



# Focus on Homelessness

Dublin

Eoin O'Sullivan  
Aisling McGovern  
Mike Allen

Challenging homelessness. Changing lives.

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Ireland



## Contents

Introduction.....	4
Prevention .....	5
Presentations to Emergency Accommodation.....	6
Drivers of Entries to Emergency Accommodation .....	7
Household Composition of those in Emergency Accommodation .....	8
Age Profile of those in Emergency Accommodation .....	11
Gender and Emergency Accommodation.....	12
Citizenship of those in Emergency Accommodation .....	13
Emergency Accommodation Providers.....	14
Exits from Emergency Accommodation to Housing .....	15
Duration in Emergency Accommodation .....	17
Housing First .....	19
Expenditure on Homelessness Services in Dublin .....	20

## Introduction

Focus Ireland and the School of Social Work and Social Policy, Trinity College Dublin have collaborated for over a decade to bring high quality and up-to-date research on homelessness to a wider audience and into the core of public policy formation. This series 'Focus on Homelessness' aims to build on the success of our research partnership by making the now substantial body of data published by the Department of Housing, Local Government and Heritage, and other State Agencies working in the area of Housing and Homelessness, available in an accessible format.

Since 2020, Focus on Homelessness has provided an overview of key trends in the number of households experiencing homelessness in Ireland in recent years, the number of entries into and exits from emergency accommodation, length of stay in emergency accommodation and the expenditure on these services. Special editions of Focus on Homelessness have examined Adult-Only Homelessness, Gender and Homelessness, patterns of homelessness in each of the nine regions and 'A Decade of Homelessness' data. All previous editions of Focus on Homelessness can be found [here](#).

This Focus on Homelessness edition will take a closer look at homelessness around the country by providing a detailed report for each of the nine Local Authority administrative regions that organise homelessness services covering the period from mid-2014 to mid-2025. There will also be a combined report which will draw general observations on trends in homelessness in Ireland over this eleven-year period.

This is the second iteration of regional analysis of homelessness in the Focus on Homelessness series. The previous Focus on Homelessness edition on regional trends analysed the changes between 2014 and 2021. This iteration will compare figures in 2025 to both 2021 and 2014. Current figures are compared to two separate points in time as it shows how the introduction and subsequent ending of certain COVID-19 policies have impacted homelessness<sup>1</sup>. This edition will also analyse a number of new data trends around aspects of homelessness that have become available since 2022.

This report looks at homelessness in Dublin. This includes all four Local Authorities (LAs) which are Dublin City Council, Dún Laoghaire-Rathdown County Council, Fingal County Council and South Dublin County Council.

<sup>1</sup> The two most relevant temporary measures were a moratorium on evictions and a rent freeze. The moratorium on the termination of rental tenancies on all grounds was in place between March and August 2020. Evictions were permitted under limited circumstances during the 2nd and 3rd lockdowns, from October 2020 to November 2020 and from January 2021 to April 2021 respectively.

## Prevention<sup>2</sup>

Figure 1 shows the number of adults who were assessed<sup>3</sup> as homeless under Section 2 of the *Housing Act, 1988* by the four Dublin Local Authorities, but were provided with housing options and so were prevented from entering emergency accommodation between 2022 and 2025.<sup>4</sup> The average number of such preventions per quarter in 2025 so far, was 528 – a 29.7% reduction from 2024’s quarterly average of 751 but an increase from 2022 and 2023. Since 2024 the largest number of preventions have been through LA Tenant-in-Situ (TIS) schemes and Private Rented Housing options. In Q2 2025, 62.8% (n=348) of preventions came from the Private Rental Sector (PRS), followed by LA TIS (14.8%, n=82); LA Lettings (10.5%, n=58); AHB Lettings (9.4%, n=52); and Supported Long Term Accommodation (2.5%, n=14).

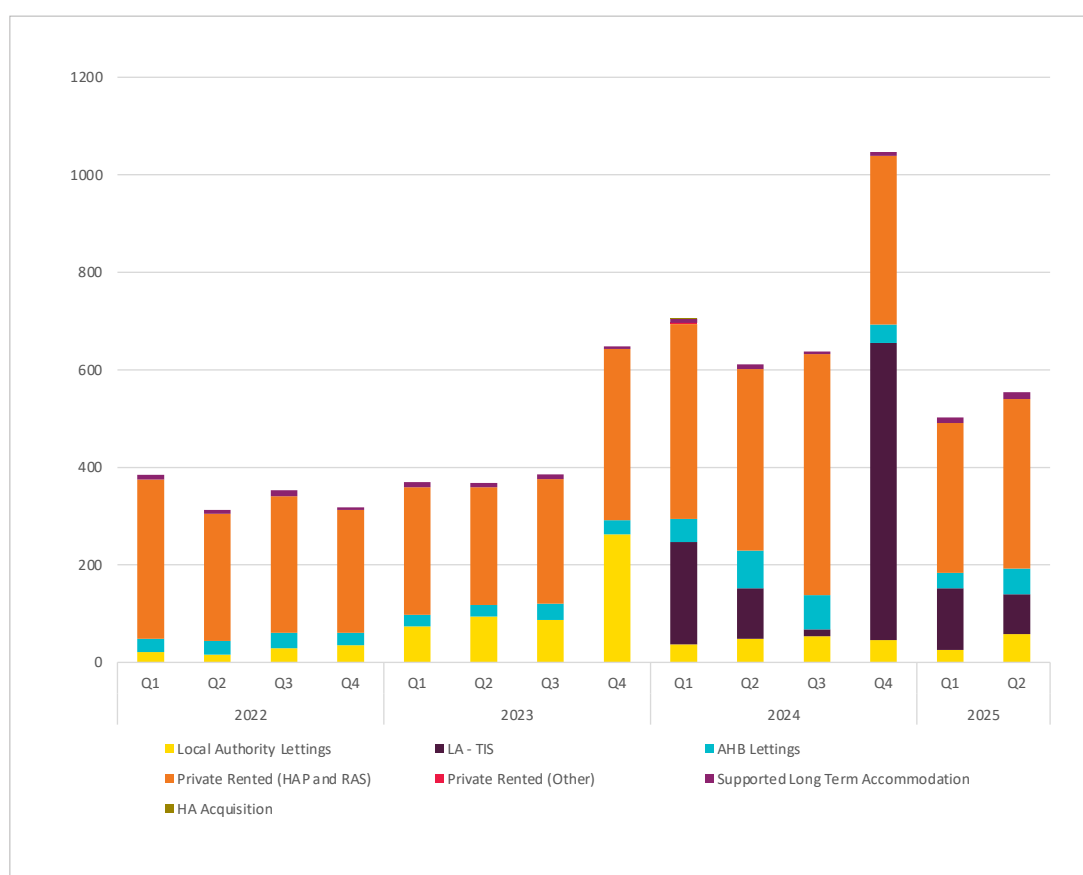


Figure 1: Adult Preventions from Entering Emergency Accommodation in Dublin, Q1 2022-Q2 2025

<sup>2</sup> Data on prevention is only available from Q1 2022 onwards.

<sup>3</sup> Note that legislation uses the term ‘regarded ... as being homeless’ rather than ‘assessed’.

<sup>4</sup> Q4 2024 shows a very large number of Local Authority Tenant in Situ preventions – this is understood to be an administrative backlog from previous quarters in 2024.

## Presentations to Emergency Accommodation

Figure 2 shows the number of adult individuals who were assessed as homeless under Section 2 of the *Housing Act, 1988* by the four Local Authorities in Dublin and provided with emergency or temporary accommodation. In 2024, an average of 852 adults were provided with emergency accommodation per quarter in Dublin, compared to 750 per quarter in 2021 and 448 per quarter in 2014. In the first half of 2025, 831 adults were provided with emergency accommodation on average per quarter.

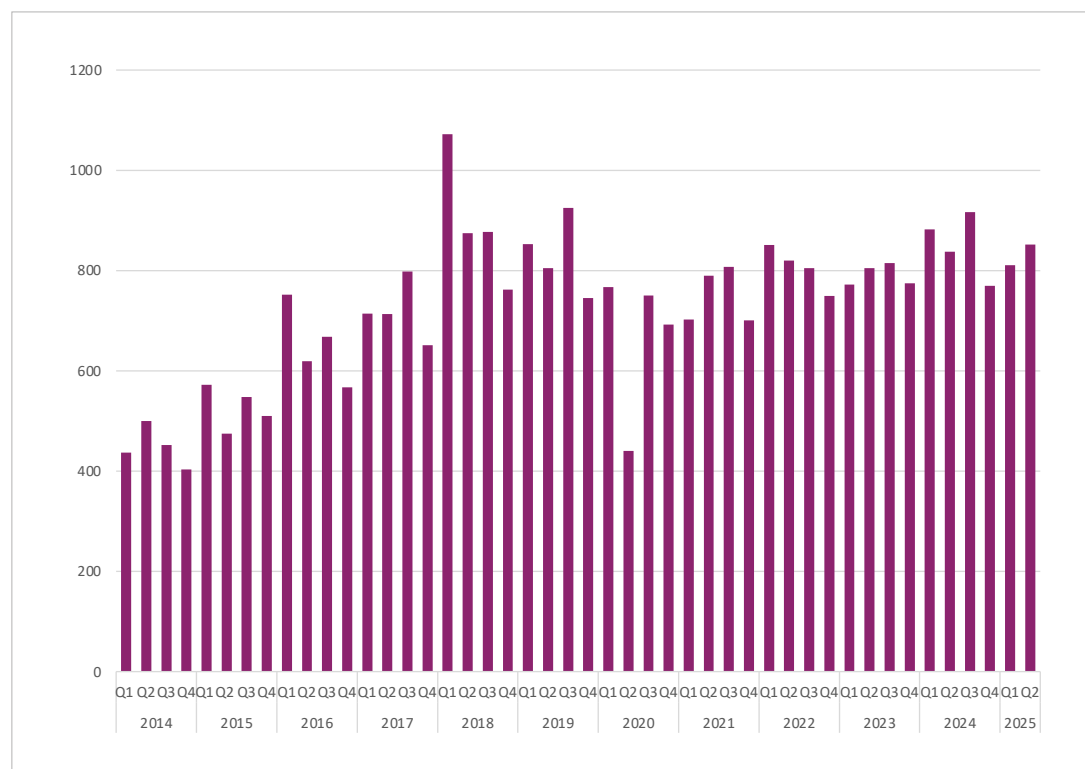
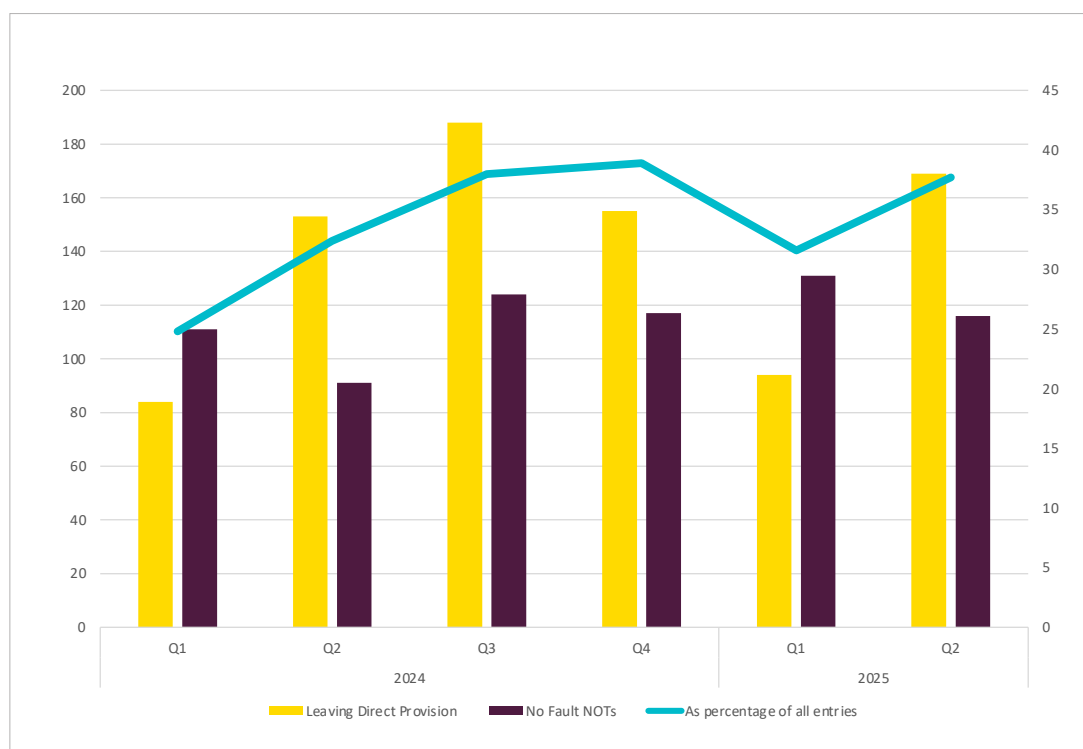


Figure 2: New Adult Presentation to Emergency Accommodation, Dublin Region, Q1 2014-Q2 2025

## Drivers of Entries to Emergency Accommodation

Figure 3 highlights two of the most frequent explanations given by *households* for becoming homeless and entering emergency accommodation: leaving Direct Provision and No-Fault Notices of Termination (NoTs)<sup>5</sup>. In Q2 2025, 169 households (22.4%) stated leaving Direct Provision as their reason for presenting as homelessness and entering emergency accommodation in Dublin, while 116 (15.3%) stated it was due to No Fault NoTs.



**Figure 3: No Fault Terminations of Tenancy and Leaving Direct Provision as Reasons for Households Entering Emergency Accommodation, and as a Percentage of all Entries, Dublin Q1 2024-Q2 2025<sup>6</sup>**

Leaving Direct Provision and No-Fault NoTs make up 37.7% of all entries into Emergency Accommodation in Q2 2025, an increase from 24.8% in Q1 2024. Thus, both leaving Direct Provision and No-Fault NoTs are consistent and significant reasons for entering emergency accommodation in Dublin.

<sup>5</sup> While there are a number of reasons given for entering Emergency Accommodation, focus is remaining on Leaving Direct Provision and No Fault NoTs as they are objective and aren't caused by other underlying issues – e.g. a household may cite family circumstances as a reason for entering emergency accommodation, but they may have been staying with family as a result of a No Fault NoT.

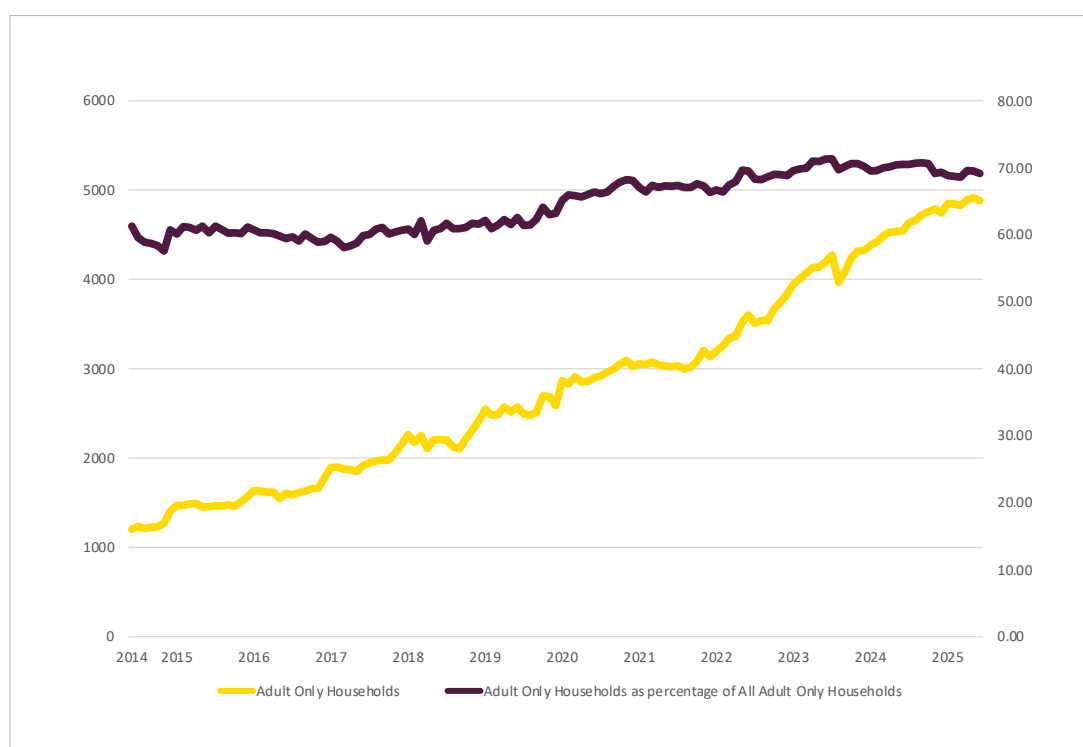
<sup>6</sup> Data is only available from Q1 2024 onwards.

## Household Composition of those in Emergency Accommodation

Figure 4 shows the number of adult-only households in emergency accommodation in Dublin at a point-in-time (the third week of each month), and as a percentage of all adult-only households in emergency accommodation in Ireland. There has been a consistent upward trend in the number of adult-only households since the start of data collection in mid-2014.

The number of adult-only households in emergency accommodation in Dublin has increased by 61.4% since June 2021 (n=3,024), and by 306.2% since June 2014 (n=1,202). There were 4,882 adult-only households in emergency accommodation in Dublin in June 2025.

Adult-only households in Dublin make up 69.2% of all adult-only households in emergency accommodation in Ireland as of June 2025. This percentage has risen slightly since June 2021 (67.2%) and June 2014 (61.3%).



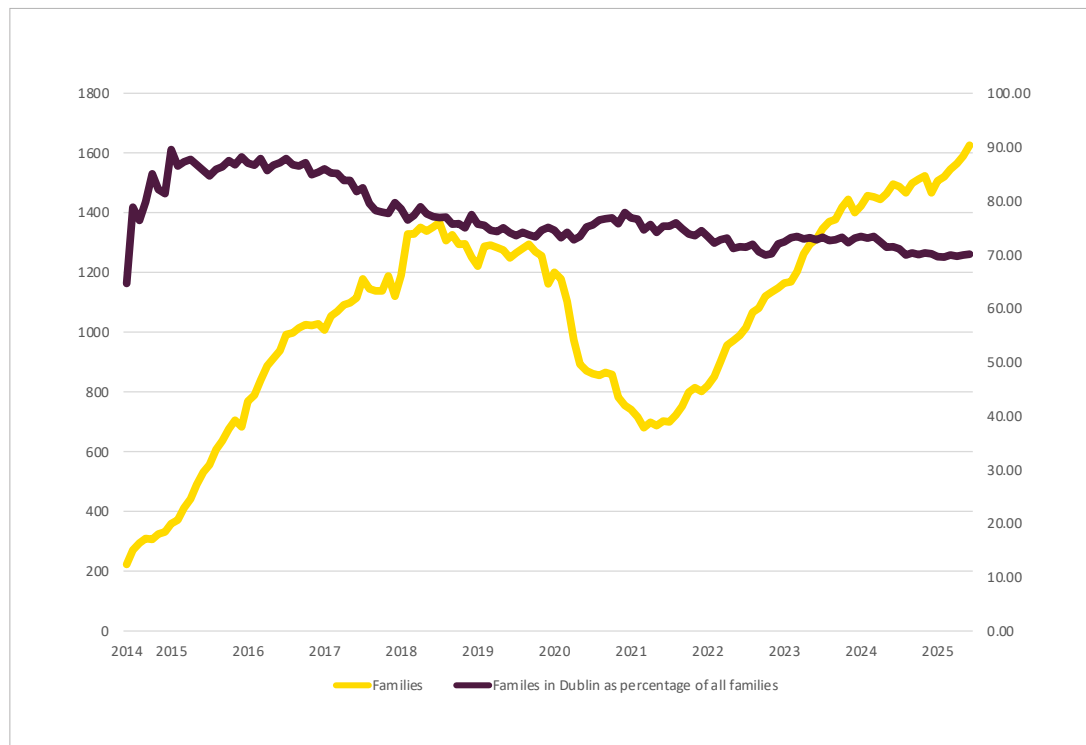
**Figure 4: Adult-Only Households in Emergency Accommodation in Dublin and as a Percentage of all Adult-Only Households in Emergency Accommodation Nationally, 2014-2025**

Figure 5 shows the number of *families* in emergency accommodation in Dublin, as well as homeless families in Dublin and as a percentage of all families accessing emergency accommodation in Ireland. The number of families in emergency accommodation has risen significantly since 2014, although it experienced a temporary large reduction in 2020-2021 (with the decline starting prior to the COVID-19 pandemic and accelerating over the period when pandemic protection measures were in place<sup>7</sup>) before steadily increasing again.

The number of families in emergency accommodation in Dublin has increased by 131.6% since June 2021 (n=702), and by 629.1% since June 2014 (n=223). In June 2025 there were 1,626 families in emergency accommodation in Dublin.

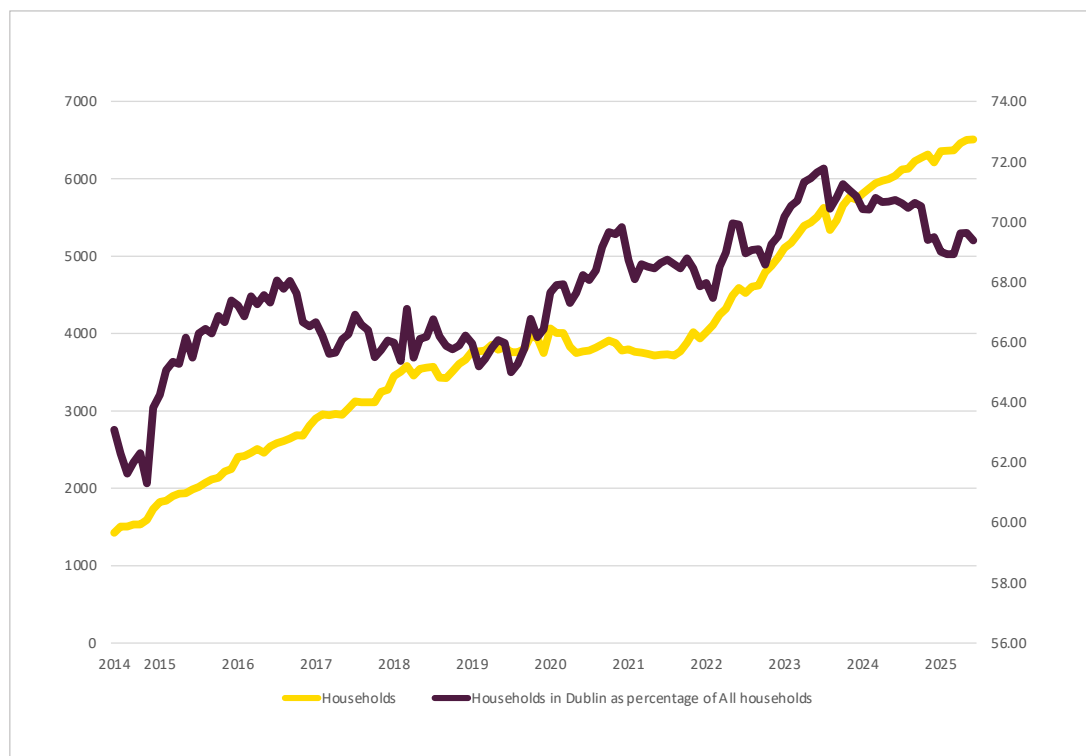
<sup>7</sup> See the previous iteration of Focus on Homelessness: regional trends for further discussion.





**Figure 5: Families in Emergency Accommodation in Dublin and as a Percentage of all Families in Emergency Accommodation Nationally, 2014-2025**

Families in emergency accommodation in Dublin make up 70.1% of all families in emergency accommodation nationally as of June 2025. This is slightly below the proportion in June 2021 (75.3%) but higher than the proportion in June 2014 (63.1%).



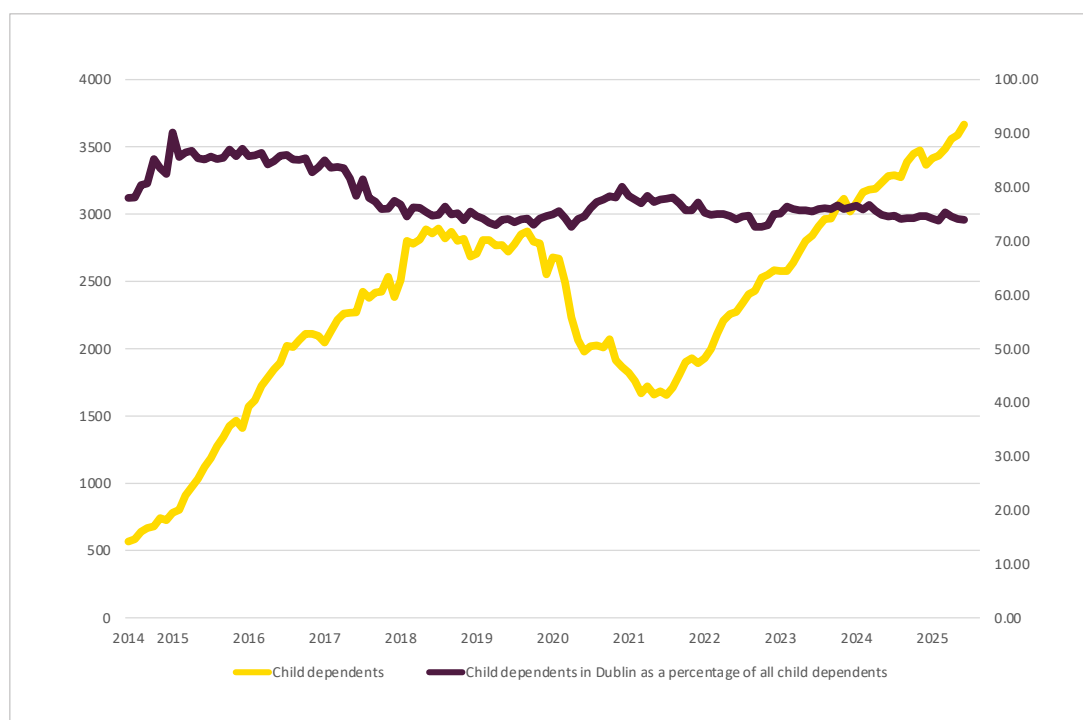
**Figure 6: Households in Emergency Accommodation in Dublin and as a Percentage of Households in Emergency Accommodation Nationally, 2014-2025**

Figure 6 shows the total number of *all households* in emergency accommodation in Dublin, and the number of households in emergency in Dublin as a percentage of all households in emergency accommodation in Ireland. The number of households in emergency accommodation in Dublin has risen significantly since 2014. Household numbers plateaued between 2019-2021 (largely due to the temporary reduction in families as noted above) but have steadily risen since then

The number of households in emergency accommodation in Dublin has increased by 74.7% since June 2021 (n=3,726), and 356.7% since June 2014 (n=1,425). There were 6,508 households in emergency accommodation in Dublin in June 2025

The number of households in Dublin as a percentage of households in emergency accommodation nationally has risen slightly, from 63.1% in June 2014 to 68.6% in June 2021 and 69.4% in June 2025.

Figure 7 shows the number of child dependents in emergency accommodation in Dublin, and the number of child dependents in Dublin as a percentage of all child dependents in emergency accommodation in Ireland. The trend for child dependents follows a similar pattern to families, with a large decrease occurring 2020-2021, before a steady and significant increase from 2022-2025.



**Figure 7: Child Dependents in Emergency Accommodation in Dublin and as a Percentage of all Child Dependents Nationally, 2014-2025**

The number of child dependents in emergency accommodation in Dublin has increased by 117.7% since June 2021 (n=1,684), and 546.6% since June 2014 (n=567). There were 3,666 child dependents in emergency accommodation in Dublin in June 2025.

The number of child dependents in Dublin as a percentage of child dependents in emergency accommodation nationally has reduced slightly from June 2014 (78%) to June 2021 (77.7%) to June 2025 (73.9%).

## Age Profile of those in Emergency Accommodation

Figure 8 shows the age profile of those in emergency accommodation in the Dublin area. 25-44 year olds make up the majority of adults in emergency accommodation in Dublin, at 53.3% - a slight decrease from 58.2% in June 2021. The 65+ category remains the smallest age category, with a slight increase from 1.5% in June 2021 to 1.9% in June 2025.

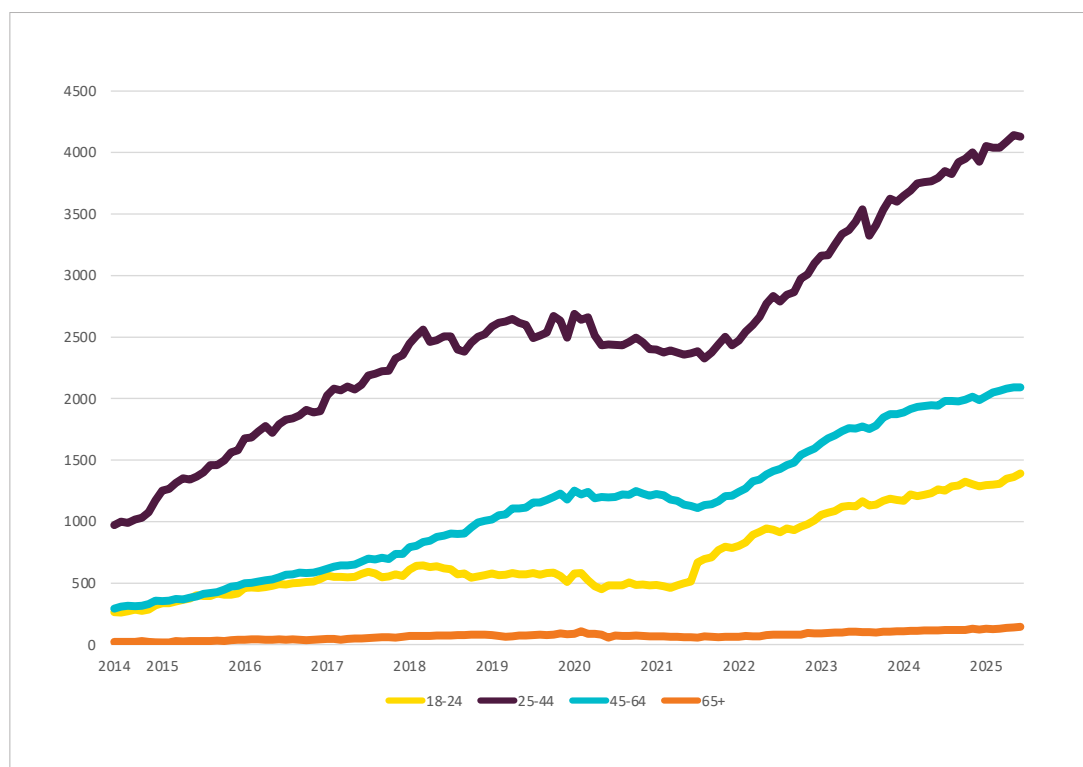


Figure 8: Age Profile of Adults Accessing Emergency Accommodation in Dublin, 2014-2025

The number of **18-24 year olds** in emergency accommodation was 1,391 in June 2025 – an increase of 171.2% since June 2021 (n=513) and 428.9% since June 2014 (n=263).

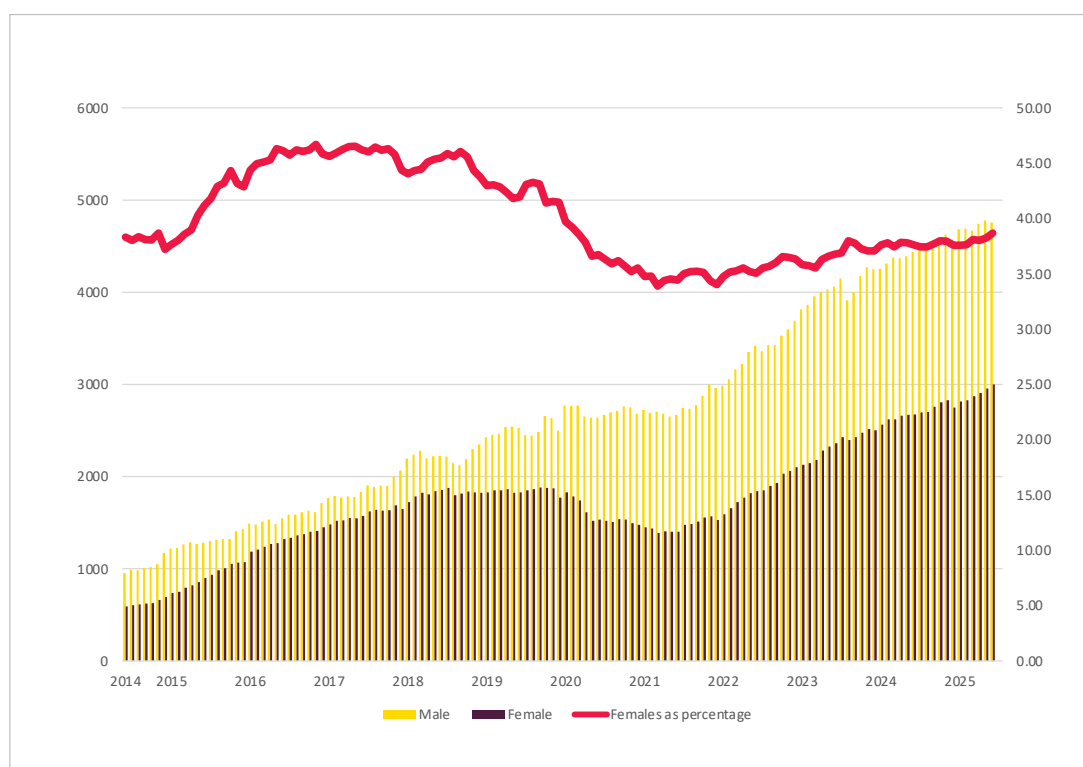
The number of **25-44 year olds** in emergency accommodation was 4,130 in June 2025 - an increase of 74.4% since June 2021 (n=2,368) and 325.3% since June 2014 (n=971).

The number of **45-64 year olds** in emergency accommodation was 2,090 in June 2025 – an increase of 85.3% since June 2021 (n=1,128) and 615.8% since June 2014 (n=292).

The number of those aged **65+** in emergency accommodation was 144 in June 2025 – an increase of 140% since June 2021 (n=60) and 554.5% since June 2014 (n=22).

## Gender and Emergency Accommodation

Figure 9 shows the gender breakdown of *all adults* in emergency accommodation in Dublin. As of June 2025, there were 4,756 men and 2,999 women in emergency accommodation, which is a ratio of 61:39. The proportion of women in emergency accommodation in Dublin was higher in June 2025 (38.7%) than in June 2021 (34.4%).

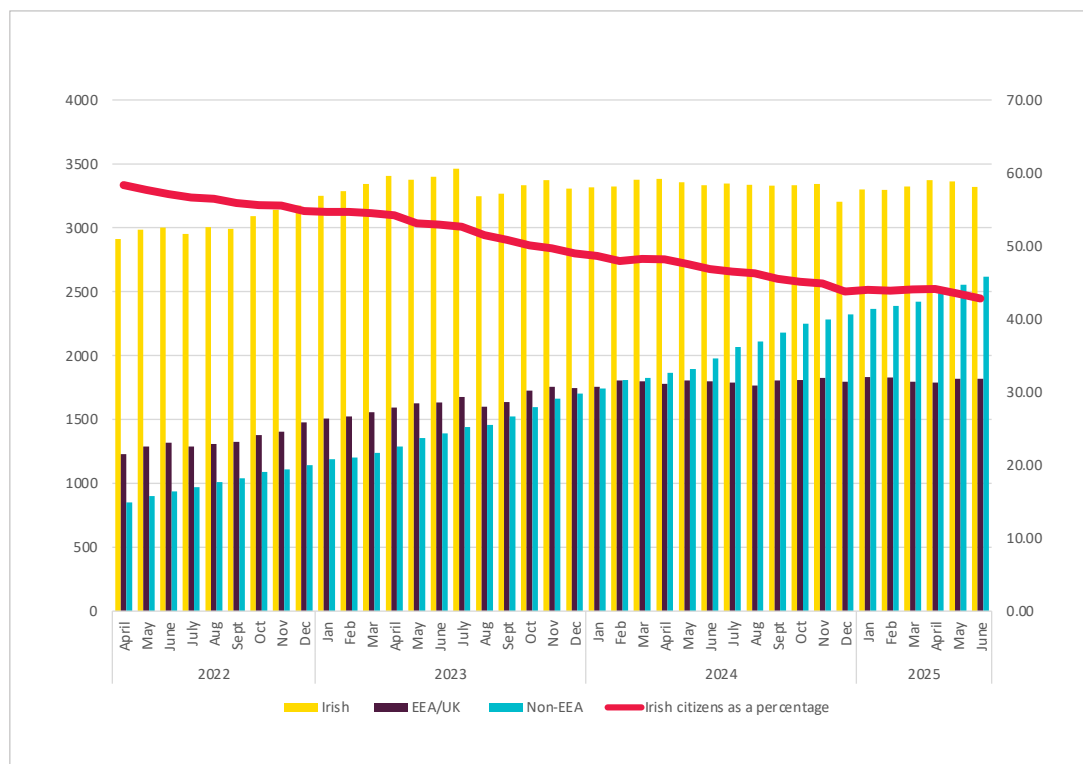


**Figure 9: Adults in Temporary and Emergency Accommodation by Gender, and Females as a Percentage of all Adults in Dublin**

The number of men accessing emergency accommodation in Dublin has increased by 78.2% since June 2021 (n=2,669) and 398% since June 2014 (n=955). In comparison the number of women accessing emergency accommodation in Dublin has increased by 114.2% since June 2021 (n=1,400) and by 405.7% since June 2014 (n=593).

## Citizenship of those in Emergency Accommodation

Figure 10 shows the citizenship breakdown of *all adults* in emergency accommodation between April 2022 and June 2025.<sup>8</sup> In June 2025 there were 3,320 Irish citizens (42.8%), 1,819 UK/EEA citizens (23.5%), and 2,616 non-EEA citizens (33.7%) in emergency accommodation in Dublin.



**Figure 10: Citizenship of Adults in Local Authority Funded Emergency and Temporary Accommodation in Dublin, April 2022-June 2025**

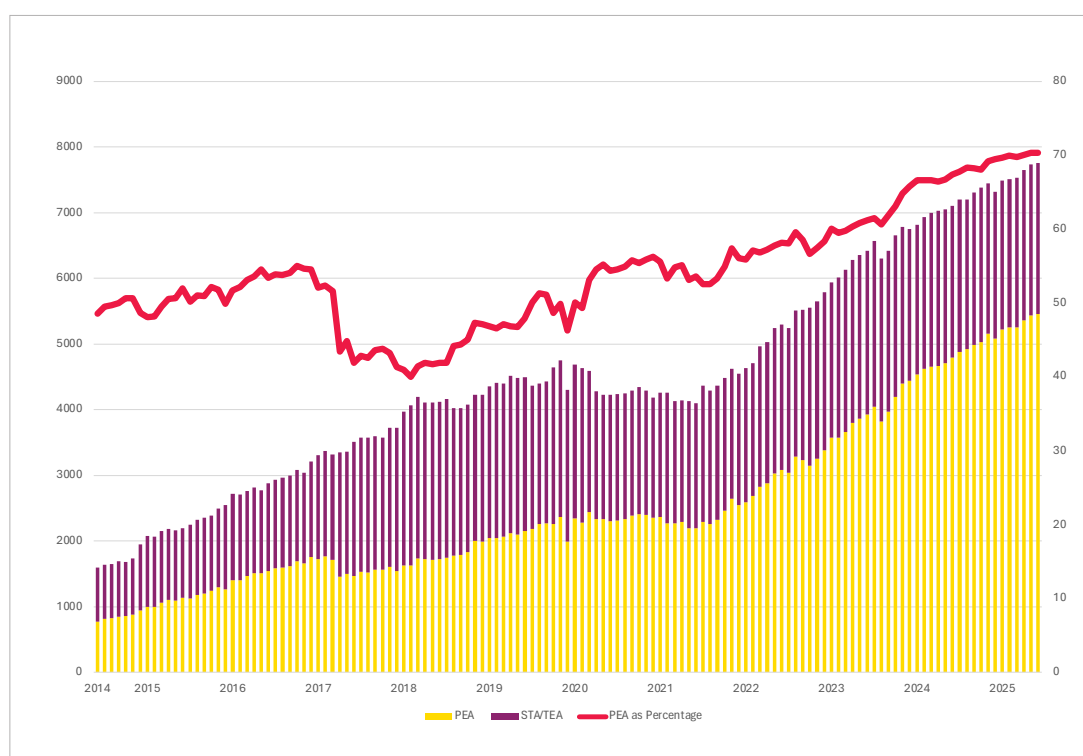
Non-EEA citizens have seen the largest increase, from 852 in April 2022 to 2,616 in June 2025 – a 207% increase in 3 years.

While the number of Irish citizens in emergency accommodation has remained relatively stable since 2023, they represent a declining proportion of the total number of adults in emergency accommodation in Dublin, falling from 58.3% in April 2022 to 42.8% in June 2025.

<sup>8</sup> Data only available from April 2022 onwards.

## Emergency Accommodation Providers

Figure 11 show the types of emergency accommodation in use in Dublin. There are three types of emergency accommodation reported. *Private Emergency Accommodation (PEA)* includes hostels, B&Bs and other residential facilities that are privately owned and have been contracted by local authorities on a temporary or long-term basis to be used as emergency accommodation. *Supported Temporary Accommodation (STA)* primarily comprises of congregate shelters and Family Hubs, which have onsite professional support and are operated by Non-Government Organisations (NGOs), and wholly or partially funded by Section 10 funding via the relevant local authority. *Temporary Emergency Accommodation (TEA)* includes emergency accommodation with minimal to no supports and are operated both by NGOs and private operators. The recorded use of TEA is very low and so is included in the graph along with the STA figure.



**Figure 11: Emergency Accommodation Type in Dublin, and PEA as a Percentage of all Emergency Accommodation in Dublin, 2014-2025**

Figure 11 shows that since 2021 PEA has become a far larger proportion of emergency accommodation used in Dublin. As of June 2025, PEA makes up 70.4% (n=5,456) of the total emergency accommodation beds in Dublin, compared to 53.1% in June 2021 (n=2,200) and 48.6% in June 2014 (n=774). PEA accommodation beds in Dublin have increased by 148% since June 2021 and 604.9% since June 2014. In comparison, STA/TEA has increased by 20.6% since June 2021 (n=1,906), and by 180.4% since June 2014 (n=820).

## Exits from Emergency Accommodation to Housing

Figure 12 shows the number of adults exiting emergency accommodation to housing in Dublin in each quarter since 2014. LA refers to exits to *Local Authority housing*, AHB/LTSA is for housing provided by *Approved Housing Bodies* and PRS refers to exits to the *Private Rented Sector*, largely supported by HAP payments.

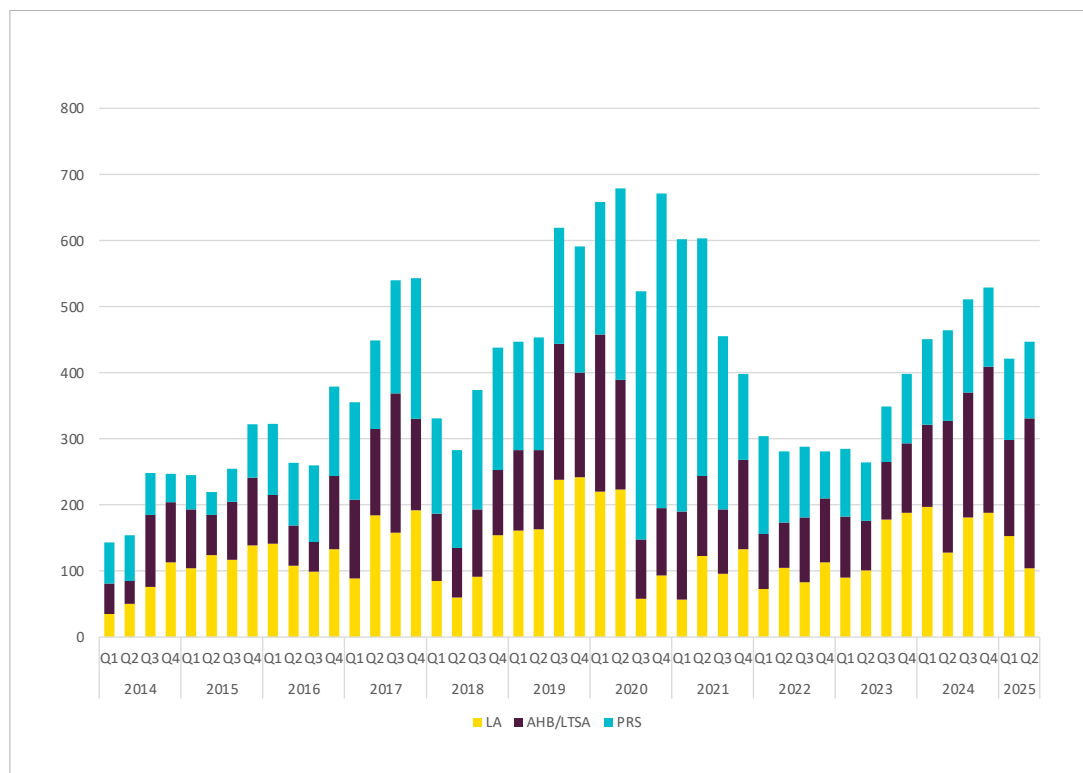


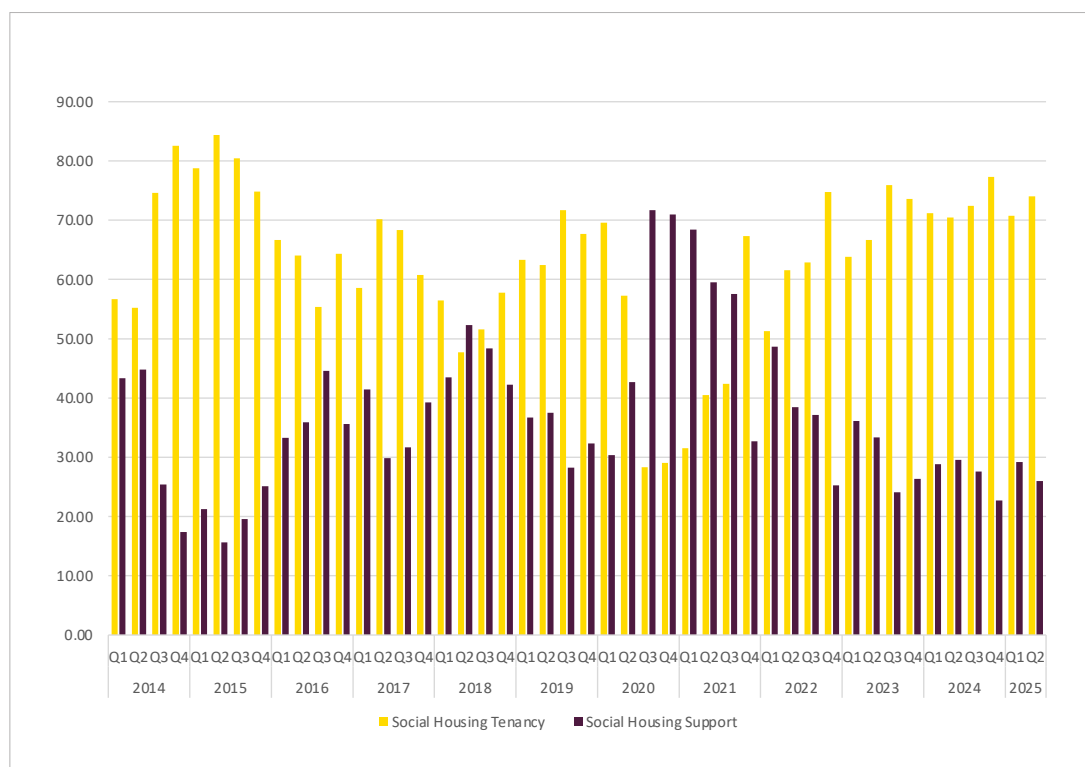
Figure 12: Adult Exits to Housing from Emergency Accommodation by Type, Dublin Region, Q1 2014-Q2 2025

In Q2 2025 104 adults (34.5%) exited into LA housing, 227 (50.8%) into AHBs/LTSA housing and 116 (26%) into the PRS. The number of exits into the PRS has reduced significantly between 2021 and 2025. In Q2 2021 59.5% of exits were into the PRS (n=359), which fell to 26% in Q2 2025.

Between Q3 2021 and Q2 2025 there were 6,126 adult exits from emergency accommodation to housing in Dublin: 34.5% to LAs (n=2,111), 33.3% to AHBs (n=2,042) and 32.2% to the PRS (n=1,973). Between Q1 2014 and Q2 2025 there were 18,343 adult exits from emergency accommodation to housing in Dublin: 32.4% to LAs (n=5,941), 29.3% to AHBs (n=5,387) and 38.2% to the PRS (n=7,015). Compared to the last iteration of this paper there is a more even split between the three categories – between Q1 2014 and Q2 2021 the PRS was the largest category.

Figure 13 shows the breakdown of exits to Social Housing Tenancies (Local Authority and Approved Housing Bodies) *versus* Social Housing Support (Private Rental Tenancies supported by rent subsidies such as HAP and RAS).

In Q2 2025 there was a 74:26 ratio of tenancies to support. This is a large decrease in the number of Social Housing Support exits compared to Q2 2021, which had a 40:60 ratio of tenancies to support.



**Figure 13: Adult Exits to Housing from Emergency Accommodation by Tenancy/Support, Dublin Region, Q1 2014-Q2 2025**



## Duration in Emergency Accommodation

Figure 14 shows the average duration of stay in emergency accommodation for *adult only households*<sup>9</sup> between Q1 2022 and Q2 2025. While the total number of adult-only households in emergency accommodation for 0-6 months has remained relatively stable, the numbers who remained for longer periods rose over the period. As a result, adult-only households homeless for 0-6 months represented a smaller proportion of all such homeless households in Q2 2025 (39%, n=1,876) in comparison to Q1 2022 (52%, n=1,678).

In contrast, 20% (n=953) of adult-only households remained in emergency accommodation for 24+ months in Q2 2025, an increase from 17% in Q1 2022 (n=539).

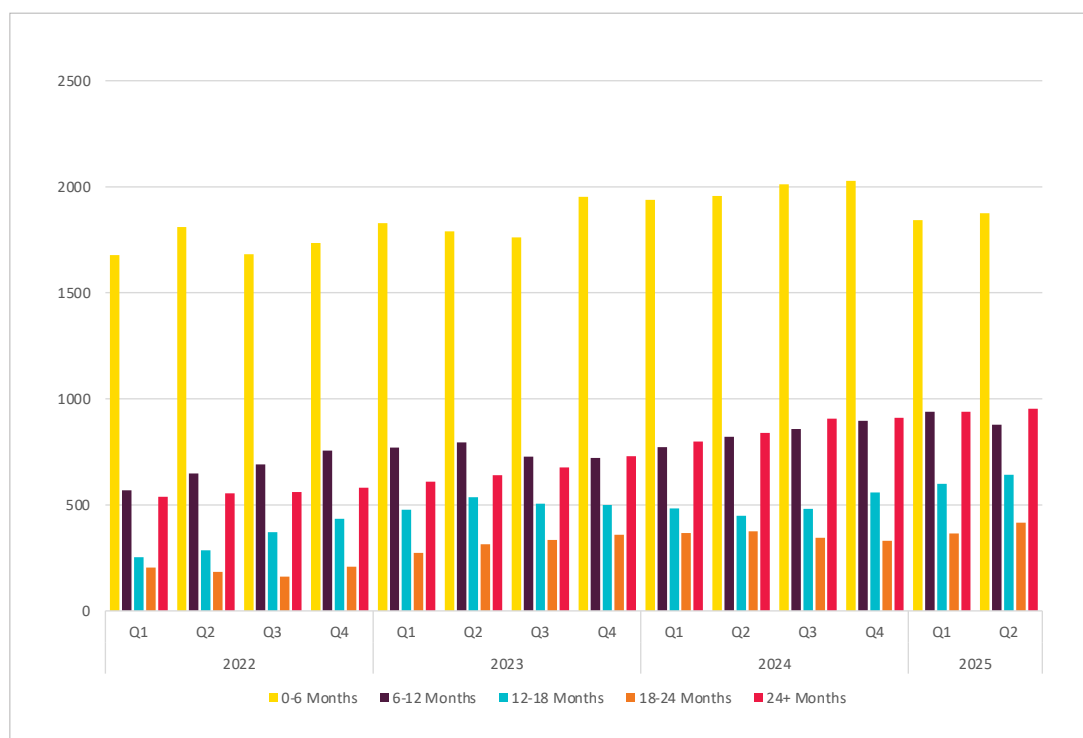
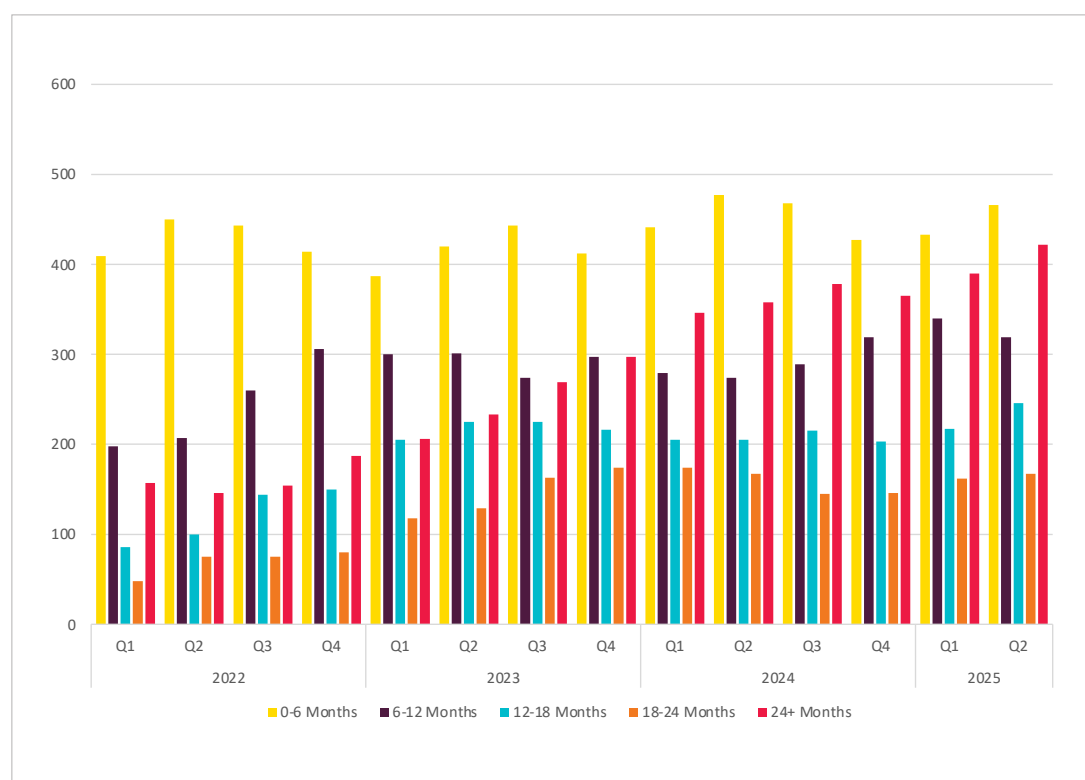


Figure 14: Duration of Stay by Adult-Only Households in Emergency Accommodation in Dublin, Q1 2022-Q2 2025

Figure 15 shows the duration of stay for *families* in emergency accommodation in Dublin. In Q2 2025 29% (n=466) of families stayed in emergency accommodation for 0-6 months, a substantial decrease from 46% (n=409) in Q1 2022. Comparatively, in Q2 2025 26% (n=422) of families were staying in emergency accommodation for 24+ months, an increase from 17% (n=157) in Q1 2022. In Q2 2025, 52% (n=835) of families were staying in emergency accommodation for over 12 months. In Q1 2022 this was 32% (n=291).

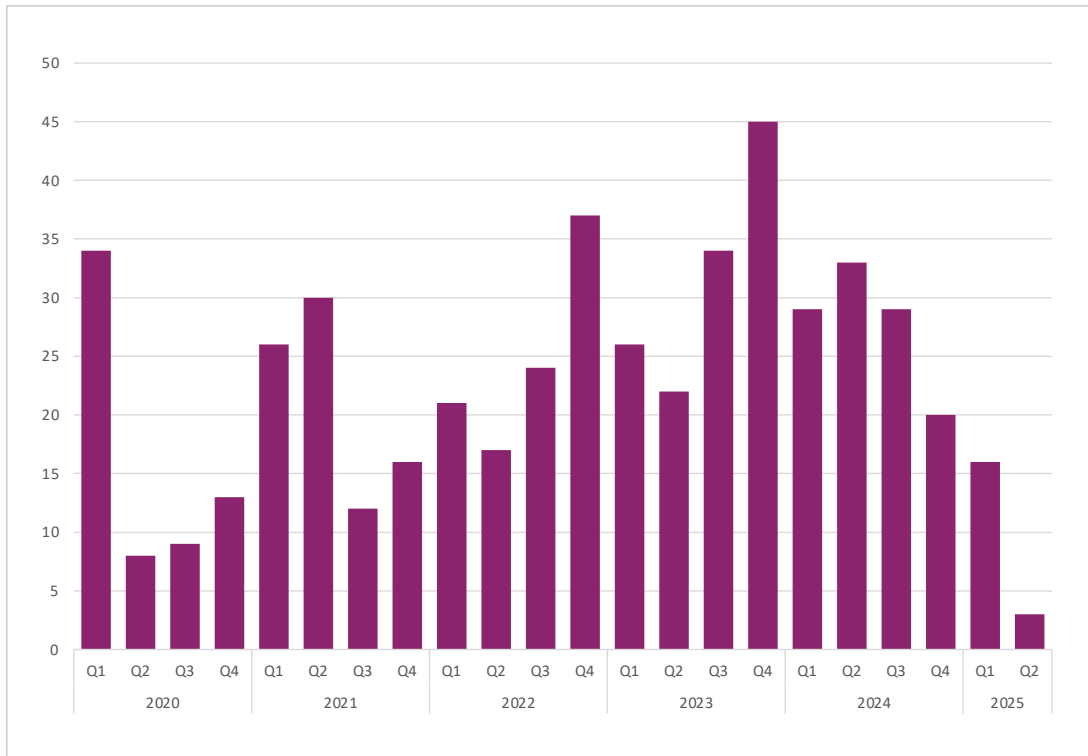
<sup>9</sup> Figures are shown from 2022 onward, as the Department of Housing, Local Government and Heritage changed the presentation of the length of stay options from <6 months or >6 months to 0-6 months, 6-12 months, 12-18 months, 18-24 months, and 24+ months.



**Figure 15: Duration of Stay by Families in Emergency Accommodation in Dublin, Q1 2022-Q2 2025**

## Housing First

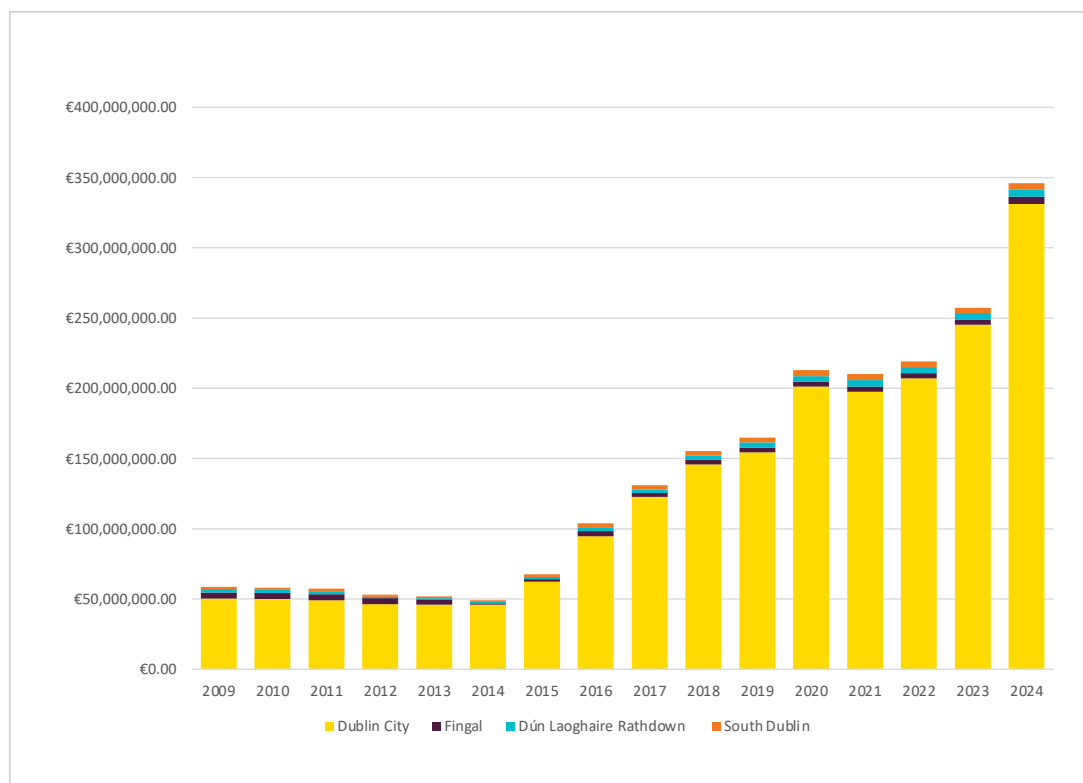
Figure 16 shows the number of Housing First tenancies created in Dublin since 2020. 2025 has seen a significant reduction in the number of Housing First tenancies created, with only 3 tenancies created in Q2 2025 – a 93.3% reduction since its peak of 45 in Q4 2023. There was an average of 28 new tenancies created per quarter in 2024, and so far in 2025 there are an average of 10 new tenancies per quarter. Since 2020 a total of 504 Housing First tenancies have been created in Dublin.



**Figure 16: Number of Housing First Tenancies Created in Dublin, Q1 2020-Q2 2025**

## Expenditure on Homelessness Services in Dublin

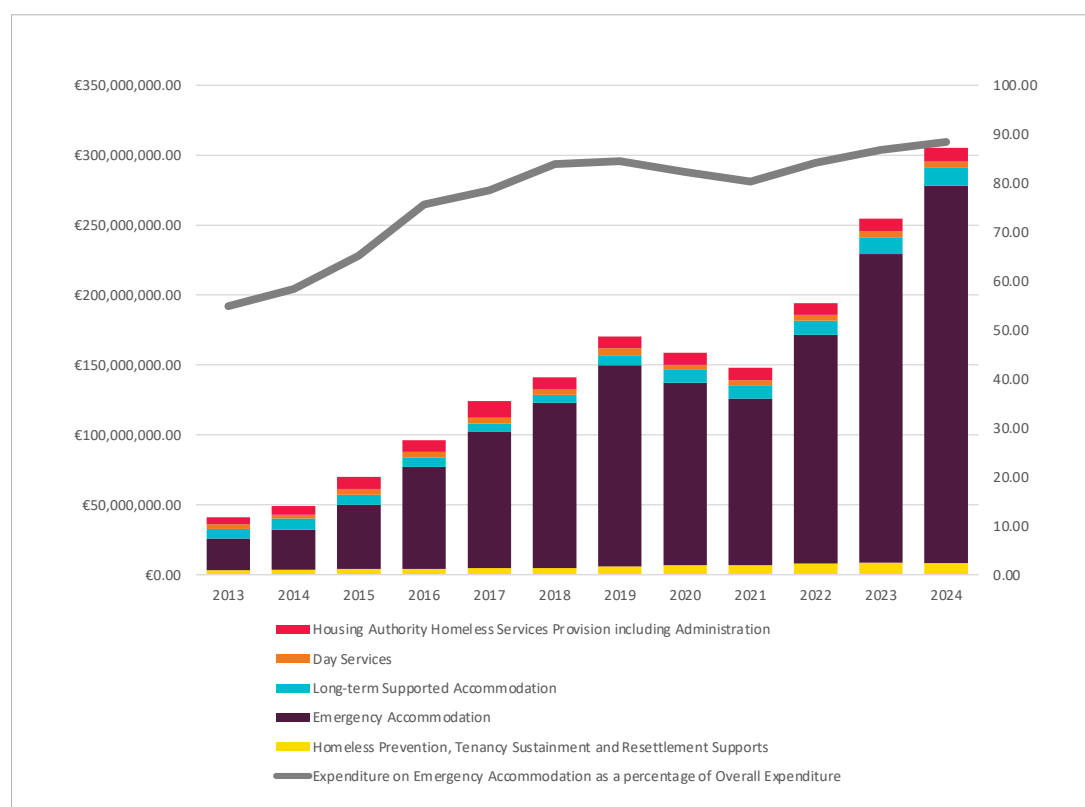
Figure 17 shows the expenditure by the 4 Dublin local authorities on services for households experiencing homelessness was €341.1m<sup>10</sup> in 2024 – the vast majority of this (96%) being in Dublin City Council. Dublin local authorities' annual expenditure on homelessness has seen a 62.6% increase since 2020 (€212.8m) and a 490.5% increase since 2009 (€58.6m). In the past ten years (2015-2024) €1.9bn has been spent on homelessness by local authorities in Dublin.



**Figure 17: Expenditure on Services for Households Experiencing Homelessness by Local Authorities in the Dublin Region, 2009-2024**

Figure 18 shows *Section 10* expenditure on homelessness services in Dublin, that is for services funded by the Department of Housing, Local Government and Heritage under *Section 10 of the Housing Act, 1988*. In 2024 €305.2m of this funding was spent on homeless services, the vast majority of this (88.4%) on emergency accommodation. €269.9m was spent on emergency accommodation in 2024, an increase of 105.6% since 2020 (€130.5m) and 1100.1% since 2013 (€22.5m). In comparison, expenditure on all other services combined has increased by 25.7% since 2020 and 91.2% since 2013.

10 See Focus on Homelessness Report on Public Expenditure on Services for Households Experiencing Homelessness (2025)



**Figure 18: Section 10 Expenditure on Homelessness Services in Dublin, 2013-2024**

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

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**Aisling McGovern** is Research Officer in Focus Ireland.

**Mike Allen** is Director of Advocacy in Focus Ireland.

**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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