

A stylized, dark purple house icon with a gabled roof, a large arched doorway, and a window with four panes. The house is set against a dark purple background.

# Focus on Homelessness

A decade of homelessness data:  
Significant developments in  
homelessness 2014–2023

Eoin O’Sullivan, Emma Byrne  
and Mike Allen

Challenging homelessness. Changing lives.

**FOCUS**  
Ireland

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# Introduction

Focus on Homelessness is a collaborative series between Focus Ireland and the School of Social Work and Social Policy, Trinity College Dublin that aims to publish a unique picture of the extent of homelessness in Ireland. Since 2014, the Department of Housing, Local Government and Heritage (DHLGH) has published data on the number of people living in Section-10 Funded Emergency Homeless Accommodation (EA) each month. In addition, Quarterly Performance Reports and Financial Reports have contained data on the number of entries and exits to EA, duration in such accommodation and the cost to central and local government of providing services to households experiencing homelessness in Ireland each quarter.

While the data is narrow in its scope, covering only those in EA and most rough sleepers, and there are a number of exclusions of certain categories over this period, this data nonetheless provides a reasonably comprehensive and detailed overview of trends in homelessness in Ireland over the period. Even taking into account its limitations, it is a more detailed and timely source of information than is available in most other European Member States. Thus, it provides an invaluable resource to help us understand and improve on our policies and practices. However, to date this large body of data has not been collated in an easily accessible format. Focus on Homelessness aims to make this substantial body of data available in an accessible and reliable format by providing detailed reports on the extent, nature, duration and cost of homelessness in Ireland.

This summary edition draws together the insights gained from a decade of analysing homelessness data, and the publication of 14 Focus on Homelessness publications, including several thematic reports on topics such as Gender, Adult-only Households and Expenditure. This edition also captures the significant changes in the patterns of people becoming homeless, leaving homelessness and being prevented from entering homelessness in particular during the period of the Covid-19 pandemic and associated measures (2020-21), as well as a moratorium on certain types of evictions in the Winter of 2022/23.

The data in Focus on Homelessness is drawn directly from DHLGH published reports, with the exception of some estimates for the number of households, which is derived. The number of homeless households is a key measurement as it corresponds to the number of housing units required to end homelessness. The Monthly Reports published by the DHLGH on the number and characteristics of households accessing local authority managed EA do not provide a figure for household type. However, they provide data on the total number of adults with accompanying child dependents and the number of lone parent families. From this, we can calculate the numbers of adult-only households (i.e. without accompanying children) and the number of parents both single and part of a couple.

For the number of couples, two assumptions are made here for the purpose of this calculation based on existing information. Firstly, that all couples with accompanying child dependants are heterosexual couples, and secondly that 93% of lone parent households are female headed. A figure is calculated for both categories each month and then subtracted from the total number of female/male adults to generate the figure used in this report for female/male adult-only households. Thus there is a margin of error associated with the gender breakdown, as in any given month not all couples in EA may be heterosexual and the percent of those parenting alone that are female headed may also vary, but this margin of error is likely to be minor. It must also

be noted here that these data sources only provide a breakdown by male or female, with no other options available. This report therefore only has capacity to analyse trends within this definition.

Finally, while the provision of social housing fulfills a range of other objectives in addition to responding to homelessness, access to social housing, including social housing supports and the accessibility and affordability of private rental housing, are such important factors in both preventing and providing a solution to homelessness that data on both these areas is included in Section 7 of the report.

## Significant Developments Over the Past 10 Years

The editorial approach of Focus on Homelessness in the individual editions has been to set out the data in a clear and accessible format with some textual description but no analysis or commentary. Focus Ireland has published separate blogs setting out an analysis of the figure along with proposals for policy responses from a perspective of homelessness. Given the scale of the material set out in this edition, we believe that while keeping away from commentary it would be useful to the reader to draw attention to some of the significant issues and trends which appear to us to emerge from this data.

### **Significant developments over the last decade:**

The data in this report demonstrates that homelessness is a dynamic process with a large number of people moving in and out of homelessness over the last decade.

- A total of over 55,000 adults (55,367) became homeless and entered EA over the last decade.
- Just over half (28,710 or 52%) of these adults who experienced homelessness in EA were in Dublin. The higher proportion of adult homelessness in Dublin (around 70% of homeless adults in Section-10 funded emergency homeless accommodation at any time) results not from more people entering homelessness in Dublin, but from people remaining in EA longer.
- In addition to those who entered EA, in the seven years between 2017-2023, a further 10,532 households were “assessed and regarded” as being homeless by the four Dublin local authorities but did not enter EA as they were offered or rapidly found alternative accommodation. In total, over 30,000 households were ‘assessed and regarded’ as homeless in Dublin over this period, with the majority (19,368) entering EA.
- Nearly 30,000 adults exited EA to a tenancy in the decade between 2014 and 2023 (i.e. a Local Authority/Approved Housing Body tenancy or a private rented tenancy with housing support payment.)
- 2023 was the year with the highest number of new adults entering EA in the last 10 years, with 6,462 adults entering EA for the first time that year.

### **Adult-only homelessness has risen consistently over the decade**

- The number of adult-only homeless households has tripled since 2014.
- While there have been variations over the period, men comprise around three-quarters of those in adult-only homeless households over the decade.

**Family homelessness has shown strong patterns of increase and decline over the decade but at the end of the period is higher than at any point during the decade**

- Since August 2021, the number of families and children in EA has doubled.
- Family homelessness has risen by 480% over the decade.
- Families now comprise almost a quarter of all households in EA, with one parent families comprising 13% and couples with children making up 10.5%.

**Homelessness has increased not only in total numbers but as a percentage of the total adult population**

- The homeless rate per 1,000 population aged over 18 increased from 0.71 in 2014 to 2.14 in 2023.

**On average, people remain homeless for longer than they did in 2014**

- Since Q1 2014, the number of adults in EA for longer than 6 months has increased by 579% (from 793 adults in Q1 2014 to 5,383 adults in Q4 2023).
- Over the last decade, approximately 75% of adults in EA for longer than 6 months have been in Dublin and the remaining 25% of adults in EA for longer than 6 months have been outside of Dublin.

**Provision of emergency accommodation is increasingly provided by private, for profit entities**

- The use of Private Emergency Accommodation (PEA), that is privately owned and operated facilities, has been increasingly used to provide EA.
- In total, €2.2bn has been spent by Local Authorities on services for households experiencing homelessness between 2014 and 2023.

**Forms of experience other than being in emergency homeless accommodation show different patterns over the 10-year period**

- As of March 2024, there are approximately 6,000 individuals currently in IPAS accommodation who have been granted leave to remain in Ireland but who have not left IPAS accommodation.
- The number of people sleeping rough in Dublin has remained relatively consistent, peaking at 184 individuals in Winter 2017.
- Since 2016, there has been a decline of nearly 6,700 households that could be classified as experiencing hidden homelessness as captured by the Social Housing Needs Assessments (SHNAs).

# **Section 1**

## **Entries, Exits and Duration, 2014–2023**

**Figure 1: Number of Adults Entering Section 10 Funded Section 10 Funded Emergency Accommodation, 2014–2023**

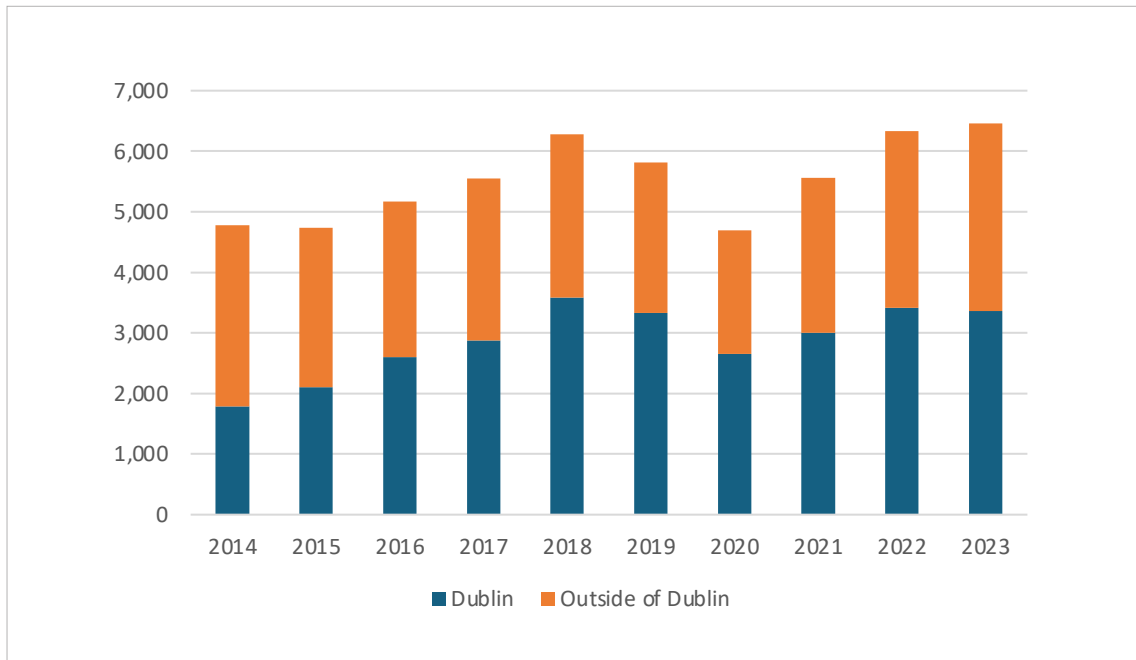


Figure 1 shows that 55,367 adults became homeless and entered<sup>1</sup> EA over the last decade. 28,710 of these adults were in Dublin and 26,657 were Outside of Dublin. While the number of new adults entering EA has increased from just under 5,000 a year to nearly 6,500 a year in 2023, during the same period, the number of adults in EA, as reported in the monthly figures, has increased from just over 2,500 in July 2014 to nearly 9,400 adults in EA in December 2023.

2023 was the year with the highest number of new adults entering EA in the last 10 years, with, 6,462 new adults entering EA. 3,357 new adults, or 52% of all adults, entered EA in Dublin last year and the remaining 48% entered EA outside of Dublin. When data first started being collected on new adult entries to EA in 2014, 4,780 new adults entered EA that year, with nearly two thirds of these new entries being outside of Dublin. In 2017, Dublin started to account for more new entries than outside of Dublin.

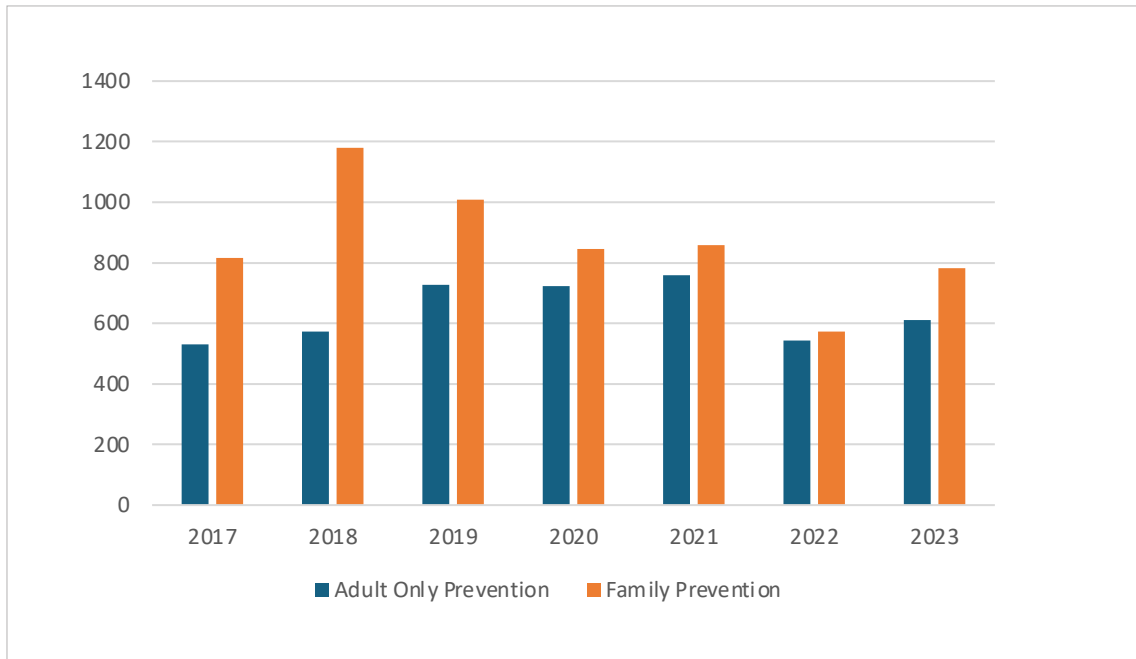
Over the 10 years that this data has been collected, 2020 was the year with the lowest number of new adults entering EA. While the rental protections in place during the Covid-19 in 2020 may have contributed to this decrease, Figure 1 shows that this downward trend had begun the previous year in 2019.

While the overall number of new adults entering EA nationally was slightly higher in 2023 compared to 2022, there was a small decrease in the number of new adults entering EA in Dublin. The number of new adults entering EA in 2018, when 6,276 adults entered EA, was similar to 2022 and 2023. Despite the number of new adults entries to EA being similar in 2018 compared with 2023, the total number of adults in EA as reported by the monthly homeless reports has increased by 50% during the same period.

<sup>1</sup> This data refers to new presentations in the Quarterly Performance Reports. In a small number of cases, some new presentations may be adults who presented in one quarter and who were subsequently provided with housing, but having lost their accommodation, presented again to Local Authorities, and were recorded as new presentation.



**Figure 2: Households Prevented from Entering Section 10 Funded Emergency Accommodation through the Provision of Social Housing Tenancy or Support in Dublin, 2017–2023**



Since 2017, 10,532 households have been prevented from entering EA in Dublin.<sup>2</sup> 6,065 of these households were families prevented from entering EA and 4,467 were adult-only households.

In 2023, 611 adult-only households and 783 families were prevented from entering EA in 2023. Adult-only prevention peaked in 2021 when 759 adult-only households were prevented from entering EA. In contrast, the prevention of families entering EA peaked in 2018. 2022 was the lowest year recorded of total preventions when adult-only and family preventions are combined since data first started being collected in 2017.

<sup>2</sup> Published data on preventions is available in Dublin only from 2017 and the data in Figure 2 does not include tenancies protected by the (DRHE funded) Threshold Tenancy Protection Service or through the rehousing of tenants whose landlords are exiting the Rental Accommodation Scheme or where a purchase has been made under Tenant in Situ Scheme on the grounds of homelessness prevention.

**Figure 3: Households ‘Regarded as Homeless’ by Type in Dublin, 2017–2023**

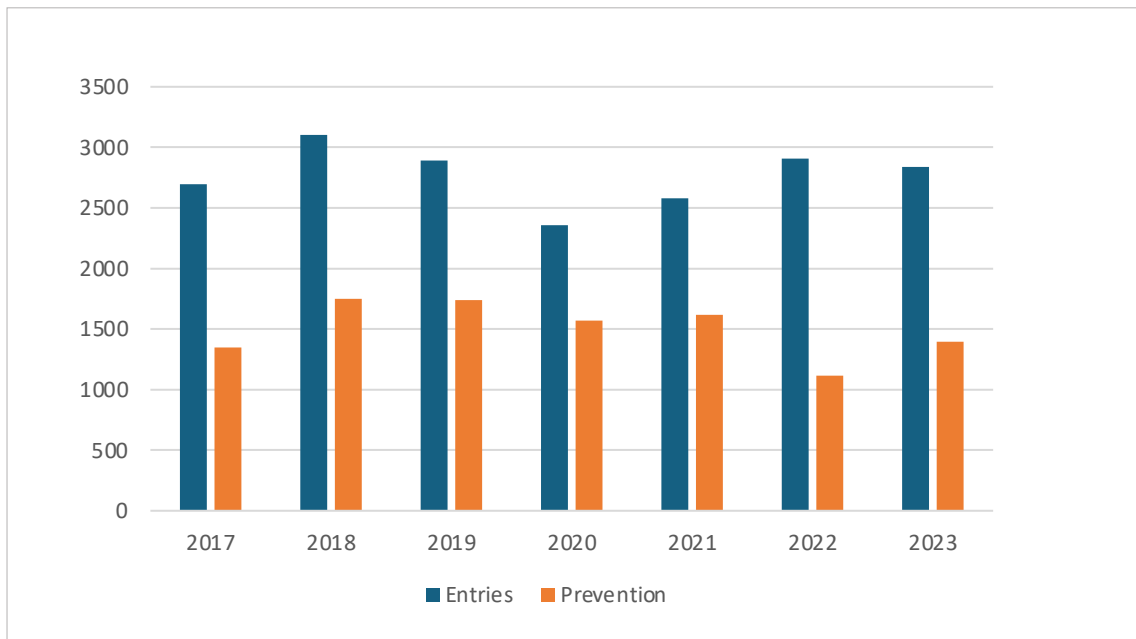


Figure 3 shows that nearly 30,000 households in Dublin were assessed and regarded as homeless by the four Dublin local authorities over the seven years between 2017–2023<sup>3</sup>. The majority of these households (19,368) entered EA while over 10,500 of these households were prevented from entering EA as shown in more detail in Figure 2. This means that over the last seven years, for every three households that were assessed as being homeless by the Dublin Local Authorities, 2 entered EA and 1 was prevented from entering EA. These figures illustrate the volume of applications from households at risk of entering EA that in this case, the Dublin local authorities are responding to on an annual basis.

In 2023, 4,231 households in Dublin were assessed and regarded as homeless, and either entered EA or were prevented from entering EA as shown in Figure 3. The number of household acceptances in Dublin in 2017 was similar to 2023. In 2018 and 2019, both the number of entries and preventions was higher, making the number of households assessed and regarded during these years the highest over the seven year period.

While the overall number of households deemed homeless and either prevented from entering EA or entered EA, has averaged between 327 to 404 per month since 2017, the number of entries to EA and number of preventions both peaked in 2018. The year with the lowest number of entries into EA was 2020 and the year with the lowest number of preventions was 2022.

<sup>3</sup> Section 2 of the Housing Act, 1988 states that: —A person shall be regarded by a housing authority as being homeless for the purposes of this Act if— (a) there is no accommodation available which, in the opinion of the authority, he, together with any other person who normally resides with him or who might reasonably be expected to reside with him, can reasonably occupy or remain in occupation of, or (b) he is living in a hospital, county home, night shelter or other such institution, and is so living because he has no accommodation of the kind referred to in paragraph (a), and he is, in the opinion of the authority, unable to provide accommodation from his own resources.

**Figure 4: Adult Exits from Section 10 Funded Emergency Accommodation to Housing, Exit route, 2014–2023**

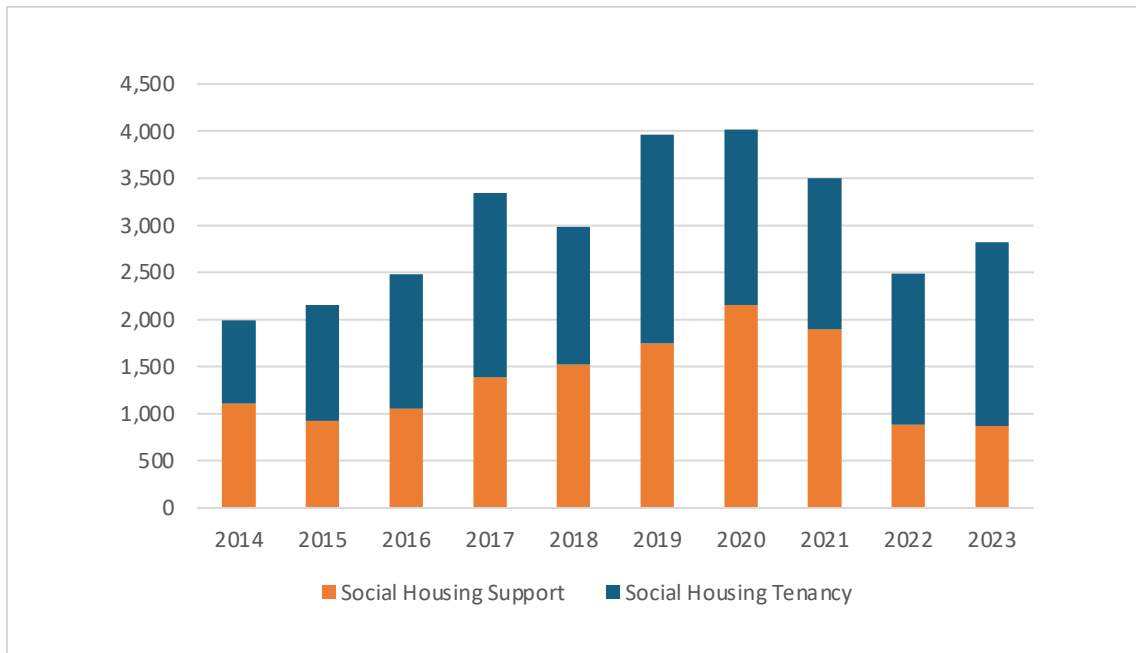


Figure 4 shows that nearly 29,750 adults exited EA to a social housing tenancy (Local Authority or Approved Housing Body tenancies) or to the private rented sector *via* a social housing support payment (primarily the Housing Assistance Payment and in some cases the Rental Accommodation Scheme or Rent Supplement) in the decade between 2014 and 2023—nearly 16,200 to a social housing tenancy and nearly 13,540 via private rental subsidies.<sup>4</sup>

In 2023, 2,820 adults exited from EA, 70% of these were to a social housing tenancy while the remaining 30% of exits were via a social housing support. In Dublin, households in EA, or on the cusp of becoming homeless, can access a special form of Homeless HAP which is double the usual HAP rate for their household type. A social housing tenancy accounted for more exits from EA every year apart from 2020 and 2021 when social housing supports overtook social housing tenancies as the main exit route out of EA.

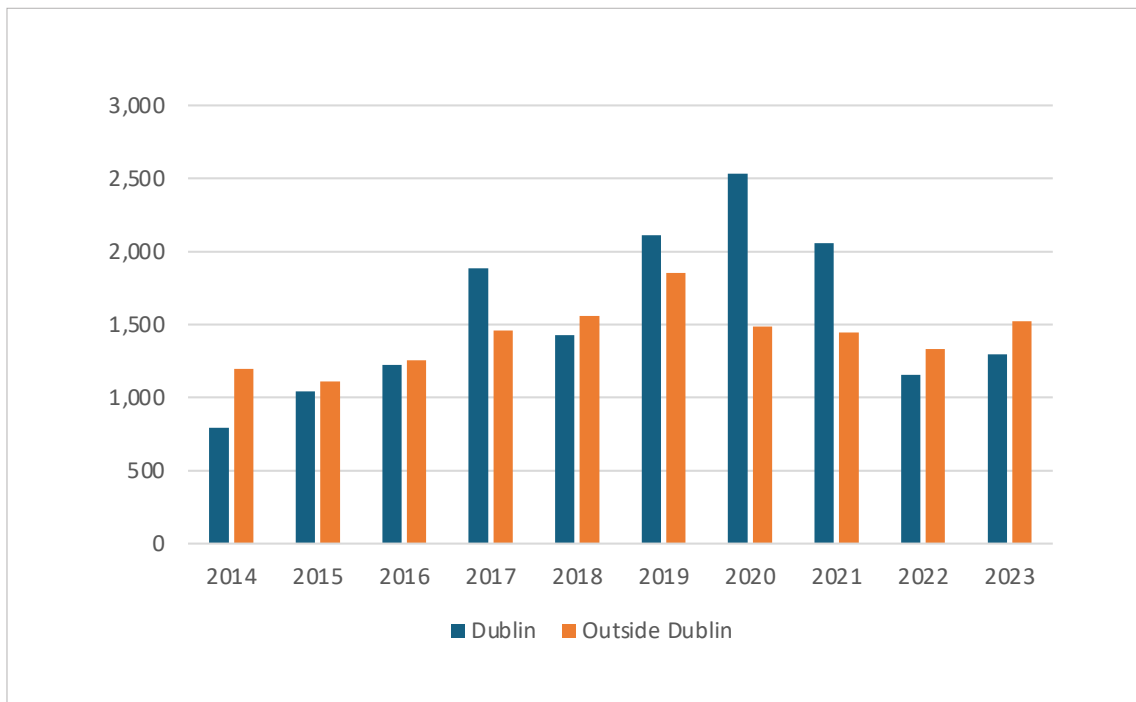
The number of exits from EA fell sharply from a peak in 2020 to one of the lowest years for exits in 2022. In 2022, only 2,485 households exited homelessness which is almost identical to 2016. The sharp drop in exits from 2021 to 2022/3 was exclusively caused by a significant drop in the number of exits *via* social housing supports.

In 2023, the same number of households exited EA to a social housing tenancy (1,952) compared to 2017 (1,958). While the number of exits are almost identical, new build social housing output in Dublin was double the amount in 2023 compared to 2017.<sup>5</sup>

4 Other adults exited to various insecure forms of accommodation or to other institutions such as prison or a hospital, often in a long-standing institutional circuit of repeated episodes of homelessness. For example, in Dublin over the period 2014-2023, there were 6,729 adult ‘other’ exits to a medical or correctional facility, staying with family or friends or relocation to another country.

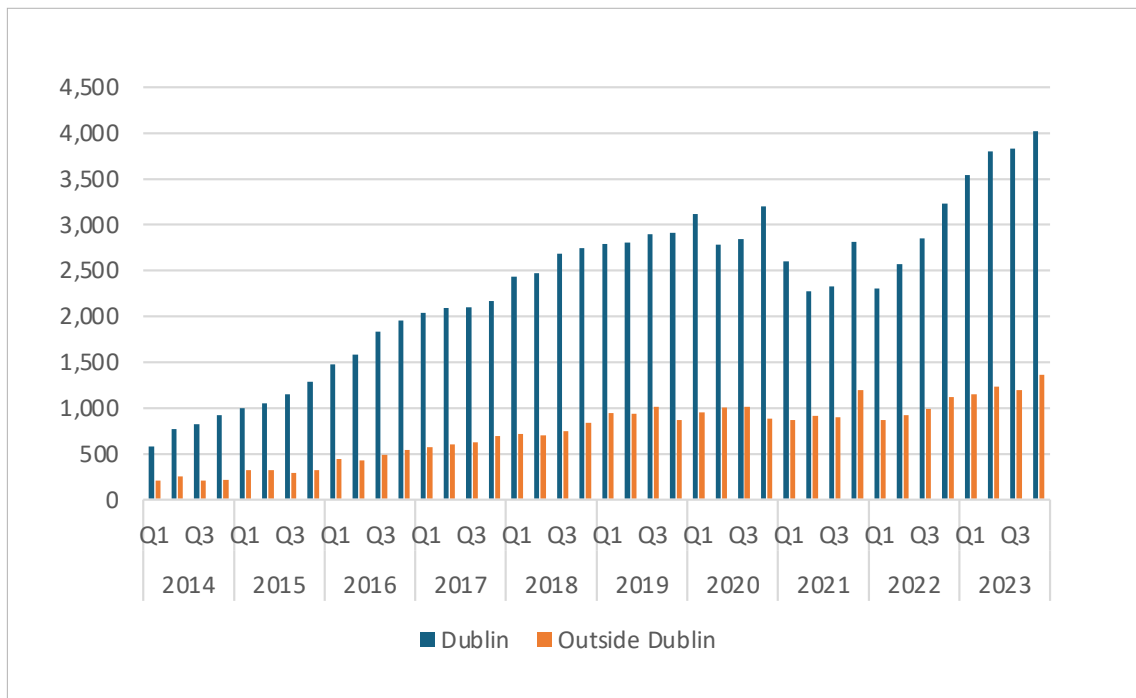
5 In 2017, 1,119 new build social homes was delivered in the four Dublin LA areas. In 2023, 2,451 new build social homes were delivered in the 4 Dublin LAs. [Overall social and affordable housing provision- Local Authority Build](#)

**Figure 5: Adult Exits from Section 10 Funded Emergency Accommodation to Housing, Dublin and Outside Dublin, 2014–2023**



As shown in Figure 5, the total number of adult exits both in and outside of Dublin over the last decade is similar despite some annual differences (most notably 2020 and 2021). Just over 15,500 adults exited EA in Dublin and over 14,200 were outside of Dublin. There has been considerably more variation in the number of adult exits from EA in Dublin compared to Outside of Dublin. In Dublin, the number of exits from EA peaked in 2020 when 2,531 adults exited EA but by 2023 this dropped by nearly 50% to 1,296. Over the same period (2020-2023), exits Outside of Dublin have been much more consistent than in Dublin, although there was a slight dip in exits in 2022.

**Figure 6: Number of Adults in Section 10 Funded Emergency Accommodation for Six Months+, Q1 2014–Q4 2023**



Based on the point-in-time monthly reports, an average of 70% of adults in EA are in the Dublin. However, as shown in Figure 1, the flow data shows that an the number of new adults entering EA in Dublin has only been slightly greater than outside of Dublin over the last decade.

The reason why the ‘point in time’ monthly homeless figure shows that 70% of all adults in EA are in Dublin is that they are more likely to get ‘stuck’ in EA in Dublin and spend longer periods of time in EA than adults in EA outside of Dublin as demonstrated in Figure 6.

In Q4 2023, 4,020 adults had been in EA for more than 6 months in Dublin, compared to 1,363 outside of Dublin, as shown in Figure 6. The numbers in EA for more than six months in Dublin increased from just over 580 at the beginning of 2014, peaking in Q4 2020 before falling again until Q1 2022 when it started increasing again. Since Q1 2014, the number of adults in EA for longer than 6 months has increased by 579%.

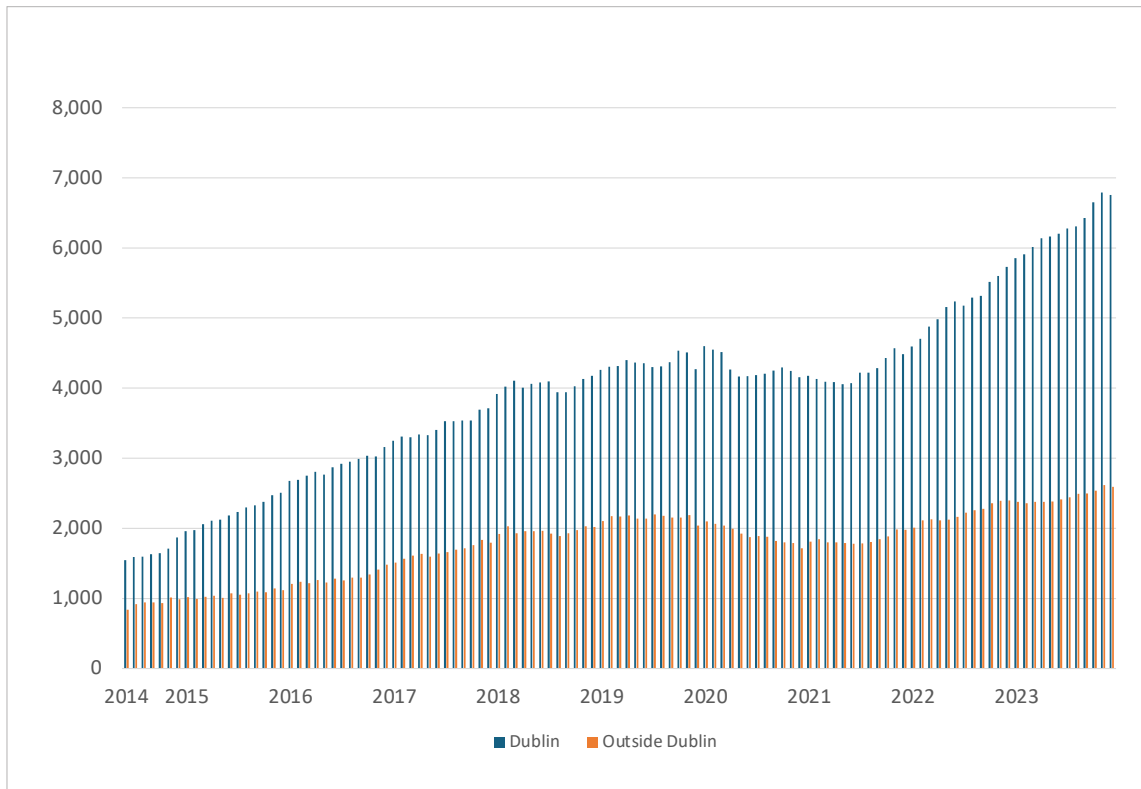
More detailed data on families is available from 2022 confirms this trend, where 21.3% of families in Dublin were in EA for 24 months+ compared to 8.4% outside Dublin. For adult-only households in Dublin, 17.1% were in EA for 24 months+ compared to 9.6% outside Dublin.

Over the last decade, approx. 75% of adults in EA for longer than 6 months have been in Dublin and the remaining 25% of adults in EA for longer than 6 months have been outside of Dublin.

# **Section 2**

## **Number in Emergency Accommodation at a Point-in-Time**

**Figure 7: All Adults in Section 10 Funded Emergency Accommodation, June 2014–December 2023**



As shown in Figure 7, as of December 2023 there were 9,347 adults in EA in Ireland. This is an increase of 59% since the last ‘Significant Developments’ Focus on Homelessness report was published in June 2021, and an increase of 292% since June 2014 when there were 2,385 adults in EA.

Over the last 10 years, the number of adults in EA in Dublin has increased more than Outside Dublin. In 2014, 64% of adults in EA were in Dublin and this has increased to 72% of all adults at the end of 2023.

While the number of adults in EA has increased significantly over the last decade, there have been periods of plateau and decrease during this period. Both in Dublin and Outside Dublin, the number of adults in EA was quite stable with minor monthly fluctuations for approx. a year before decreasing steadily throughout 2020 before plateauing again for most of 2021. From the start of 2022, the number of adults in EA both in and outside Dublin reached records levels nearly every month for the last two years.

**Figure 8: Households in Section 10 Funded Emergency Accommodation, June 2014–December 2023**

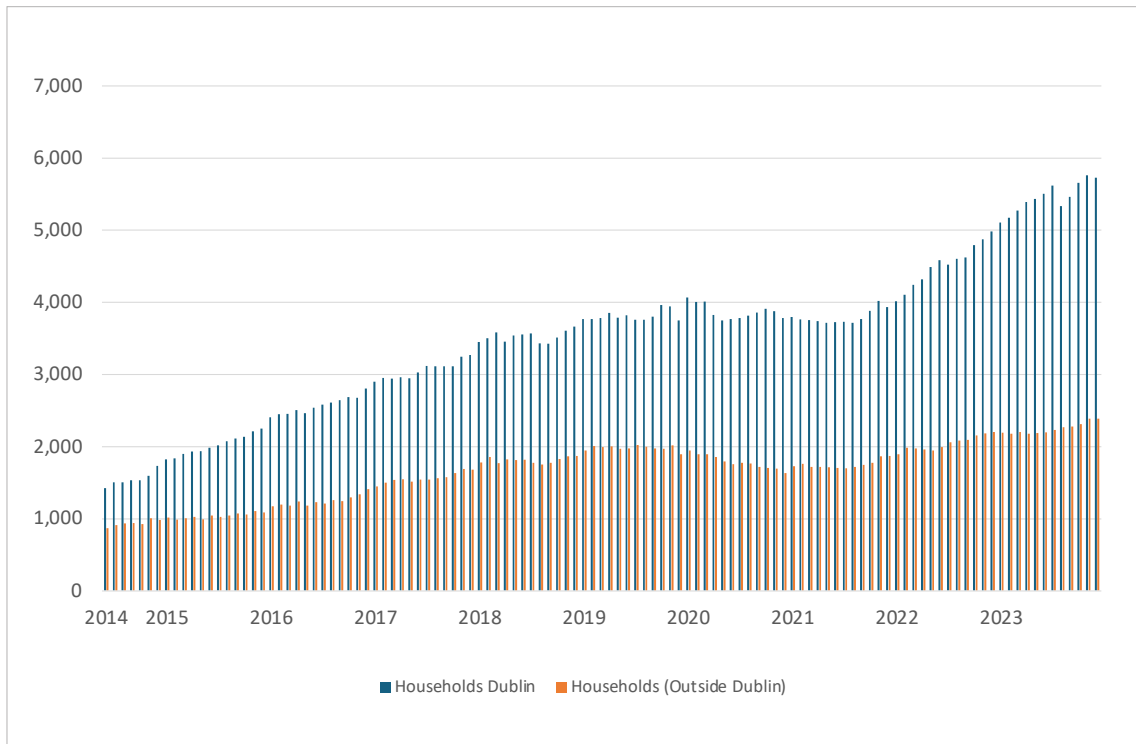
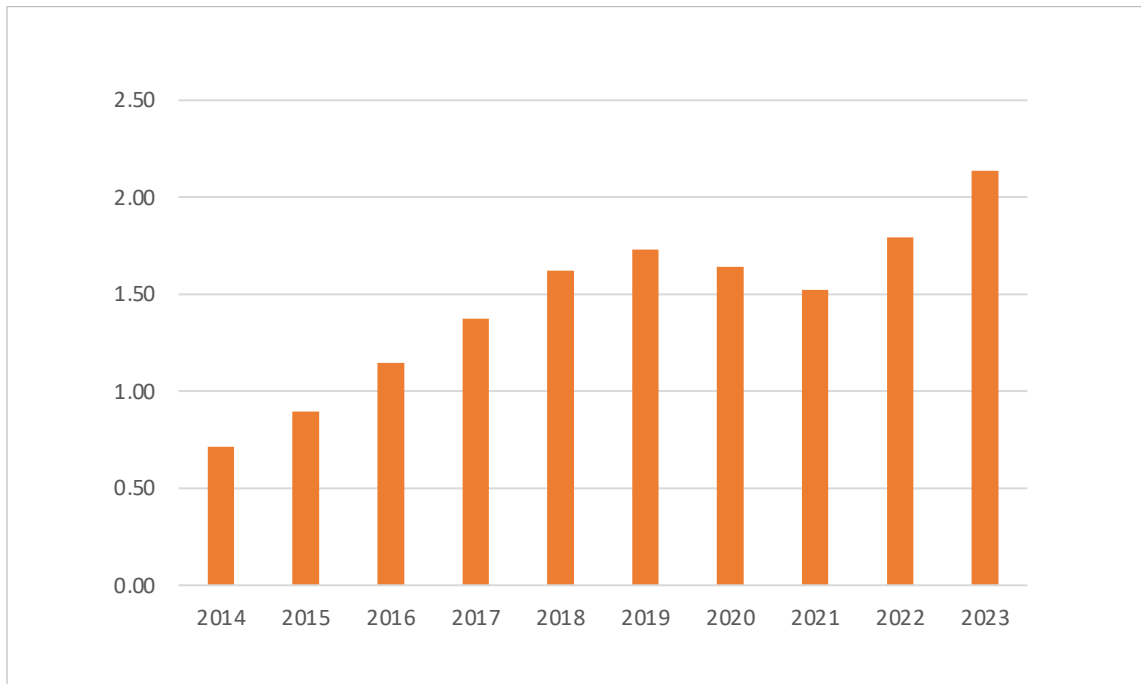


Figure 8 shows the number of *households* rather than unique adults in EA. Presenting the scale of homelessness in terms of the number of households in EA shifts the focus towards solving homelessness, by giving an indication of the number of homes needed to meet the needs of those currently in EA. There were 2,300 households in EA when the data series started in 2014. This number rose steadily until January 2020, then decreased slightly and plateaued until starting to rise rapidly again from Autumn 2021. As of December 2023, there were just over 8,110 households in EA in Ireland, an increase of over 250% from June 2014.



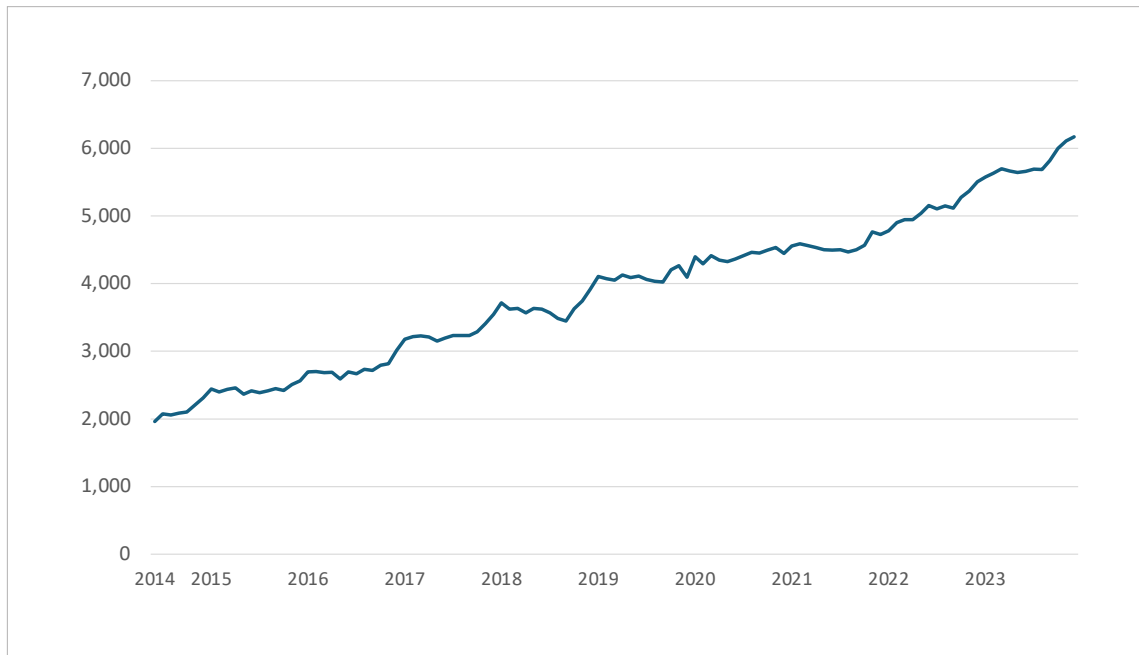
**Figure 9: Number of Adults in Section 10 Funded Emergency Accommodation Per 1,000 Population over 18, 2014–2023**



When we turn to look at the *rate* of adults in EA based on the point-in-time measure, we can see in Figure 9 that the rate per 1,000 population aged over 18 increased from 0.71 in 2014 to 1.74 in 2019, and dropped slightly in 2020 and 2021, before increasing to a rate of 2.14 in 2023.

Rates of homelessness are important because they take into account population change and demographic shifts, and, as Figure 9 demonstrates, the overall increase in the number of adults in EA at a point-in-time between 2014 and 2023 was not simply due to population changes.

**Figure 10: Adult-only Households in Section 10 Funded Emergency Accommodation, June 2014–December 2023**



As shown in Figure 10, as of December 2023 there were 6,171 *adult-only* or ‘single’ person households in EA in Ireland. The number of adult-only households in EA has tripled since 2014. There were 1,962 adult-only households in EA in June 2014 compared to 6,171 in December 2023. This increase occurred primarily in Dublin which now accounts for 70% of all homeless adult-only households.<sup>6</sup> There was no increase in homelessness adult-only households outside of Dublin between 2018 and 2022, but this overall figure masks decreases in some regions and increases in others as explored in previous reports.<sup>7</sup>

Adult- Only Households now make up the majority of homeless households. As of December 2023, adult-only households account for 76% of all households in EA, one parent with children make up 13% of all households in EA and couples with children make up 10.5%.

<sup>6</sup> During 2023, there was an error in how the number of people accessing EA was recorded over a period of several months which resulted in a cumulative overcount of adult-only homelessness in Dublin of 308 individuals. The correction of this error saw the official number of people homeless decrease by 156 in August. See <https://www.homelessdublin.ie/our-work/news/report-on-errors-in-data-on-homeless-emergency-accommodation>

<sup>7</sup> All Focus on Homelessness reports can be found at: [www.focusireland.ie/focus-on-homelessness/](http://www.focusireland.ie/focus-on-homelessness/)

**Figure 11: Adult-only Households in Section 10 Funded Emergency Accommodation by Gender, 2014–2023**

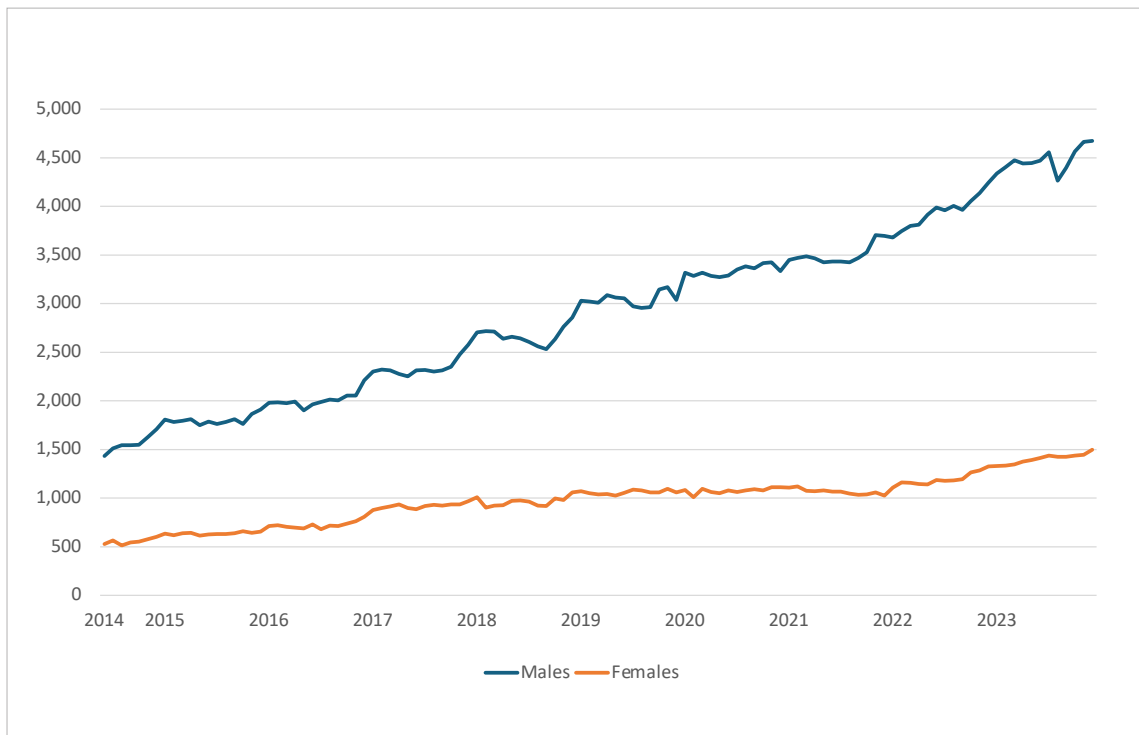
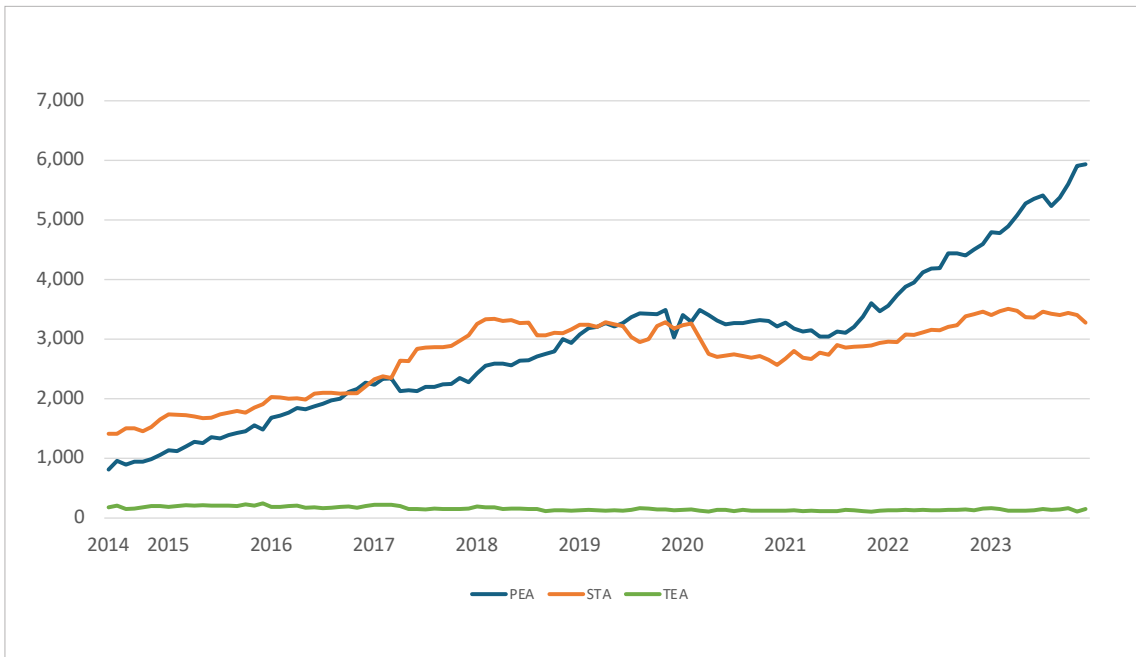


Figure 11 shows that the rise in adult-only households in EA has been predominantly male, with 4,673 males in EA in December 2023 compared to 1,498 females. The increase in the number of adult-only households in EA in 2020 and 2021 is mainly due to an increase in the number of males in EA while the number of females in EA had plateaued between 2019 and 2021.

Three-quarters of those in adult-only homeless households are now men. While the total number of males in EA has been consistently higher than the number of females, in the last three years, the number of female adult-only households in EA has risen at a faster rate compared to male households.

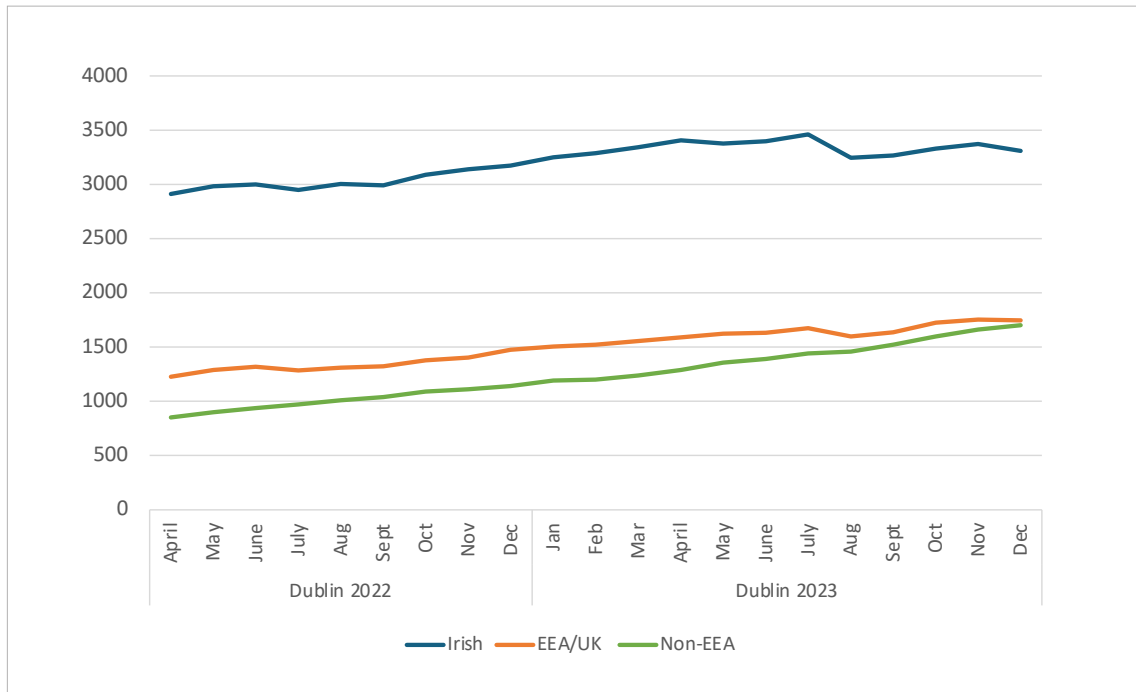
**Figure 12: Accommodation Type for Adults in Section 10 Funded Emergency Accommodation, 2014–2023**



There are three types of EA reported in the monthly reports. Private Emergency Accommodation (PEA) includes hotels, B&Bs and other residential facilities that are privately owned and are being used on an emergency basis. Supported Temporary Accommodation (STA) is emergency accommodation, primarily congregate shelters and Family Hubs, with onsite professional support, and operated by Non-Government Organisations (NGOs) funded or partially funded by Section 10 funding via the local authority. Temporary Emergency Accommodation (TEA) is the smallest category and includes EA with no (or minimal) supports, TEAs are operated both by NGOs and private operators.

As shown in Figure 12, the number of adults accommodated in TEA has been low and stable for the last decade. When data on homelessness first started to be published in 2014, most adults were provided EA in STAs but from the middle of 2019, this trend began to change and a similar number began to be accommodated in STA and PEA. From early 2020, the number of adults in STA began to fall which is likely related to the decrease in the number of families homeless during this year. While the use of STA has increased slightly in the last two years, it has merely returned to 2018 levels. On the other hand, the use of PEA, has been increasingly used to provide EA for adults and is now by far the most used form of EA. The number of people in PEA in Ireland is over six times higher in 2023 than in 2014 (an increase of 629%).

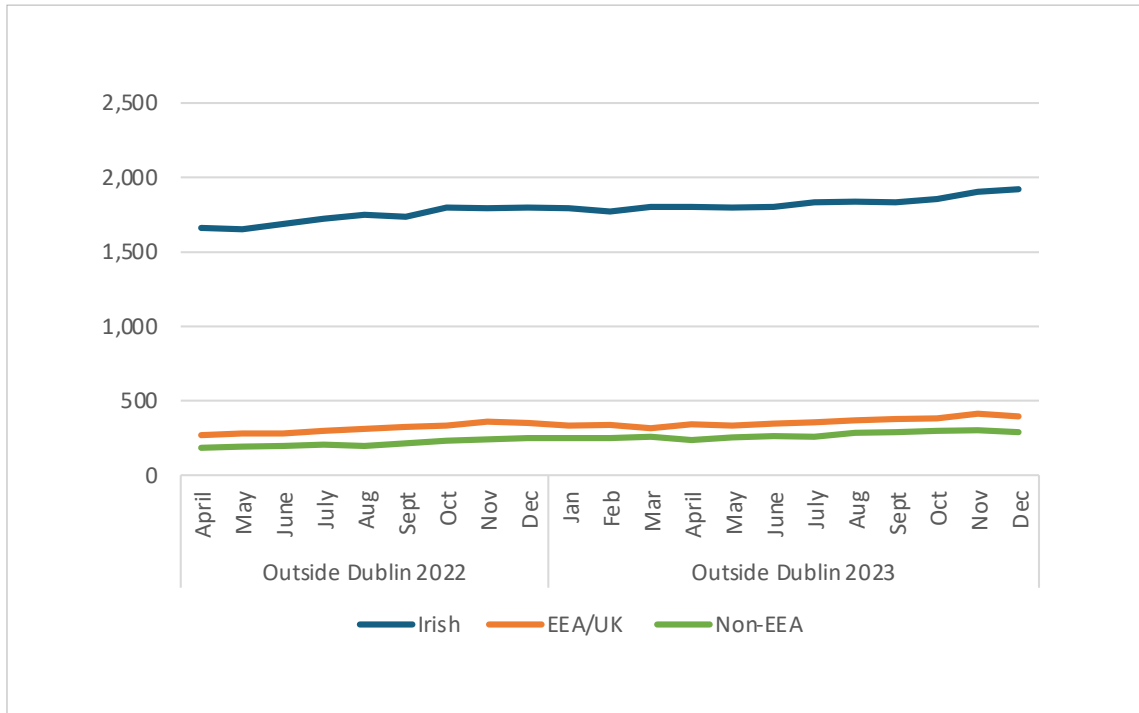
**Figure 13: Adults in Section 10 Funded Emergency Accommodation in Dublin by Citizenship, April 2022–December 2023**



Since April 2022, the citizenship of adults in EA has been reported in the monthly homeless figures. As shown in Figure 13, the majority of adults in Dublin hold Irish citizenship although in the last 6 months there has been a slight downward trend in the number of adults in EA that hold Irish citizenship. At the same time, there has been an increase in the number of adults with non-EEA citizenship as a percentage total of all adults in EA in Dublin. These adults are made up of both adults in homeless families and adult-only households. As the number of adults with Irish citizenship has decreased slightly, the number of adults with non-EEA citizenship has increased from 17% of all adults in EA in Dublin in April 2022 to 25% of all adults in EA in Dublin in December 2023. The number of adults that hold EEA/UK citizenship has remained the same as a percentage of all adults in EA over this period.

It is important to stress that citizenship does not equate to time spent living in Ireland. Many individuals have lived in Ireland under various long-term residency arrangements before presenting to homeless services or entering EA.

**Figure 14: Adults in Section 10 Funded Emergency Accommodation Outside Dublin by Citizenship , April 2022–December 2023**



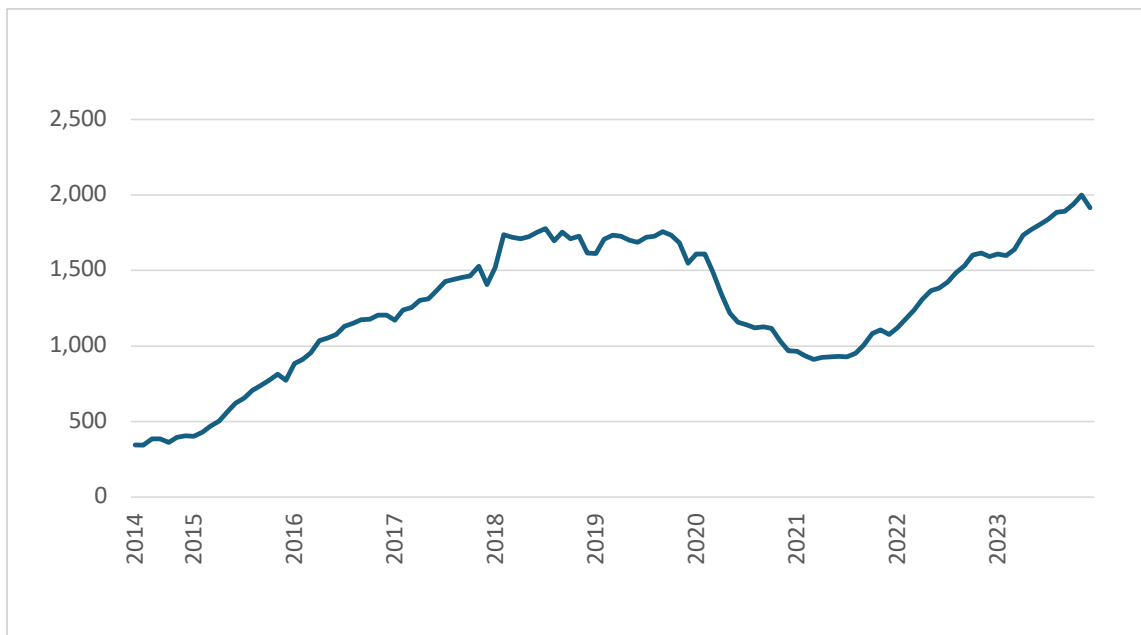
Irish citizens make up a greater percentage of adults in EA Outside Dublin compared to Dublin as shown in Figure 14, with adults holding Irish citizenship making up 74% of all adults in EA Outside Dublin in December 2023. This has fallen slightly from 79% in April 2022.

In December 2023, 11% of adults in EA Outside of Dublin hold non-EEA citizenship compared to 25% of adults in EA in Dublin. Adults with EEA/UK citizenship is more similar with 15% of adults Outside Dublin with these citizenships compared to 17% in Dublin.

# **Section 3**

## **Families and Children in Emergency Accommodation, 2014-2023**

**Figure 15: Number of Families in Section 10 Funded Emergency Accommodation, June 2014–December 2023**



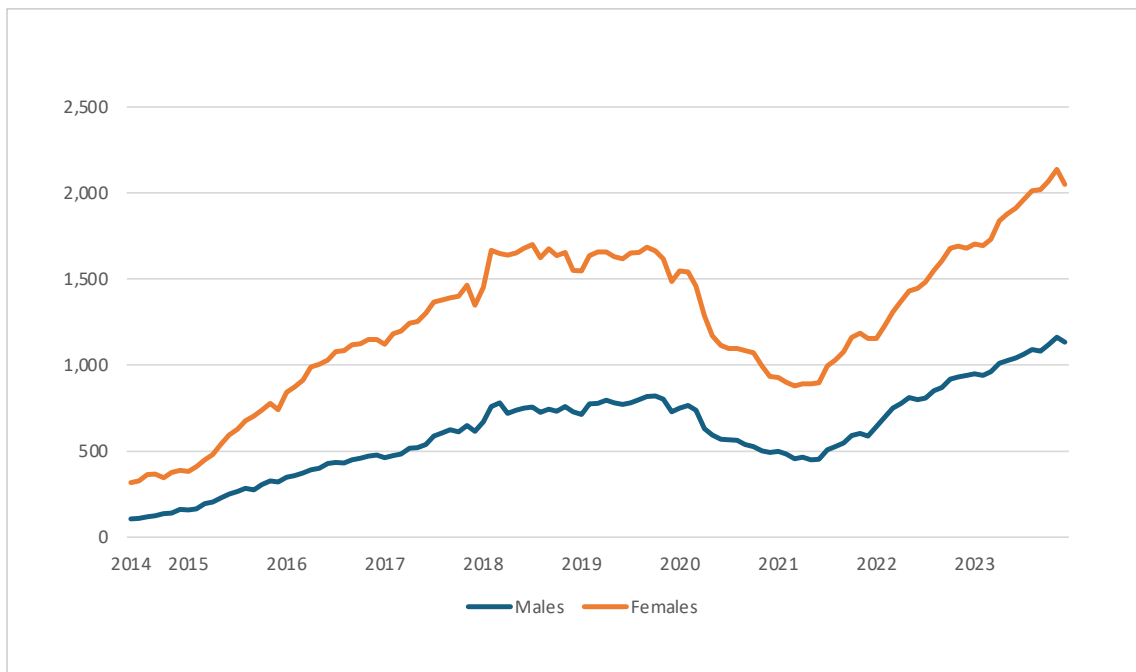
Unlike adult-only homelessness, there has been considerable fluctuations in the number of families in EA but overall there has been an increase of over 480% in the number of families in EA over the last decade as shown in Figure 15.

In July 2014, there were 344 families in EA nationally, rising to a record of 2,000 in November 2023. The number of families in EA rose sharply from 2014 to early 2018 before plateauing throughout 2018 and 2019. In late 2019 and early 2020, the number of families in EA began to decline before a very sharp decline in family homelessness in 2020 and 2021. From February 2020, family homelessness fell by 48% on a national level, with 925 families in EA by April 2021. The sharp decline over this period has been attributed to rental protection measures and increased exits from EA during the Covid-19 public health emergency.

Since August 2021, the number of families in EA has increased consistently and by December 2023, there were 1,916 families in EA nationwide meaning that family homelessness doubled in just over 2 years.



**Figure 16: Number of Adults in Families in Section 10 Funded Emergency Accommodation by Gender, June 2014–December 2023**



As shown in Figure 16, there has always been a greater number of female adults than male adults in homeless families. This is largely attributed to there being a much higher concentration of one-parent families in EA compared to the general population and it is estimated that 93% of one-parent households are female headed. A decade ago, 75% of adults in families in EA were female and by December 2023 64% of adults in homeless families were female.

However, based on the current data, it is impossible to say whether there has been a significant change to the gender breakdown of one-parent families. In July 2022, significant changes were made to the PASS data recording system. These changes included recategorising adult children in homeless families as adults rather than as dependents. This change means that we can no longer assume that all adults in EA are parents, instead these adults are likely a mix of parents and adult children.

**Figure 17: Number of Child Dependents in Section 10 Funded Emergency Accommodation, June 2014–December 2023**

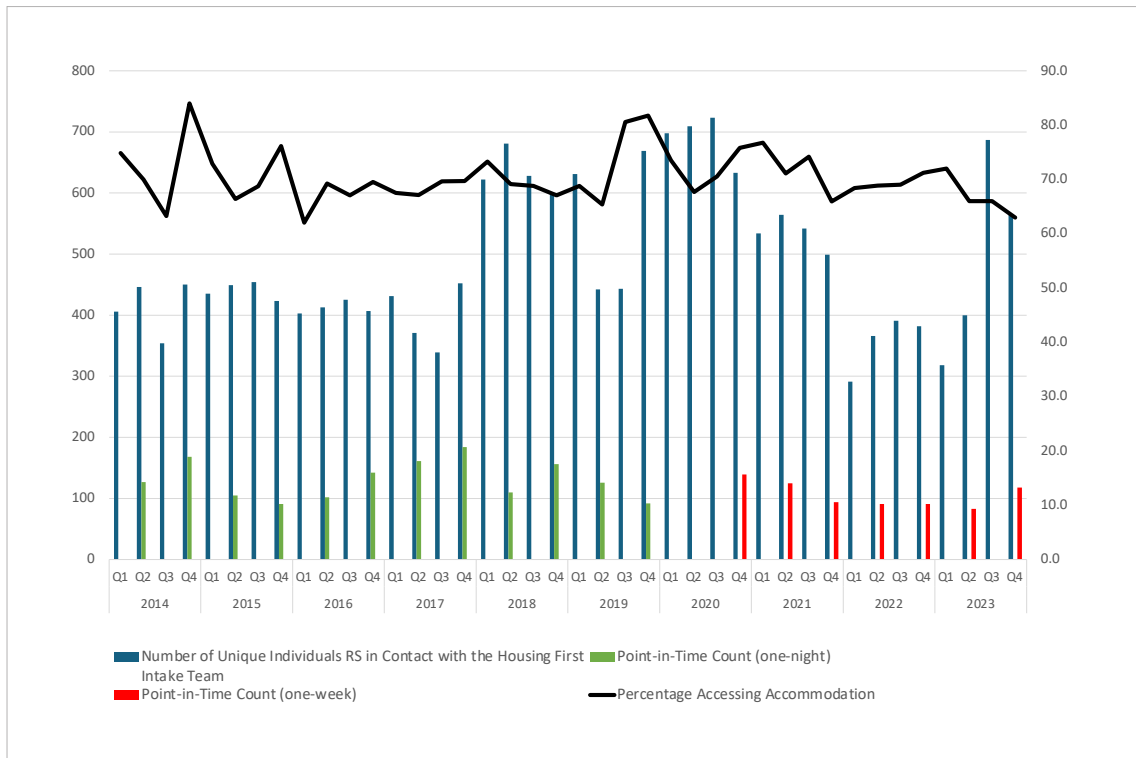


In July 2014, there were 749 children in EA in Ireland. Not surprisingly the number of children in EA broadly mirrors the number of families in EA as shown in Figure 15. In December 2023 there were 4,105 children in EA, an increase of nearly 450% since June 2014. Furthermore, the number of children in EA has nearly doubled since July 2021 when child homelessness fell to a 5 year low.

# **Section 4**

## **Unsheltered Homelessness and Housing First**

**Figure 18: Unsheltered Homelessness in Dublin, Q1 2014–Q4 2023**

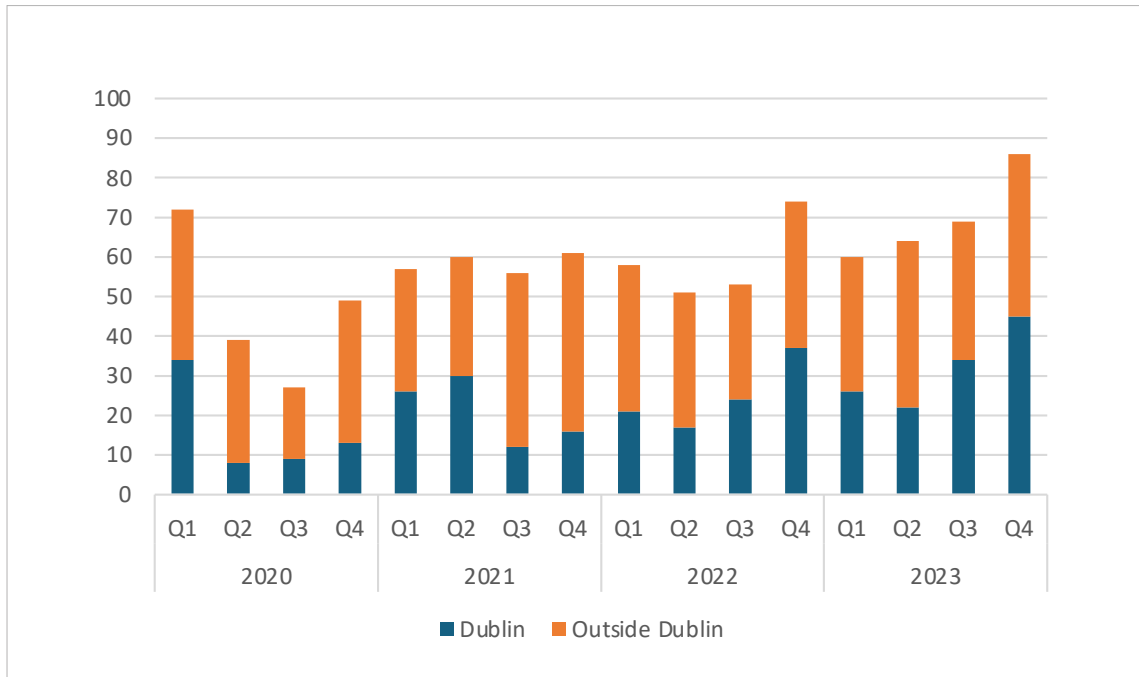


In Dublin, a point in time count of unsheltered individuals has taken place every Spring and Winter since 2007.<sup>8</sup> Over the ten-year period covered by this review, a minimum of 168 individuals were captured in the point-in-time count in Winter 2014, and in Winter 2023, a minimum of 118 individuals were identified as unsheltered during the point-in-time count. The point-in-time count moved from a one night point-in-time count to a week-long point-in-time count in the Winter count of 2020. The highest number of unsheltered individuals identified during the point-in-time count over the past decade was in Winter 2017, when 184 individuals were identified.

The number of unsheltered individuals at a point-in-time is significantly lower than the number of unique individuals identified as unsheltered by the Housing First Intake team in any given quarter. For example, in Q4 2023, 564 unique unsheltered individuals were in contact with the Dublin Housing First Intake Team, with 118 unsheltered individuals identified during the Winter 2023 point-in-time count. On average 70 percent of those unsheltered individuals in contact with the Housing First Intake Team over a quarter were also accessing EA over the period 2014-2023.

8 Regular point-in-time counts of unsheltered individuals are only conducted in Dublin.

**Figure 19: Number of Housing First Tenancies created, Q1 2020–Q4 2023**



The Housing First programme was established in Dublin in 2011 and was expanded nationwide in 2017/2018 with the Housing First National Implementation Plan 2018-2021 identifying 737 adults who could be targeted for Housing First. The second Housing First Implementation Plan covers the period 2022-2026, with the target of 1,319 new tenancies to be created during this 5 year period.

At the end of 2023, there were 979 individuals nationwide in a Housing First tenancy. Of these, 519 individuals had a tenancy in Dublin and the remaining 460 were Outside Dublin.

As shown in Figure 19, 374 new HF tenancies have been created in Dublin in the last 4 years and Outside Dublin 562 tenancies have been created. In Dublin, 64 Housing First tenancies were created in 2020 and this has increased to 127 tenancies in 2023. Outside Dublin, new HF tenancies creation has been more consistent year on year since 2020, 123 new HF tenancies were created in 2020 and this increased to 152 in 2023.

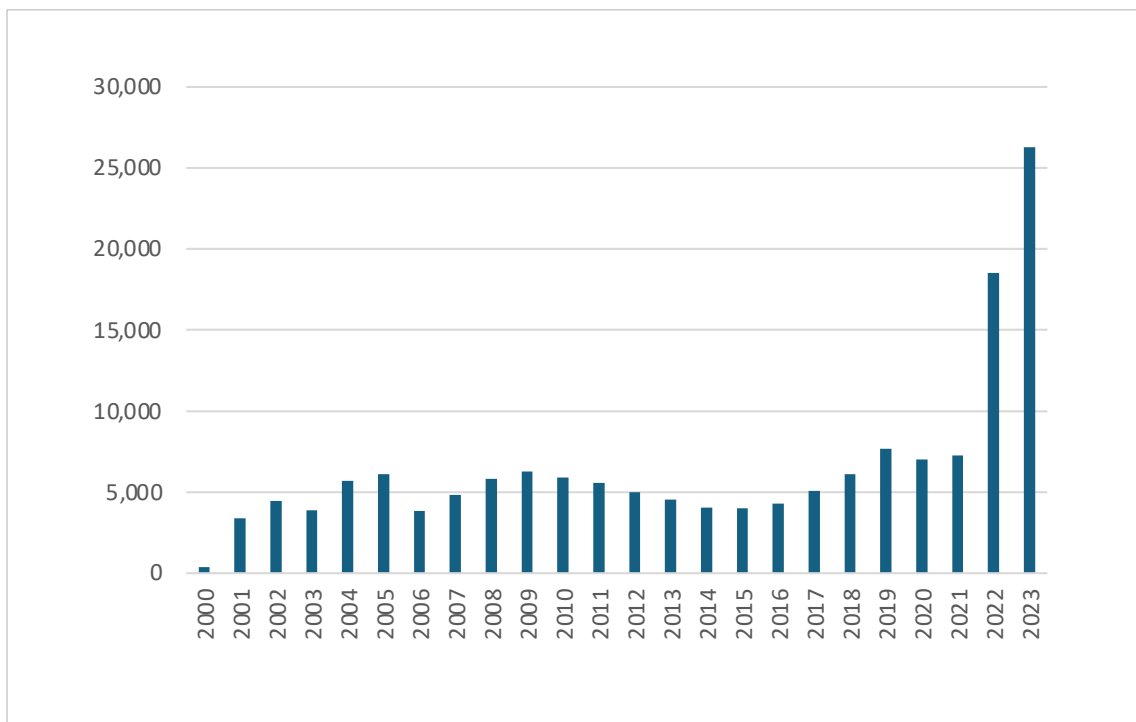
# Section 5

## Housing Precarity

As noted in the introduction, the number of individuals and households recorded and reported on as ‘homeless’ in the Monthly Reports and Quarterly Performance Reports only records those in State-funded EA. Households in situations of residential precarity, sometime referred to as ‘hidden homelessness’ are therefore not captured in these reports, but estimates of the number of households in precarious housing situations are available from two key sources.

First, the number of individual seeking international protection by the Irish State has been increasing every year since 2015, however, in the last two years the number of individuals seeking international protection has increased considerably.

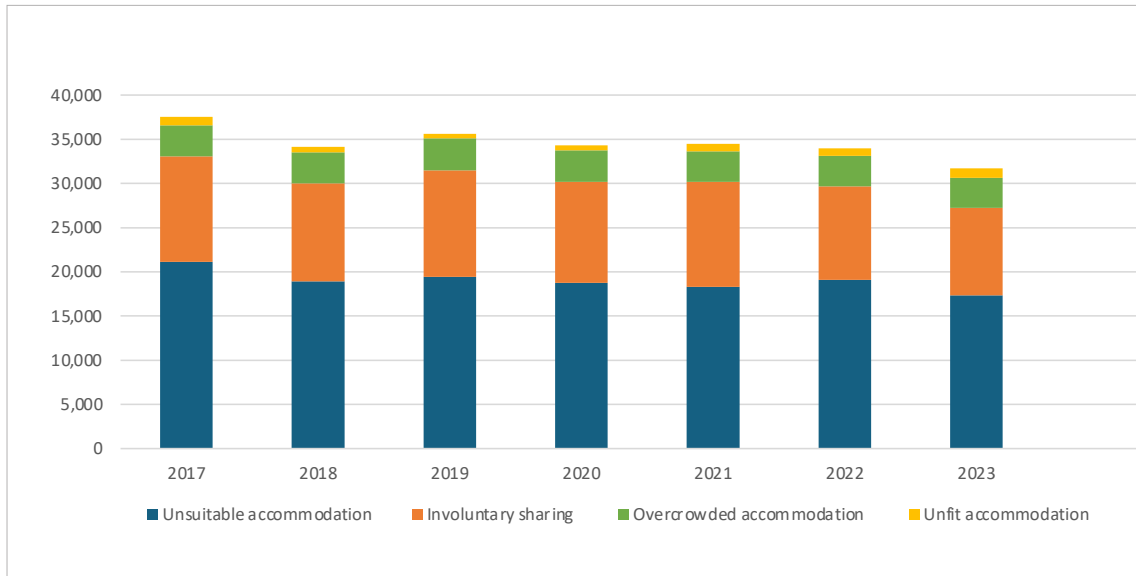
**Figure 20: Number of individuals residing in IPAS accommodation, December 2000–December 2023**



In December 2023, over 26,000 individuals were residing in International Protection (IPAS) accommodation compared to over 7,000 in December 2021. While it is not known how many of these individuals may be granted permission to remain in the State, as of March 2024, there are approximately 6,000 individuals currently in IPAS accommodation who have been granted leave to remain in Ireland but who remain in IPAS accommodation.<sup>9</sup>

9 Direct Provision System, Dáil Éireann Debate, Wednesday - 20 March 2024

**Figure 21: ‘Hidden Homelessness’ Social Housing Needs Assessments – Households in Unsuitable, Overcrowded, Unfit Accommodation or Involuntarily Sharing Accommodation, 2016–2023**



Second, each Local Authority conducts a Social Housing Needs Assessment (SHNA) in their area every year which captures households who are not currently categorised as homeless but who are experiencing housing exclusion, as defined under ETHOS – the European Typology of Homelessness and Housing Exclusion.

Since 2016, overall there has been a decline of nearly 6,700 households that could be classified as experiencing hidden homelessness (households in unsuitable, overcrowded or unfit accommodation, and involuntarily sharing) as captured by the SHNA. The sharpest decline took place between 2016 to 2018, there was a decline of 4,256 households on the SHNA that could be classified as experiencing hidden homelessness.

From 2017 to 2022, the number of households experiencing hidden homeless on the SHNA did not change significantly and in 2023, there was a decline of 2,281 in the SHNA. These decreases since 2016 largely mirror the fall in the total number of households as recorded by the SHNA.

While the total number of households experiencing hidden homelessness declined as recorded by the SHNA, the number of households recorded to be in overcrowded accommodation has only decreased very slightly by 87 households. In comparison, those in unfit accommodation fell by 1,064 households.

Furthermore, SNHA 2023 recorded 1,261 households residing in Direct Provision.<sup>10</sup>

10 Social Housing Needs Assessments, 2023, p.28.



# Section 6

## Expenditure

**Figure 22: Expenditure on Services for Households Experiencing Homelessness by Local Authorities Dublin / Outside Dublin, 2009–2024**

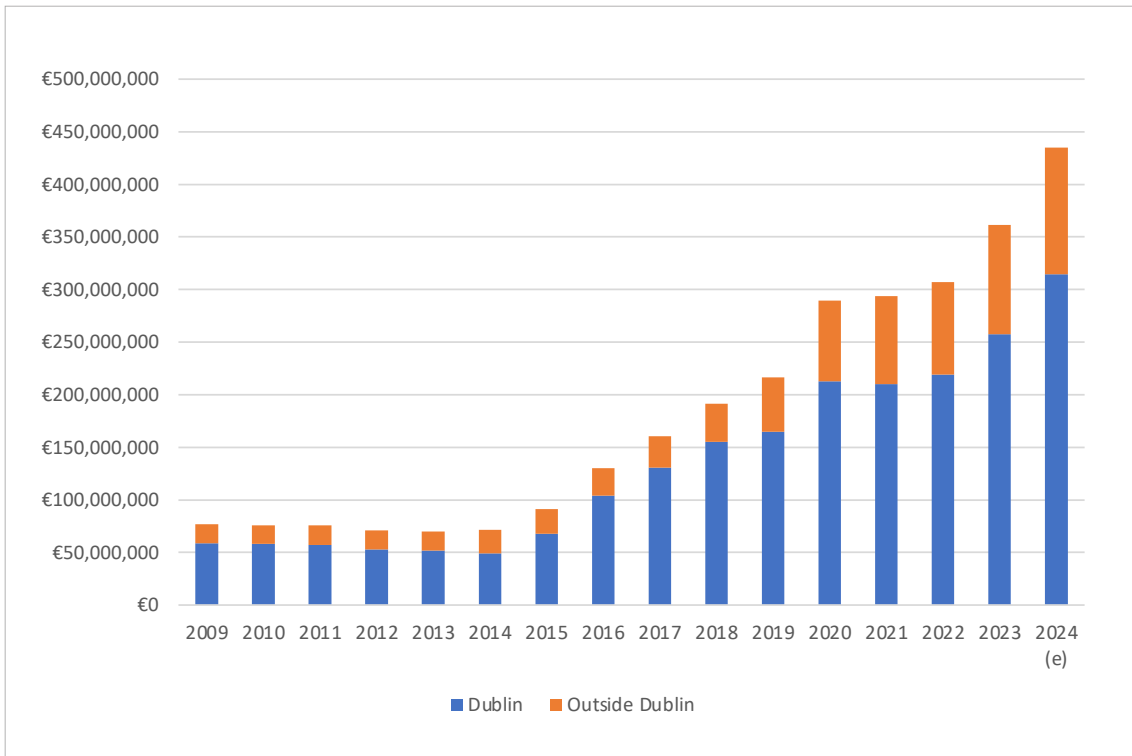


Figure 22 shows the total expenditure on services for households experiencing homelessness by Local Authorities from all sources between 2009<sup>11</sup> and 2024 (estimated). From 2009 to 2014, average annual expenditure was €73.5m, but increased significantly from 2015 onwards, with just over €434.7m expected to be spent by Local Authorities in 2024.<sup>12</sup> In total, over €2.48bn has been spent by Local Authorities on services for households experiencing homelessness between 2009-2023, with €2.2bn expended over the period between 2014 and 2023, when the number of households in EA in Ireland increased from 2,419 in July 2014 to 7,832 by July 2023 - an increase of 224%. Just over three-quarters of all spending on homeless services was by the four Dublin local authorities, which is expected given that 72% of all adults experiencing homelessness were in Dublin in December 2023.

11 2009 was the first year that a category Administration of Homeless Service was included in the Local Authority Annual Revenue Budgets.

12 Estimated expenditure is calculated based on what Local Authorities estimate will be spent in 2024.

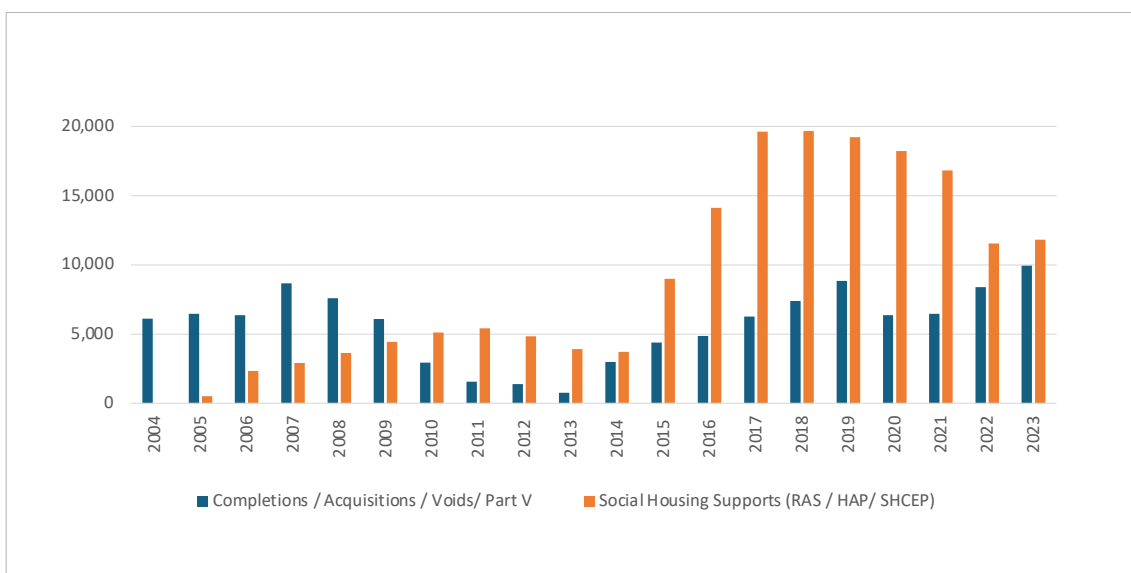
# **Section 7**

## **Social and Private Rented Housing Provision**

While the provision of social housing fulfils a range of other objectives in addition to responding to homelessness, access to social housing, including social housing supports, is such an important factor in both preventing and providing a solution to homelessness that it is relevant to include data on social housing provision and on private rental housing here.

It is also worth noting that there is a dedicated housing subsidy for households at risk of, or experiencing homelessness, the Homeless Housing Assistance Payment (HHAP), which provides discretion to exceed the Housing Assistance Payment rent limits. Between Q1 2016 and Q4 2023, approximately 24,000 Homeless HAP tenancies were set up across all LAs.<sup>13</sup>

**Figure 23: Total Social Housing Output, 2004–2023**



Government data for Social Housing Provision includes capital expenditure on building, buying and renovating social housing as well as current expenditure on leasing, and the rent subsidy schemes, Housing Assistance Payment (HAP) and the Rental Accommodation Scheme (RAS).

As shown in Figure 23, even as the provision of social housing by building, buying and renovation began to increase from 2015, social housing supports continue to outperform direct provision of social housing every year since.

In 2022 and 2023, the number of social homes provided via leasing and rent subsidies fell significantly and the number of social homes provided via capital expenditure increased following 2020 and 2021 when the number of new build social homes declined.

13 [HAP Performance Indicators– 2022 \(2024\)](#)

**Figure 24: Core Capital and Current Expenditure on ‘Social Housing’ 2005–2024**

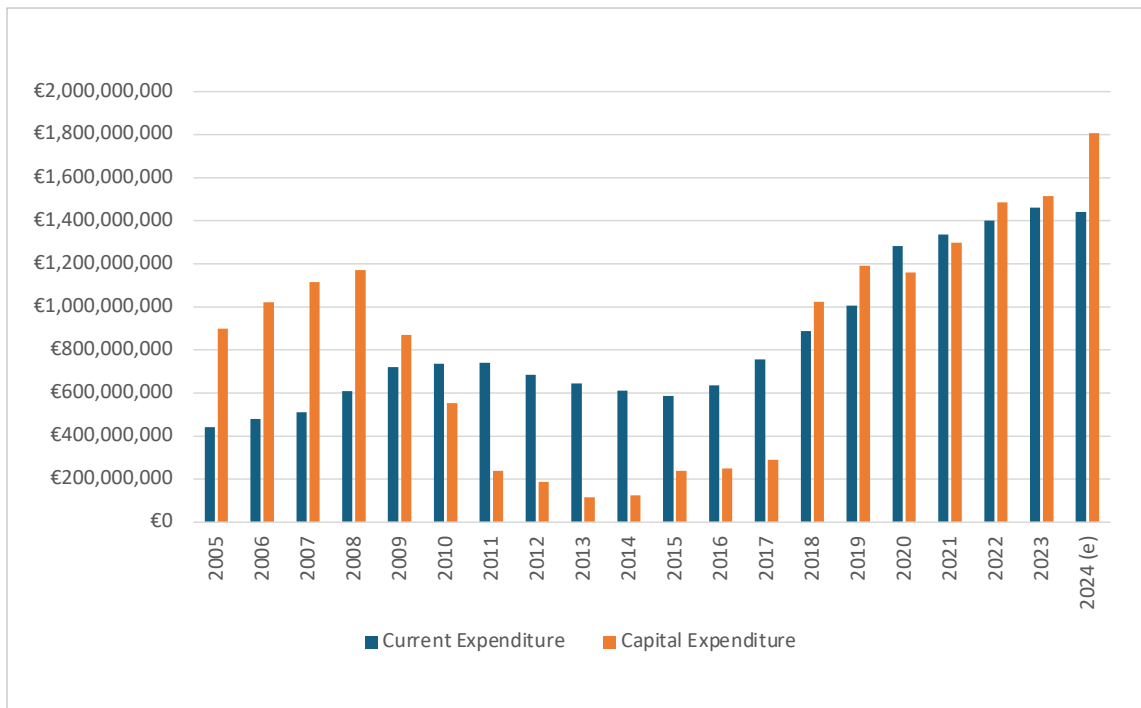


Figure 24 examines the changes to current and capital expenditure on social housing over the last 20 years. From 2005 to 2009, capital expenditure was higher than current expenditure, however, from 2010 onwards, current expenditure began to play a more dominant role in social housing provision. As capital expenditure programme began to be cut alongside many public services in the austerity years following the GFC, spending on social housing supports began to increase. From 2022 onwards, capital expenditure now exceeds current expenditure for the first time since 2009.

In 2024, it is estimated that capital expenditure on social housing will be €1.8bn, which will be significantly higher than any other year since 2005. Current expenditure in 2024 is estimated to remain at a similar level compared to the previous two years.

**Figure 25: Total New Build Social Housing Provision completed by Local Authorities and Approved Housing Bodies, 2004–2023**

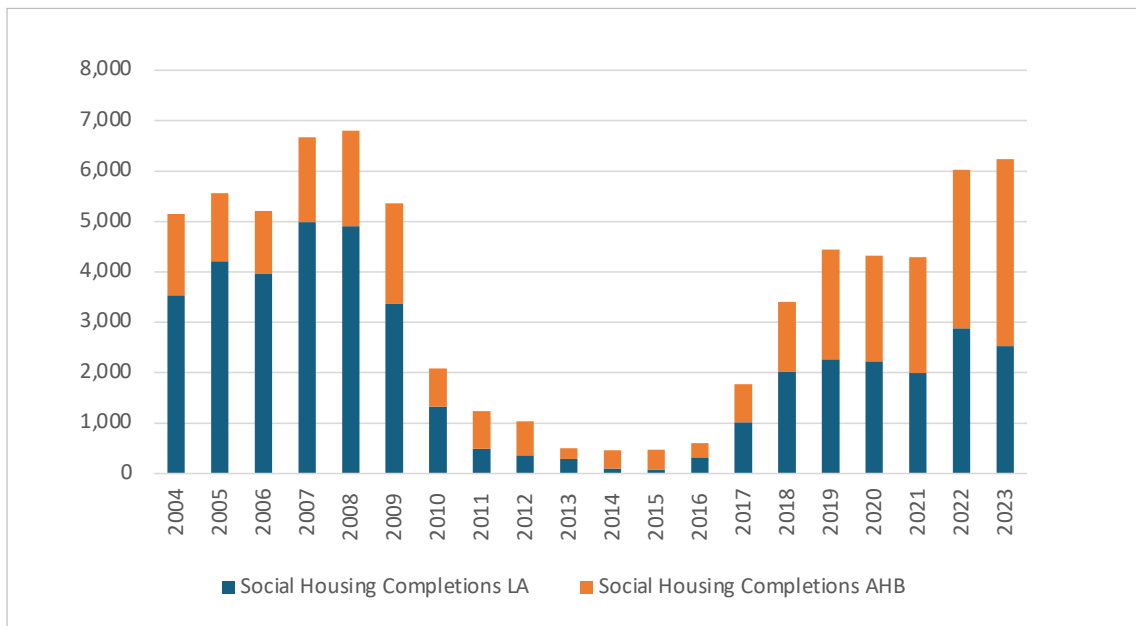
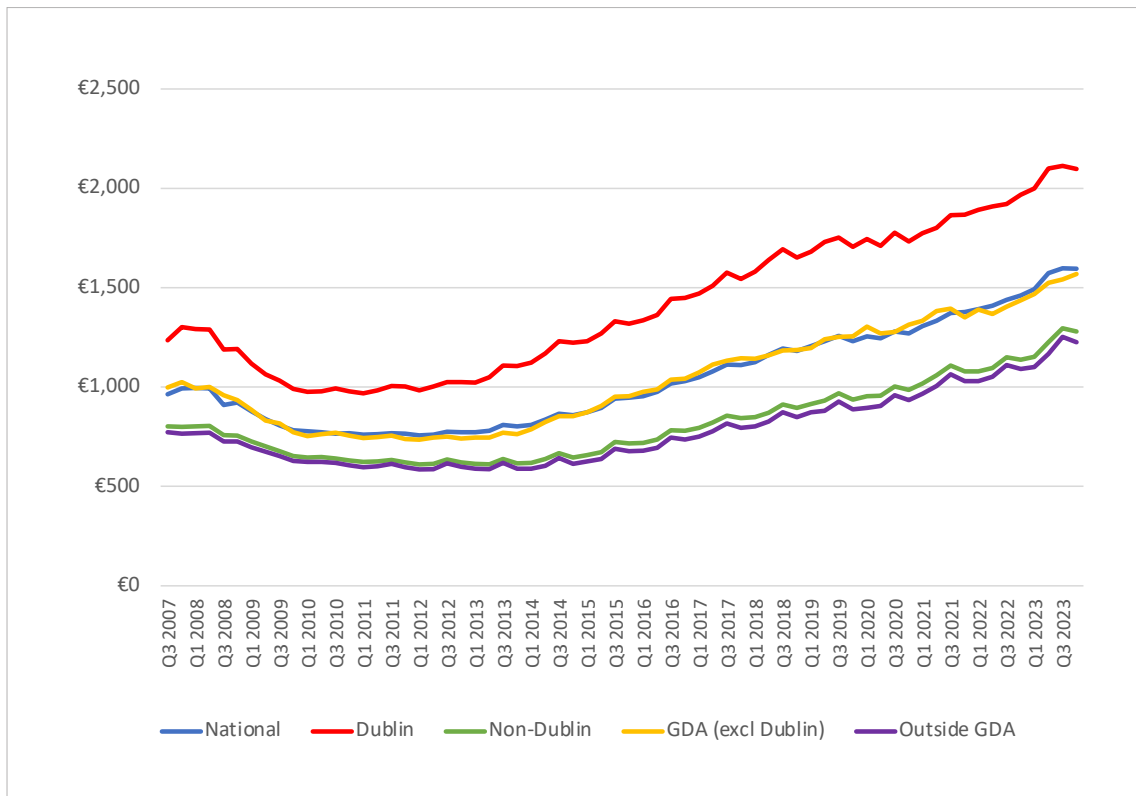


Figure 25 highlights new build social housing provision by Local Authorities (LAs) and Approved Housing Bodies (AHBs) from 2004-2023. Before the austerity years, LAs were more involved in direct build social housing with AHBs playing a smaller role in social housing delivery. LA social housing delivery peaked in 2007 with a delivery of nearly 5,000 new builds that year before falling to a low of just 75 LA-built social homes in 2015. Total new build social housing provision completed by LAs and AHBs fell to an overall low of 459 new social homes in 2014 before starting to recover slowly over the next three years.

From 2017 onwards new build SH delivery by LAs and AHBs began to increase, before falling slightly in 2020 and 2021. This fall was due to both direct and indirect effects of the Covid-19 public health emergency. New build social housing begin to return to the numbers being built by LAs and AHBs before austerity in 2022. However, LAs are direct building significantly less homes than they were pre-2008. In 2008, of the 6,801 social homes that were purpose built, 72% were built by LAs. In 2023, 40% of purpose built social homes were delivered by LAs with AHBs playing a much more substantial role now than seen at the beginning of the century.

Figure 25 intentionally excludes social housing delivered using the Part V planning conditions whereby LAs can purchases up to 20% of housing in a new private housing development at market price. The purpose of excluding Part V housing is to demonstrate the building capacity within LAs and AHBs over time. In 2023, 3,713 new build social homes were delivered by AHBs, 2,524 were delivered by LAs and 1,873 were purchased by LAs using the Part V condition. Some LAs are more reliant than others on Part V to meet their yearly social housing targets. Dun Laoghaire-Rathdown County Council delivered 656 new build social homes in 2023, of which 382 were purchased by the LA from private developers. A further 197 were built by AHBs and 77 were built directly by the local authority. Other areas where private development is less prevalent do not use Part V to meet social housing targets with neither Longford County Council or Leitrim County Council purchasing any housing using Part V in 2023.

**Figure 26: RTB Rent Index - National and Regional Standardised Average Rent (€) in New Tenancies, Q3 2007–Q4 2023**

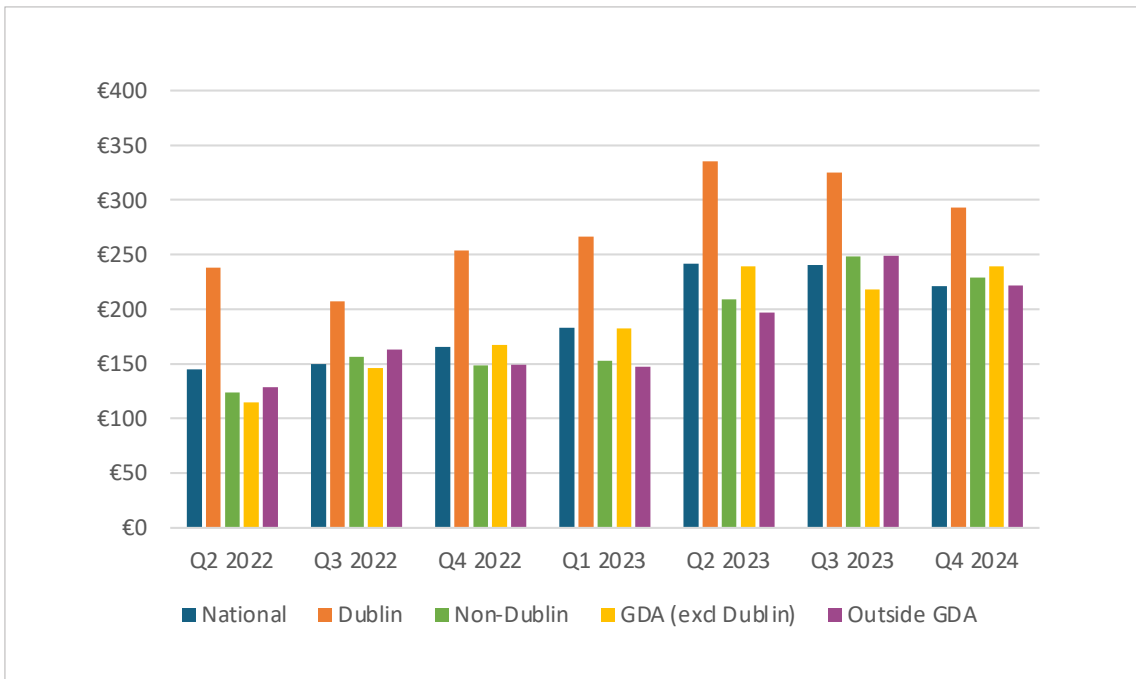


As highlighted in Section 1, both exits from EA and the prevention of households entering EA are heavily dependent on accessing the private rented sector via a number of income supports.

Figure 26 looks at the RTB’s Rent Index over the last 16 years. Every region charted by the Index shows a similar pattern of a fall in the Standardised Average Rent in 2007 followed by a steep increase from 2014 onwards, reaching new highs almost every quarter over the last 10 years.

Nationally, the Standardised Average Rent has increased by 111% since Q1 2012, when average rents were at an all-time low. Dublin has consistently been the region with the highest Standardised Average Rent across the county, and in Q3 2023, €2,113 was the average rent across all regions and properties types in Dublin. The Standardised Average Rent in Dublin is over double what it was in 2010-2011 during the height of the austerity years in the wake of the GFC.

**Figure 27: National and Regional Standardised Average Rent (€) Gap between New and Existing Tenancies, Q2 2022–Q4 2023**

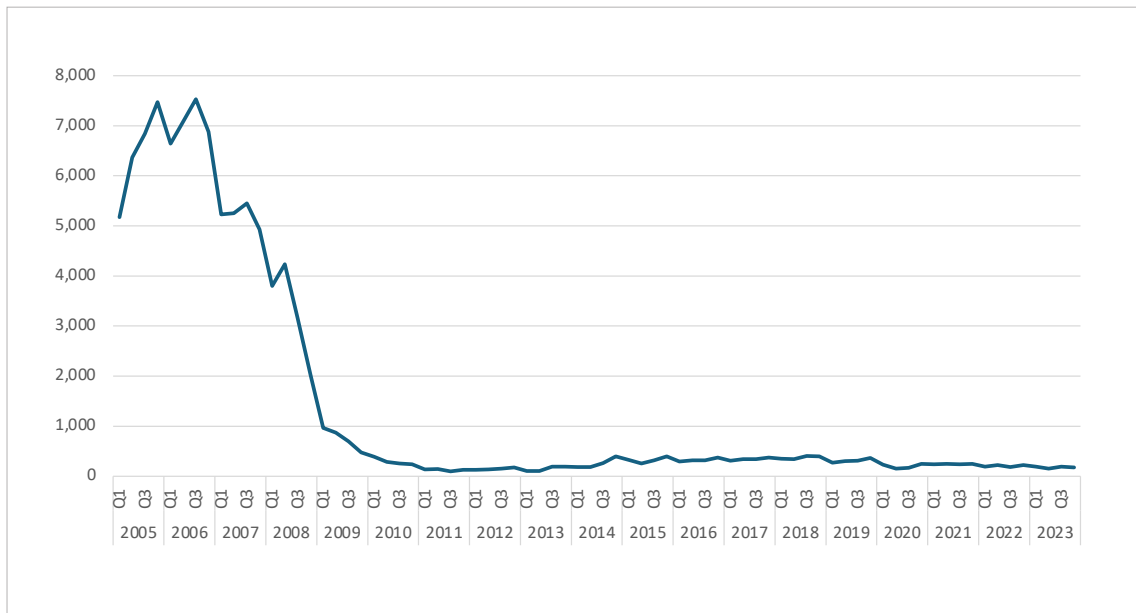


From Q2 2022, the RTB began to record the gap between new and existing tenancies. As Figure 27 shows, the gap in rent changed between existing and new tenancies is both wider and increasing quicker in Dublin than any of the other regions charted by the RTB Rent Index. In Q2 2022, the gap was nearly €240 and in Q3 2023 it was €325 showcasing how newer renters are more likely to be paying higher rents than those with longer-term tenancies who have likely benefitted from Rent Pressure Zone allowable yearly rent increases.

The gap between new and existing tenancies nationally has also been steadily increasing over the last five quarters, with the gap nationally increasing by nearly €100 between Q2 2022 and Q3 2023. While this data set is relatively new compared to social housing and homelessness data, it is already giving valuable insight into how disadvantaged newer renters are compared to those with existing tenancies.



**Figure 28: Banking and Payments Federation Ireland–Mortgage Drawdowns–Property Purchase Only–Residential Investment Letting, Q1 2005–Q4 2023**



Trends in the number of private rented tenancies are difficult to determine in Ireland, with Census 2022 suggesting there was an increase in the number of private rented tenancies from 309,728 in 2016 to 330,632 in 2022, whereas the statutory Residential Tenancies Board register of tenancies shows a decrease in the registered tenancies from 319,822 to 246,453 over a similar period. What does seem clear is that for more than a decade the number of new Residential Letting Mortgage drawdowns has been comparatively low with just over 11,000 drawdowns over the period 2014-2023, in comparison with the just over 90,000 drawdowns over the period 2005-2009 as shown in Figure 28.<sup>14</sup>

<sup>14</sup> Institutional investors in residential rental properties held 12,642 units at the end of 2019 (McCarthy, B., 2024, Institutional Investment and Residential Rental Market Dynamics, Central Bank of Ireland, Research Technical Paper).

**Figure 29: The number of Notices of Termination (NOTs) received by the Residential Tenancies Board, Q4 2019–Q4 2023**

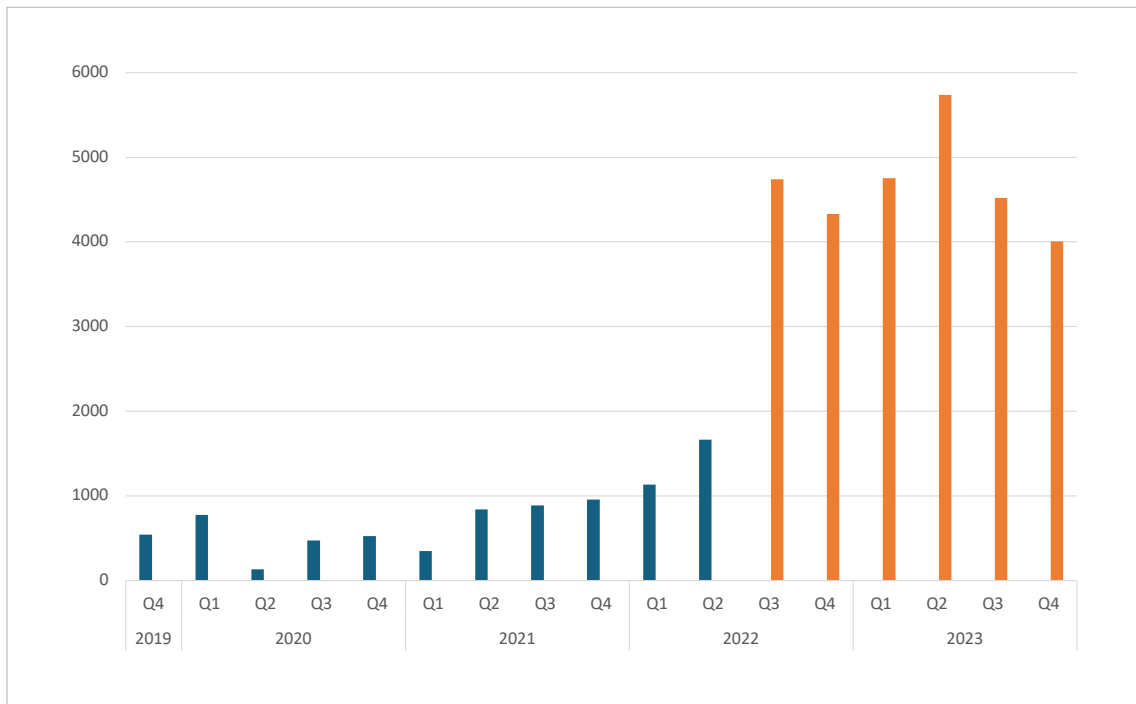


Figure 29 showcases the number of NOTs received by the RTB from Q4 2019 to Q4 2023, however, many legislative changes around requirements to notify the RTB of the issuing of an NOT took place over these four years. This data set only begins in 2019 because of legislative changes made that year which required a landlord to now notify the RTB within 28 days of the tenancy termination date if they wished to end a tenancy that lasted more than six months and they also had to send a copy of the NOT. In July 2022, the legislation surrounding NOTs issued having to be sent to the RTB changed again. From this point, landlords are now required to send the NOT issued to a tenant to the RTB on the same day that it is issued to a tenant instead of within 28 days of the tenancy termination date as was the case before. Furthermore, if this condition is not met the NOT will be found invalid. This legislative change is reflected in Figure 29 by the colour change from Q3 2022 onwards. This change may partially explain some of the increase in the number of NOTs issued since this quarter.

From March 2020- April 2021, rental protections, including a moratorium on evictions, were introduced on and off by Government in response to the Covid-19 public health emergency. During stages during this period, landlords could not issue NOTs for any reason which is likely why there was a decrease in the number of NOTs that were received by the RTB during this period and why the number of NOTs received increased from 347 in Q1 2021 to 841 in Q2 2021, when most rental protections had been lifted.

As shown in Figure 27, the number of NOTs issued has remained above 4,000 a quarter since Q3 2022. In 2023 alone, over 19,000 NOTs were sent to the RTB. While not every NOT is found valid by the RTB and many of these NOTs were challenged, it does capture intention to end tenancies by landlords.

Eoin O’Sullivan is Professor in Social Policy at the School of Social Work and Social Policy, Trinity College Dublin.

Emma Byrne is Policy Officer in Focus Ireland.

Mike Allen is Director of Advocacy at Focus Ireland.

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**FOCUS**  
Ireland



Trinity College Dublin  
Coláiste na Tríonóide, Baile Átha Cliath  
The University of Dublin

# focusireland.ie

Head Office  
9 – 12 High Street,  
Christchurch, Dublin 8  
D08 E1W0

T 01 881 5900  
LoCall 1850 204 205  
F 01 881 5950  
E [info@focusireland.ie](mailto:info@focusireland.ie)

Registered Charity  
CHY 7220

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