



Review of Ministerial Direction on Housing Allocations for Homeless and Other Vulnerable Households

Prepared by the Housing Agency

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1. Executive Summary

In a letter dated 3 March 2016, the Department of the Environment, Community and Local Government requested the Housing Agency to conduct a review of the Ministerial Direction requiring certain local authorities to prioritise a minimum percentage of homeless and other vulnerable groups in the allocation of social housing tenancies. The Ministerial Direction came into effect for a period of six months on 27 January 2015 and was renewed on two subsequent occasions. It is due to expire on 30 April 2016.

The review was to examine the effectiveness of the Ministerial Direction in providing secure tenancies to homeless households, its impact on established local authority housing allocation processes and the potential for households to present as homeless on the basis of increasing their chances of securing a social housing tenancy in the short-term.

Using data provided by local authorities, this paper quantifies the impact of the Ministerial Direction on housing allocations to homeless households and other vulnerable groups. With reference to the allocation targets set by the Direction, all local authorities are placed into one of three mutually exclusive categories.

On this basis, the review then examines the share of social housing tenancies provided to homeless households in 2015 compared to the outturn in each of the two years immediately preceding the introduction of the Direction. In addition, the paper looks at the tenure types used to accommodate individuals and families housed over the reference period. Consideration is then given to the Ministerial Direction in the context of the established allocation processes operated by the local authorities and the potential for perverse incentives to emerge.

Conclusions

- I. The evidence suggests the established allocation procedures operated by the local authorities were capable of responding to a change in the composition of housing need prior to the Ministerial Direction coming into effect in January 2015. Local authorities increased the allocation of social housing tenancies to homeless households in 2014 in response to a growing number of individuals and families presenting as homeless.

- II. The Ministerial Direction was effective in increasing the allocation of social housing tenancies to homeless and other vulnerable groups in 2015. This success was facilitated by the return of approximately 2,700 void local authority units to productive use over this period.
- III. Due to the current constraints on housing supply, extending the Ministerial Direction for a further period has the potential to result in vulnerable groups being clustered in a concentrated area. This risks breaching the need to avoid undue segregation and goes against the 'sustainable communities' objective promoted by the Housing Agency.
- IV. While the Direction was successful in securing social housing tenancies for homeless and vulnerable households this came at a cost to other households on the waiting list.
- V. The Direction was a disruption to the standard allocation procedures used by the targeted local authorities and, while provisions to prevent creation of perverse incentives were adopted, the incentive for households to willingly seek to be re-classified as homeless will increase if the targets mandated in the Direction become more deeply embedded in the system of allocation.
- VI. Research on pathways to homelessness, and evidence from recent domestic initiatives, suggests there may be merit in examining ways of enhancing supports where intervention occurs at point where housing tenure is highly precarious, but the household has yet to present as homeless.
- VII. There is emerging evidence that the extent to which homeless households have been prioritised on the waiting list for social housing has contributed to the expectation that a household presenting as homeless will receive secure tenure housing from the State after a very short period of waiting. This expectation is inconsistent with the reality of a long waiting list and an increasing, but quite limited, supply of new social housing. It is important to continue monitoring developments in this area.

Recommendation

In light of the analysis contained in this Review and the conclusions drawn, it is recommended that the Ministerial Direction should lapse upon its final operation date of 30th April 2016.

2. Introduction

In a letter dated 3 March 2016, the Department of the Environment, Community and Local Government requested the Housing Agency to conduct a review of the Ministerial Direction requiring certain local authorities to prioritise a minimum percentage of homeless and other vulnerable groups in the allocation of social housing tenancies. The review was to examine the effectiveness of the Ministerial Direction in providing secure tenancies to homeless households, its impact on established local authority housing allocation processes and the potential for households to present as homeless on the basis of increasing their chances of securing a social housing tenancy in the short-term.

The Ministerial Direction came into effect for a period of six months on 27 January 2015 and was renewed on two subsequent occasions. It is due to expire on 30 April 2016. Section 2 of the report sets out the parameters of the Ministerial Direction under consideration.

Section 3 presents the share of social housing units allocated to homeless households relative to other groups provided with housing units in 2015. Using data provided by local authorities, the results for 2015 are compared to the outturns in each of the two years immediately preceding the introduction of the Direction in an attempt to quantify the impact of the measure. In addition, the section provides details on the allocation of social housing to vulnerable households in 2015 and looks at the tenure types used to accommodate individuals and families housed over this period.

Section 4 considers the Ministerial Direction in the context of the established allocation processes designed and operated by the local authorities. Section 5 examines the potential that the Directive could produce perverse incentives and Section 6 provides a conclusion.

3. Overview of the Ministerial Direction on Housing Allocations Schemes

Issued in January 2015, Circular Housing 5/2015 notified each housing authority in Dublin of a Ministerial Direction that required them to allocate a minimum of 50 per cent of the dwellings available for allocation over the period commencing 27 January 2015 and ending 26 July 2015 to homeless or vulnerable households. The targeted households were those qualified for social housing support that, on or before 1 December 2014, were deemed by the relevant authority to have one or more of the following needs:

- I. in an institution, emergency accommodation or a hostel (a homeless household within the meaning of Section 2 of the Housing Act 1988)
- II. has an accommodation requirement arising from an enduring physical, sensory, mental health or intellectual impairment
- III. in accommodation unsuitable for the household's adequate housing on exceptional medical or compassionate grounds (households the subject of domestic violent and young people leaving State care and, as such, deemed to be a vulnerable household, for example)

Over the same six-month period, all local authorities in Cork, Galway, Limerick and Waterford were required to set aside 30 per cent of the units available for allocation under Section 22 of the 2009 Act to homeless and vulnerable households (Circular Housing 6/2015).

The Direction applied to dwellings owned or under the control of the relevant local authorities, including properties acquired or leased from NAMA's loan portfolio and 2,700 local authority units returned to productive use during 2015. Dwellings owned or operated by approved housing bodies (AHBs) subject to public capital financing agreements—the Capital Assistance Scheme, the Capital Loan and Subsidy Scheme and the Payment and Availability Agreement—came under the Ministerial Direction, also.

The Direction was renewed for a 6 month period from 7 August 2015 to 31 January 2016 (Circular Housing 31/2015 & 32/2015). A further renewal issued on 1 February 2016 (Circular Housing 5/2016 & 6/2016) ensured the Ministerial Direction continued uninterrupted for an additional three months to 30 April 2016. In accordance with Section 22(17)(a) of the Housing (Miscellaneous Provisions) Act 2009, the Ministerial Direction superseded the normal operation of the respective social housing allocation schemes established by each of the affected the local authorities. The Direction was implemented in the context of a rising number of households accessing emergency accommodation, particularly in urban areas.

4. Share of social housing allocations under the Direction

For the purpose of providing an overview of the impact of the Direction, all local authorities are divided into three categories:

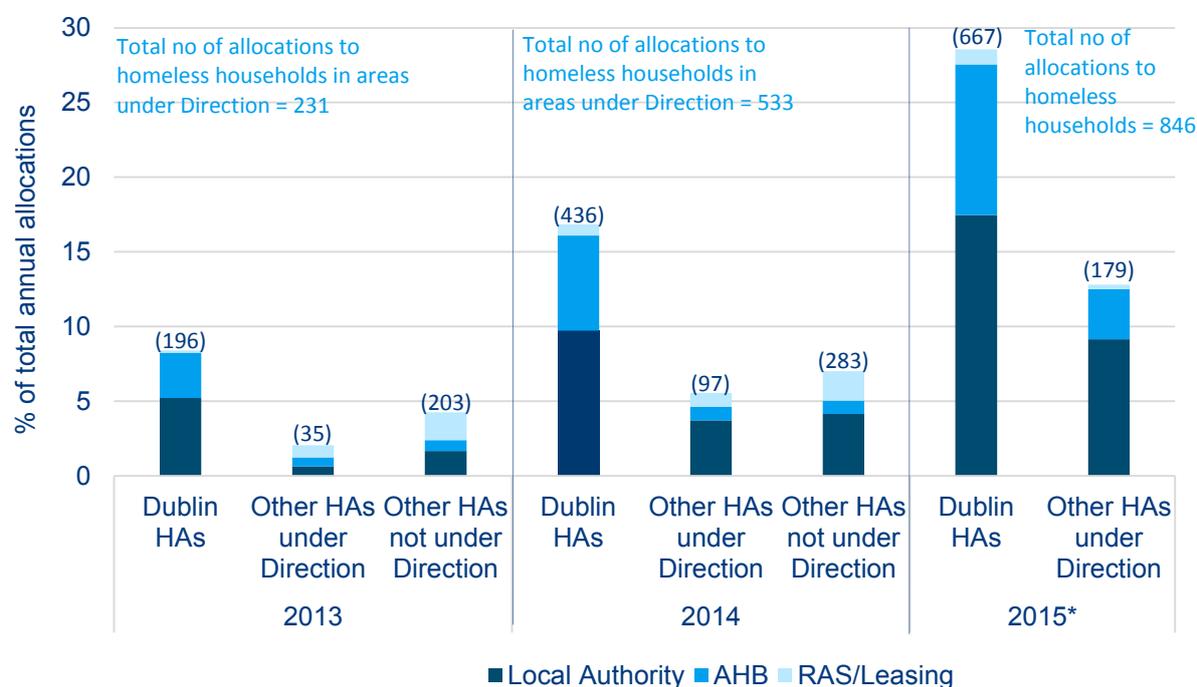
- I. The Dublin authorities affected by the Ministerial Direction introduced in 2015 requiring half of the dwellings becoming available under their control be allocated to homeless and vulnerable households
- II. The local authorities in Cork, Galway, Limerick and Waterford required to allocate 30 per cent of the dwellings becoming available to homeless and vulnerable households
- III. Other housing authorities outside the Ministerial Direction (data for 2015 is currently unavailable for these authorities)

The data shows that social housing provision to homeless households was low relative to other groups on the waiting list of social housing units in 2013 and 2014. Homeless households are generally prioritised in the allocation schemes set out by local authorities, but this was not translating into a high level of provision to these households.

Using data provided by the local authorities, Figure 1 (below) presents the share of social housing given to homeless households relative to other groups provided with housing units in 2013, 2014 and 2015. In Dublin, just over 8 per cent (196 units) of the total number of allocations made in the region throughout 2013 were given to homeless households. Across local authorities in Cork, Galway, Limerick and Waterford homeless household comprised 2 per cent (35 units) of total number of allocations made in the same year.

This may reflect the nature of the demand for social housing tenancies, a general emphasis on the merit aspect of the allocation system and the fact that homeless households are amongst a number of vulnerable groups designated as being in need of support as a matter of priority.

Figure 1: Allocations by tenancy type to homeless households as a percentage of total allocations, 2013 – 2015 (the number of allocations is given in brackets)¹



The allocations to homeless households appear broadly proportionate in the context of the identified needs of households on the waiting list for social housing in 2013. Across all local authorities homeless households represented 3 per cent of the total number of households in need of housing support in that year (Table 1). Other vulnerable households—those containing a person with a physical or intellectual disability and those in need of support on compassionate grounds—comprised 10 per cent of total need for social housing (see appendix 1 for full details).

Table 1: The number of homeless households and net housing need in 2013

	Number of homeless households	Net Housing need	Percentage
Dublin	1,834	31,814	5.8
Cork City & County	139	10,122	1.4
Galway City & County	60	4,840	1.2
Limerick City & County	94	2,810	3.4
Waterford City & County	40	1,749	2.3

¹ Figures for 2015 covering Local Authorities outside the Ministerial Direction are currently unavailable

Of those areas where the Ministerial Direction subsequently came into effect, substantially more households were deemed homeless in the Dublin area (particularly in Dublin City Council) compared to other local authorities in Cork, Galway, Limerick and Waterford. In a period notable for the scarcity of supply and the low number of units becoming available, a higher level of allocations to homeless households in the Dublin area compared to other regions seems proportionate.

The number of households presenting as homeless has increased significantly since 2013, as measured by the increase in the number of persons using emergency accommodation (Table 2). There was a steep rise in the demand for emergency accommodation in the Dublin area over the course of 2014, with just over a third of those that used the service during this period accessing it for the first time.

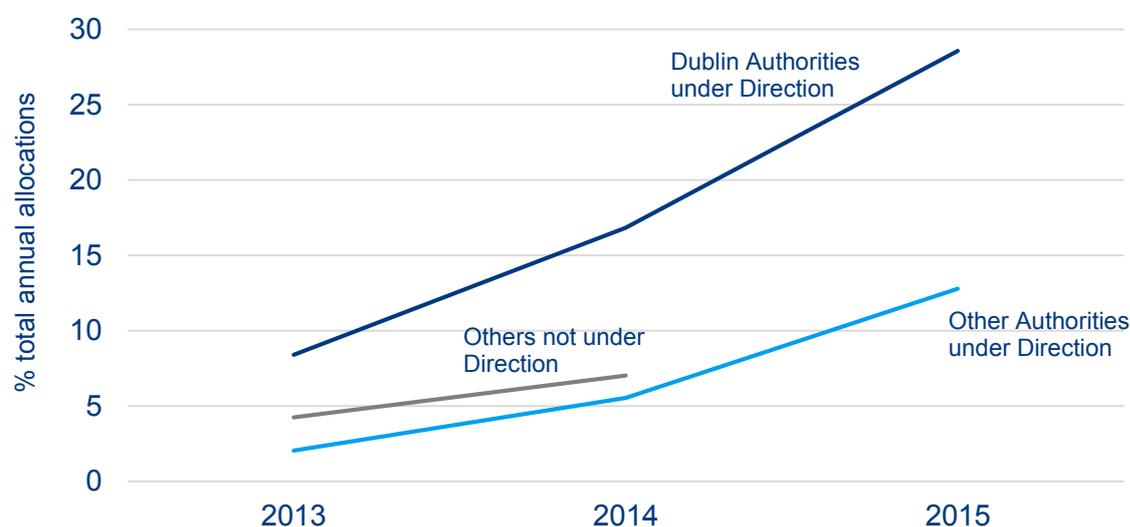
Table 2: Increase in the number of people accessing emergency accommodation by region—2014 & 2015, April – December²

	Apr-Dec, 2014		Apr-Dec, 2015	
	Change (No)	Change (%)	Change (No)	Change (%)
Dublin	317	20.44	399	18.94
Mid-east	43	55.13	23	15.75
Midlands	0	0.00	-2	-4.55
Mid-west	33	13.47	-30	-12.77
North-east	14	73.68	-1	-2.17
North-west	-8	-20.51	-2	-5.26
South-east	32	22.54	51	25.25
South-west	-4	-1.78	21	9.50
West	-46	-33.58	23	22.12
Total	381	15.38	482	15.34

² The period April to December is used in each year to facilitate year on year comparison (data for period before April 2014 unavailable). Appendix 2 looks at the number of people accessing emergency accommodation on a quarterly basis from June 2014 to December 2015.

During 2014 allocations to homeless households in Dublin doubled compared to the previous twelve months, as a percentage of the total number of social housing tenancies provided over the year (see Figure 2 below). The number of allocations made to homeless households in other regions subsequently affected by the Ministerial Direction rose by 62 units in the same period, a 3.5 percentage point increase of allocations made to homeless households as a proportion of total number of allocations in 2014 compared to the previous year.

Figure 2: Allocations by tenancy type to homeless households as a percentage of total allocations, 2013 – 2015



Similarly, during 2014 for all the local authority areas which were unaffected by the subsequent Ministerial Direction the number of units allocated to homeless households increased by 80 units (a 2.8 percentage point increase compared to 2013). The increase in allocations to homeless households across all local authorities provides evidence that—in the context of constrained, but improving, supply—housing authorities would seem to have adjusted their allocations of social housing tenancies to reflect a change in the composition of housing need.

The Ministerial Direction considered in this review came into effect on 27 January 2015. Following a renewal of the Direction on two subsequent occasions, it is due to expire on 30 April 2016. Data supplied by the local authorities indicates a substantial increase in, both, the number of social units allocated to homeless and vulnerable households and the proportion of the units allocated to this group of households out of the total number of allocations in 2015 (Table 3 overleaf).

Table 3: Allocation of social housing units by status on the social housing waiting list, 2015

	Dublin		Others under Direction	
	Number	Percent	Number	Percent
Under terms of Direction	1,068	45.7	582	41.6
<i>Homeless households</i>	667	28.6	179	12.8
<i>Other vulnerable households</i>	255	10.9	342	24.4
<i>Vulnerable households on transfer list</i>	146	6.3	62	4.4
Remaining households	1,266	54.3	816	58.4
<i>Transfer list exl vulnerable households</i>	504	21.6	123	8.8
<i>Remaining households</i>	762	32.7	693	49.6
Total	2,334	100	1,398	100

Looking at the regions required to allocate 30 per cent of the tenancies becoming available in 2015, the proportion of units allocated to other vulnerable households on the waiting list was almost twice the allocation to homeless households. This was within the terms of the Direction and may have reflected the nature of the demand for housing in these areas. Data from 2013 shows that homeless households account for less than 3.5 per cent of all identified housing need in these areas. Multiple accounts suggest homelessness in many regions has increased since 2013; however, these households, while suffering acute housing deprivation, often represent a reasonably small proportion of the total number of households in need of assistance. Overall, in 2015, local authorities in Cork, Galway, Limerick and Waterford met the requirements established under the terms of the Ministerial Direction.

Within the groups covered by the Direction, homeless households were prioritised. Homeless household on the waiting list were allocated just over 2.5 times more units than other vulnerable groups. Decisions to prioritise homeless households over other households in acute housing need may reflect the scale of the demand for homelessness services in the capital. Across all four Dublin authorities the provision of social housing tenancies to the designated groups was 46 per cent of the total number of allocations. This was below the target set by the Ministerial Direction. A breakdown of social housing allocations in 2015 across all local authorities covered under the Direction is provided in Appendix 3 and Appendix 4.

Local authority units were used to accommodate just over 60 per cent of homeless households allocated housing in 2013, 2014 and 2015 (see figure 1). The supply of local authority houses was increased primarily through returning vacant properties to productive use. For instance, in April and May 2014, the Minister for Housing and Planning announced separate schemes that amounted to a combined €35 million investment programme to return

vacant local authority units to full use. Refurbishment of many of these units was completed in 2015, with the overall supply of local authority housing being increased by approximately 2,700 units across a number of areas over the year.

This investment facilitated efforts to place homeless households in secure accommodation suitable to their needs, while having regard to the obligation, established in the Housing (Miscellaneous Provisions) Act 2009, to avoid undue segregation and maintain a mixed class of tenure. The scope to continue to boost housing supply in this way appears limited. While there is a need to get a more complete picture of the amount of vacant units across all local authorities, in Dublin City Council, for instance, vacancy levels are reported as low as 1 per cent of the total stock.

As outlined in the *Social Housing Strategy 2020*, leasing arrangements with private providers and approved housing bodies will play an increasingly important role in the provision of new social housing supply. However, units under the control of local authorities are a vital component in the provision of social housing; in each of the years considered in this review roughly 60 per cent of total amount of social housing provided in a given year was delivered directly through this channel. Combining the Ministerial Direction under consideration with the plans for local authorities to purchase or build new housing estates risks clustering homeless and vulnerable households together. This has the potential to breach the need to avoid undue segregation and goes against the 'sustainable communities' objective promoted by the Housing Agency.

5. Impact of the Ministerial Direction on the housing allocation process

The Housing (Miscellaneous Provisions) Act 2009 required each housing authority to establish a scheme determining the order of priority accorded to households identified as being in need of support in the allocation of dwellings under its control. Allocation systems reflect two basic objectives: to allocate to people in housing need; and to allocate social housing to people on the basis of merit earned by the amount of time spent waiting for suitable accommodation to become available. In line with international practice, homeless households are generally awarded priority status in the allocation schemes established by the respective housing authorities—all four allocation schemes in the Dublin region prioritise homeless households, for instance. However, merit, or time served, plays a key role.

The Direction, as outlined in the opening section of this briefing, was not wholly inconsistent with the basic principles of the allocation schemes adopted by the various local authorities, though it significantly increased the weighting given to the need component of the equation at the expense of the time-served, element. This disadvantaged households on the waiting list not designated as homeless or vulnerable.

Table 4: Breakdown of the distribution of social housing units by household status on the waiting list for social housing—figures presented as a percentage of the total allocations in each year.

		2013	2014	2015
Dublin	Housing list & homeless list	8.39	16.84	28.11
	Housing list (incl vulnerable)	58.95	55.58	44.18
	Transfer list (incl vulnerable)	32.66	27.58	27.69
Other areas under Direction	Housing list & homeless list	2.05	5.55	12.25
	Housing list (incl vulnerable)	76.66	79.70	75.32
	Transfer list (incl vulnerable)	21.29	14.75	12.43

Housing provided to those on the transfer list as a proportion of total allocations increased marginally in Dublin in 2015 compared to the previous year—this included the transfer of households designated as vulnerable to more suitable homes (Table4). Over the same period, the proportion of allocations made to those on the housing waiting list fell by 11.4 percentage points. Aggregating the provision of social housing across local authorities in Cork, Galway, Limerick and Waterford suggests, again, that households on the waiting list that fell outside the category of homeless or vulnerable were apportioned a lower number of the housing units becoming available in 2015 compared to the year immediately preceding

the implementation of the Direction.

Accessing permanent housing as the primary response to all forms of homelessness is a core principle of the housing-led approach to homelessness adopted by the Department of the Environment, Community and Local Government (for more details see Homeless Policy Statement, February 2013). The overall number of households accessing emergency accommodation increased by 15.3 per cent in 2014 and again in 2015. Targeting limited resources to areas where acute need is arising seems appropriate. However, this comes at a cost to other households on the waiting list and can be considered a significant disruption to the normal processes operated by local authorities covered by the Direction.

6. Potential for perverse incentive created by the Ministerial Direction

A national strategic approach to homelessness was first initiated with the establishment in 1998 of a Cross-Departmental Team on Homelessness. Shortly following its formation, the Team published a strategy that made settling homeless families in the community an overriding priority. The strategy was renewed on a number of occasions over the following 12 years, with state expenditure on homeless services increasing from approximately €12 million in 1999 to €95 million by 2010.

Despite good initiatives being adopted over this period, the Housing Needs Assessment in 2011 identified 2,348 households that remained homeless. A key constraint was the lack of progress in securing the units to accommodate homeless households. In this context, a housing-first approach was adopted that meant re-doubling efforts to orientate policy towards providing long-term accommodation to homeless households as a matter of priority.

Evidence on the effectiveness of prioritising specific categories of need on the waiting list is mixed and there are risks associated with this strategy. The recent Ministerial Direction succeeded in housing significantly more homeless households than in the year immediately preceding its introduction, but it came at a cost to households in other categories on the waiting list and could create a potential incentive for households in other categories of the system to present as homeless.

In an effort to avoid creating a perverse incentive the Ministerial Direction issued in January 2015 stipulated only households on the social housing waiting list on or before 1 December 2014 were covered under the guidelines. Renewals of the Direction followed this practice; however, it seems likely that the incentive for these households to willingly seek to be re-classified as homeless will increase if the targets mandated in the Direction become more deeply embedded in the system of allocation. Households could actively seek to be re-classified in anticipation of the Direction being rolled over.

Reliable and consistent assessments of housing need are a vital part of the system, particularly when the outcome of this process informs decisions to prioritise certain households over others in the queue for social housing. Determining housing need, and the cause of that need, in a robust manner is an ongoing policy challenge in Ireland and internationally. While there is merit to developing standardised assessments of housing need, local authorities are uniquely placed to carry out these assessments, determine if the need is genuine and allocate houses on the basis of the standard housing allocation system.

Need-based prioritisation can be accommodated within this framework and can lead to more effective outcomes. For instance, chronic homelessness is a strong indicator of severe housing deprivation, both in terms of the extent of the deprivation and the length of time for

which it is endured. When a household suffers from chronic, or persistent, homelessness it provides a strong indication that they are genuinely unable to fend for themselves in the housing market and this situation will persist in the future.

In these circumstances, the practice of placing long-term homeless families in secure accommodation as a matter of priority has been shown to be an effective policy intervention in terms of providing help where it is most needed and in reducing the ongoing costs to the State.

Policy lessons from abroad, and evidence from recent domestic initiatives, suggests strong preventative measures are vital. Research by the Housing Agency shows many households are becoming homeless due to affordability challenges presented by rent price inflation. Policies aimed at keeping households at risk of homeless in their home tend to be cost effective, enable households to achieve a preference to remain in their existing house, and, in the event of the household becoming homeless, provide a greater level of certainty that a concerted effort to avoid becoming homeless was made.

For instance, there has been a high level of household engagement with Tenancy Protection Service delivered by Threshold in partnership with the four Dublin local authorities and the Department of Social Protection. Since inception, 7,514 households have used the service, with just under half (3,737) identified as at risk of becoming homeless. Only 22 of these households entered homelessness and, in these cases, there is greater certainty that households are not willingly entering homelessness on the basis of a desire to secure social housing.

The level of engagement with the Tenancy Protection Service and the research by the Dublin Regional Homeless Executive on family's pathways to presenting as homeless suggests there may be merit in examining ways of enhancing supports aimed at intervention at point where housing tenure is highly precarious, but the household has yet to present as homeless. Such measures have a number of benefits and can play an additional role when there is a potential for a perverse incentive for households to present as homeless in order to secure social housing.

A family's pathway to presenting as homeless is often complex with households progressing through several forms of precarious housing options before approaching homeless services. In January 2016, 37 per cent of the 125 families that accessed homeless services for the first time cited relationship breakdown with family as the reason for presenting as homeless. Further research carried out by the Dublin Regional Homeless Executive on factors leading to these 125 families becoming homeless finds it is common for households to move in with family as they attempt to regain access to the private market. However, in many instances re-entry into suitable accommodation in the private market proves unaffordable, the

temporary arrangement with family comes to an end and the household presents to homeless services.

Finally, there is emerging evidence that the extent to which homeless households have been prioritised on the waiting list for housing has contributed to the expectation that a household presenting as homeless will receive secure tenure housing from the State after a very short period of waiting. This expectation is inconsistent with the reality of a long waiting list and an increasing, but quite limited, supply of new social housing. It is important to continue monitoring developments in this area.

7. Conclusions and Recommendation

Conclusions

Using data provided by local authorities, this review quantifies the impact of the Ministerial Direction on housing allocations to homeless households and other vulnerable groups. With reference to the allocation targets set by the Direction, all local authorities are placed into one of three mutually exclusive categories. On this basis the review then examines the share of social housing tenancies provided to homeless households in 2015 compared to the outturn in each of the two years immediately preceding the introduction of the Direction. In addition, the paper looks at the tenure types used to accommodate individuals and families housed over the reference period. Consideration is then given to the Ministerial Direction in the context of the established allocation processes operated by the local authorities and the potential for perverse incentives to emerge. A number of issues are identified:

- I. Local authorities increased the allocation of social housing tenancies to homeless households in 2014 in response to a growing number of individuals and families presenting as homeless. This suggests the established allocation procedures operated by the local authorities were capable of responding to a change in the composition of housing need prior to the Ministerial Direction coming into effect in January 2015.
- II. The Ministerial Direction was effective in increasing the allocation of social housing tenancies to homeless and other vulnerable groups in 2015. This success was facilitated by the return of approximately 2,700 void local authority units to productive use over this period.
- III. Due to the current constraints on housing supply, extending the Ministerial Direction for a further period has the potential to result in vulnerable groups being clustered in a concentrated area. This risks breaching in the need to avoid undue segregation and goes against the 'sustainable communities' objective promoted by the Housing Agency.
- IV. While the Direction was successful in securing social housing tenancies for homeless and vulnerable households, this came at a cost to other households on the waiting list.

- V. The Direction was a disruption to the standard allocation procedures used by the targeted local authorities and, while provisions to prevent creation of perverse incentives were adopted, the incentive for households to willingly seek to be re-classified as homeless will increase if the targets mandated in the Direction become more deeply embedded in the system of allocation.
- VI. Research on pathways to homelessness, and evidence from recent domestic initiatives, suggests there may be merit in examining ways of enhancing supports where intervention occurs at point where housing tenure is highly precarious, but the household has yet to present as homeless.
- VII. There is emerging evidence that the extent to which homeless households have been prioritised on the waiting list for housing has contributed to the expectation that a household presenting as homeless will receive secure tenure housing from the State after a very short period of waiting. This expectation is inconsistent with the reality of a long waiting list and an increasing, but quite limited, supply of new social housing. It is important to continue monitoring developments in this area.

Recommendation

In light of the analysis contained in this review and the conclusions drawn, it is recommended that the Ministerial Direction should lapse upon its final operation date of 30th April 2016.

8. Appendices

Appendix 1: Breakdown of households in need of social housing support, 2013

Main need for social housing support	Number of Households	%
Dependent on Rent Supplement	46,584	52
Unsuitable accommodation due to particular household circumstances	20,349	23
Reasonable requirement for separate accommodation	9,587	11
Living in an institution, emergency accommodation or hostel	2,808	3
Household member has a physical disability	1,392	2
Household member has a sensory disability	190	--
Household member has a mental health disability	1,034	1
Household member has an intellectual disability	1,078	1
Household member has another form of disability	244	--
Unsuitable accommodation due to exceptional medical or compassionate grounds	2,909	3
Overcrowded accommodation	2,896	3
Unfit accommodation	647	1
Unsustainable mortgage*	154	--
Total	89,872	100

Appendix 2: Number of people accessing emergency accommodation in the final week of the month, June 2014 – December 2015

	End June-14	End Sep-14	End Dec-14	End Mar-15	End June-15	End Sep-15	End Dec-15
Dublin	1,548	1,633	1,868	2,059	2,185	2,330	2,506
Mid-east	87	78	121	127	143	164	169
Midlands	47	47	41	47	41	41	42
Mid-west	243	260	278	260	230	243	205
North-east	23	30	33	46	47	38	45
North-west	47	44	31	34	35	35	36
South-east	152	173	174	200	230	240	253
South-west	202	211	221	213	220	222	242
West	36	98	91	95	127	115	127
Total	2,385	2,574	2,858	3,081	3,258	3,428	3,625

Appendix 3: Breakdown of social housing allocations by status on the waiting list across all Local Authorities in Dublin, 2015, %

	DCC	DLRCC	FCC	SDCC	Weighted Total
Under terms of the Direction	42.4	58.0	52.3	49.1	45.7
Of which:					
<i>Homeless households</i>	28.8	21.2	33.6	26.5	28.6
<i>Other vulnerable households</i>	8.1	14.5	15.9	16.5	10.9
<i>Vulnerable households on transfer list</i>	5.5	21.4	2.9	6.1	6.3
Remaining households	57.6	41.9	47.7	50.9	54.3
Of which:					
<i>Transfer list</i>	21.0	10.7	24.7	25.4	21.6
<i>Housing list</i>	36.6	31.3	22.9	25.5	32.7

Appendix 4: Breakdown of social housing allocations by status on the waiting list across all Local Authorities in Dublin, 2015,%

	Cork City	Cork County	Galway City	Galway County	Limerick	Waterford	Weighted Total
Under terms of the Direction	31.0	39.3	50.5	59.9	47.0	34.7	41.6
Of which:							
<i>Homeless households</i>	13.1	5.5	19.0	10.3	17.1	12.4	12.8
<i>Other vulnerable households</i>	12.9	27.4	28.9	49.6	24.3	18.6	24.4
<i>Vulnerable households on transfer list</i>	5.0	6.3	2.5	0.0	5.5	3.7	4.4
Remaining households	69.0	60.7	49.5	40.1	53.0	65.3	58.4
Of which:							
<i>Transfer list</i>	6.1	9.7	4.1	5.9	11.4	12.0	8.8
<i>Housing list</i>	62.8	51.0	45.4	34.2	41.5	53.2	49.5