

Broad census data collection on the extent and complexity of homelessness in the State has multiple potential applications and is likely to be consumed and utilised by multiple stakeholders and data users. The primary user of Census data is the State. In a similar vein to current census data usage, Government stakeholders at national and local level could use expanded data on homelessness and housing instability to design, develop and implement vital public services. This would include better planning and responsiveness to needs for the provision of social and affordable housing, local and regional primary health care initiatives, employment and education schemes, social protection supports and schemes and of course vital homelessness services focussed on preventing homelessness for newly identified at risk groups. Analysis of data obtained through this new question could be cross tabulated with census data collected on individuals' state of health, level of educational attainment and employment status, allowing for a broader analysis of the social and health factors that contribute to homelessness and housing instability. This data would also be used widely within academic circles across the entire breadth of the social sciences, economics, medicine and law. Other interested parties would of course include statutory and voluntary homelessness organisations that deliver vital services to people experiencing homelessness across the State every day.

Specific need for data at a small area level

Increased data collection on homelessness and housing instability at a local electoral area could have a number of possible applications delivering significant benefits for local populations. A greater understanding of local social and affordable housing need could be determined through cross analysis of expanded census data collection on homelessness and housing instability and the Housing Agency's annual Social Housing Needs Assessment. In light of the increasing volatility of the private rental sector, expanded census data collection could also be cross referenced with Residential Tenancies Board indices to better determine the application of the rent predictability measures in local electoral areas that have significant histories of homelessness and housing instability.

Specific need for data for small population groups

Small population groups are likely to benefit from increasing data collection on historical experiences of homelessness and housing instability. As mentioned previously, people experiencing homelessness are not a homogenous group. They include social and ethnic minorities including but not limited to Travellers and LGBT people. Combining data collected on individual's experiences of homelessness and housing instability with census data on individual's ethnic and cultural background would provide a valuable insight into the level of housing deprivation faced by specific ethnic or cultural groups. This approach would apply to individuals who identify as Irish Travellers under census question 11(A) and any other ethnic or cultural group or minority that self identifies under question 11(D). Similarly, the prevalence of homelessness and housing instability amongst a section of LGBT households could be assessed by combining data collected on homelessness and housing instability with a person's marital status under census question 5. Although this approach would not capture data on the largest percentage of the LGBT community (those not in a registered civil partnership or marriage), it would provide data on an otherwise overlooked segment of the

population. Ultimately this data could be used to design and develop homeless prevention strategies and specific homeless services for these groups at a local, regional and national level.

Legal or EU requirements for the data
When designing and carrying out State population and housing censuses, EU Member States must adhere to *Regulation (EC) No 763/2008 on population and housing censuses* (Regulation). Under Article 3 of the Regulation Member States are obliged to '*submit to the Commission (Eurostat) data on the population covering determined geographic, social and economic characteristics of persons, families and households, as well as on housing at a national, regional and local level, as set out in the Annex.'[14]* The Census of Population of Ireland meets the many data requirements set out in the Annex to the Regulation. These data requirements reflect the minimum legal obligation Member States must adhere to when conducting population and housing censuses. The Regulation does not restrict the expansion of data collection beyond those fields contained in the Annex. However under Article 4(4) Member States are required to '*ensure that the data sources and the methodology used to satisfy the requirements of this Regulation meet, to the highest possible extent, the essential features of population and housing censuses, as defined in Article 2(i)'* which includes '*individual enumeration, simultaneity, universality within a defined territory, availability of small-area data and defined periodicity'.* Although not legally required under the Regulation, the Simon Communities in Ireland contend that the additional question we are proposing for inclusion in Census 2021 is in keeping with the spirit of the Regulation and satisfies the core content of paragraph 2 of the Regulation preamble as follows:

> '*Periodic statistical data on the population and the main family, social, economic and housing characteristics of persons are necessary for the study and definition of regional, social and environmental policies affecting particular sectors of the Community. In particular, there is a need to collect detailed information on housing in support of various Community activities, such as the promotion of social inclusion and the monitoring of social cohesion at regional level, or the protection of the environment and the promotion of energy efficiency.'*

Conclusion
Current methodologies employed in the State for enumerating homelessness are effective at gathering vital data on the most obvious and visible forms of homelessness. This data is vital to the design and delivery of services for households trapped in emergency accommodation and other institutional settings. Current methodologies however fall short of capturing the lived experiences of many households experiencing continuing housing instability across the fractured housing system. We know from experience that many households are in fact staying with friends and relatives in often overcrowded or unstable accommodation, a phenomenon known as 'hidden homelessness'. More needs to be done to accurately capture the lived experience of these 'hidden homeless' households and the degree of housing instability they have experienced. To this end the Simon Communities in Ireland are proposing the inclusion of a new question for Census 2021, that if implemented could have a significant impact on the breadth of data available to measure housing deprivation, insecurity and instability across the State.

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[14] REGULATION (EC) No 763/2008 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 9 July 2008 on population and housing censuses, Official Journal of the European Union , 13/08/2008, http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2008:218:0014:0020:EN:PDF.

About Simon Communities

The Simon Communities in Ireland are a network of eight regionally based independent Simon Communities based in Cork, Dublin, Dundalk, Galway, the Midlands, the Mid West, the North West and the South East that share common values and ethos in tackling all forms of homelessness throughout Ireland, supported by a National Office. The Simon Communities have been providing services in Ireland for over 40 years. The Simon Communities deliver support and service to over 8,300 individuals and families throughout Ireland who experience – or are at risk of – homelessness every year.

Whatever the issue, for as long as we are needed, Simon's door is always open. For more information please visit

Services include:

- Housing provision, tenancy sustainment & settlement services, housing advice & information services helping people to make the move out of homelessness & working with households at risk;
- Specialist health & treatment services addressing some of the issues which may have contributed to homeless occurring or may be a consequence;
- Emergency accommodation & support providing people with a place of welcome, warmth & safety;
- Soup runs & rough sleeper teams who are often the first point of contact for people sleeping rough.

For further information please contact:

Niamh Randall

Head of Policy and Communications

E: niamh@simoncommunity.com

Ph: 085 8588 384

Appendix 1: Housing and homelessness crisis in numbers

- During one week in September 2017 (latest available figures), there were 8,374 people living in emergency accommodation, including 3,233 adults without dependents in their care and 1,455 families composed of 2,017 adults and 3,124 children. (DHPLG, September 2017).

- On the night of 4th April 2017, there were 161 people without a place to sleep in Dublin City. Unfortunately, Dublin is the only area where an official rough sleeper count takes place, making it difficult to get a countrywide rough sleeping picture. (DRHE 2016).

- According to Census 2016, a total of 6,909 people were enumerated as homeless on Census night 2016. Unlike Census 2011 this figure does not include those people living in Long Term Accommodation (LTA) which amounted to 1,772 people on Census night 2016. Including those living in LTA a direct comparison with Census 2011 reveals a 127.9% increase in homelessness in the intervening period between Census 2011 and Census 2016, representing a total of 8.678 people.

- Homelessness and housing insecurity are more acute and visible in our cities but the Simon Communities are working at capacity countrywide – in urban and rural areas.

- There are 91,600 households on the social housing waiting list. Two-thirds of households on the list were living in the private rented sector and one fifth living with parents, relatives or friends. 5,159 households (5.6%) had at least one member considered to be homeless, a proportion which has doubled since 2013 (Housing Agency, 2016).

- Social housing commitments will take time to begin to deliver housing. This is far too long for the people we work with and those at risk of homelessness. In 2016, just 665 new social housing units were built.

- Average national rent now stands at €1,159, representing an increase of 54% since 2012. Property availability in the private rented sector has dropped by 84% since 2012 with fewer than 3,000 properties available to rent nationwide on August 1st 2017. (Daft.ie Rental Report Q2 2017).

- *Locked Out of the Market VIII* (August 2017 Simon Communities) found that 91% of rental properties are beyond the reach for those in receipt of state housing support.

- Over 73,000 principle dwelling mortgage accounts are in arrears. 44% of all mortgage arrears are in arrears of over 720 days (Central Bank of Ireland, June 2017).

- At the end of June 2017, 19,627 or 15% of buy-to-let mortgages, were in arrears of more than 90 days. (Central Bank of Ireland, June 2017).

- 790,000 people are living in poverty in Ireland (*Budget Choices* (July 2017) Social Justice Ireland).

- In 2015, 25.5% of the population experienced two or more types of enforced deprivation. (CSO Survey on Income and Living Conditions 2015).

- According to Census 2016, there are 183,312 vacant houses nationwide.

Appendix 2: ETHOS typology of homelessness and housing exclusion

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 and supported accommodation
	4 People in Women's Shelters	4.1 Women's shelter accommodation
	5 People in accommodation for immigrants	5.1 Temporary accommodation and 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 and homes
	7 People receiving longer term support (due to homelessness)	7.1 Residential care for older homeless people 7.2 Supported accommodation for formerly homeless people
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

Conceptual category	Operational category	Living Situation
	9 People living under threat of eviction	9.1 Legal orders enforced (rented) 9.2 Legal orders enforced (owned)
	10 People living under threat of violence	10.1 Police recorded incident
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 overcrowding	13.1 Highest national norm of overcrowding